

# End Review of the Fish for Development Programme in Ghana

**End Review Final Report**

Date: October 2025



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# Contents\_Toc212548716

Acronyms .....	v
Executive summary .....	vi
Introduction .....	vi
Purpose and scope of the review .....	vi
Summary of results .....	vii
Factors affecting progress .....	viii
Conclusions and recommendations .....	viii
1. Introduction .....	1
1.1. Fish for Development (FfD) programme, Ghana .....	1
1.2. FfD Ghana Theory of Change (ToC) .....	2
1.3. Our understanding from the Terms of Reference (ToR) and any departures .....	3
2. Methodology .....	4
2.1. Purpose, objectives and scope .....	4
2.2. Use of and audience for the review .....	5
2.3. Approach .....	5
2.4. Data collection .....	5
2.5. Analysis .....	6
2.6. Challenges and limitations .....	6
3. Findings .....	8
3.1. Relevance .....	8
3.2. Coherence .....	10
3.3. Efficiency .....	13
3.4. Effectiveness .....	23
3.5. Sustainability .....	28
3.6. Impact .....	30
3.7. Responses to mid-term review recommendations .....	30
4. Conclusions and recommendations .....	32
5. Annexes .....	35
Annex 1: ToR .....	35
Annex 2: Evaluation framework .....	41
Annex 3: Assessment criteria .....	44
Annex 4: List of key informants .....	46
Annex 5: List of documents .....	47
Annex 6: Summary of recommendations from mid-term review (2022) .....	49

## List of figures

Figure 1. Fisheries component ToC.....	2
Figure 2. Aquaculture component ToC.....	3
Figure 3. Progress rating scale .....	15
Figure 4. Administration cost as a percentage of total expenses .....	23

## List of tables

Table 1. Summary of key informants.....	5
Table 2. Strength of evidence assessment rubric .....	6
Table 3. Progress against outputs – fisheries workstream.....	17
Table 4. Progress against outputs – aquaculture workstream .....	18
Table 5. Assessment of processes against VfM dimension.....	21
Table 6. Project accounts (NOK) .....	22
Table 7. Progress against lower outcomes .....	25
Table 8. Sustainability assessment criteria, with FfD scores in light green.....	28

## Acronyms

AIS	Automatic Identification System
COA	Chamber of Aquaculture
CSO	Civil Society Organisation
DAC	Development Assistance Committee
EAF	Ecosystem Approach to Fisheries
EPA	Environmental Protection Agency
FAO	Food and Agriculture Organization
FC	Fisheries Commission
FfD	Fish for Development
FMOC	Fisheries Management Operational Committee
GFRA	Ghana Fisheries Recovery Activity
GNAA	Ghana National Aquaculture Association
GNADP	Ghana National Aquaculture Development Plan
IGF	Internally Generated Funds
IMR	Institute of Marine Research
KII	Key Informant Interview
MCS	Monitoring, Control and Surveillance
MFA	Ministry of Foreign Affairs
MFMP	Marine Fisheries Management Plan
MoFA	Ministry of Fisheries and Aquaculture
NOK	Norwegian Krone
Norad	Norwegian Agency for Development Cooperation
NVI	Norwegian Veterinary Institute
OECD	Organisation for Economic Co-operation and Development
OPM	Oxford Policy Management
STC	Scientific and Technical Committee
ToC	Theory of Change
ToR	Terms of Reference
UG	University of Ghana
USAID	United States Agency for International Development
VfM	Value for Money
VMS	Vessel Monitoring System
NVI	Norwegian Veterinary Institute
WRC	Water Resource Commission

# Executive summary

## Introduction

The Fish for Development (FfD) programme in Ghana was launched in 2019 under a NOK 50 million grant agreement between the Norwegian Ministry of Foreign Affairs (later transferred to Norad) and the Government of Ghana. The programme is implemented through institutional cooperation between Norway's Institute of Marine Research, the Norwegian Veterinary Institute and Ghana's Fisheries Commission (FC) under the Ministry of Fisheries and Aquaculture (MoFA).

Structured around two workstreams – fisheries and aquaculture – the programme's overarching goal is to enable the sustainable management of Ghana's marine and aquaculture resources, thereby contributing to long-term socioeconomic development and poverty reduction, particularly for fishing communities. The expected outcomes of the programme are as follows:

- Higher Outcome 1: Ghana's marine fisheries resources are managed in a sustainable manner.
  - Lower Outcome 1: A new Marine Fisheries Management Plan (MFMP) is implemented that addresses unsustainable fishing practices.
  - Lower Outcome 2: Management decisions are based on quality data and fish stock assessment.
  - Lower Outcome 3: Monitoring, control and enforcement of fisheries laws and regulations are improved.
- Higher Outcome 2: Ghana's aquaculture production is managed in a sustainable manner.
  - Lower Outcome 4: Improved regulatory framework for protection of the aquatic environment to secure sustainable aquaculture production.
  - Lower Outcome 5: Fish health management in the aquaculture industry improved.
  - Lower Outcome 6: Monitoring of the aquaculture industry improved.

Programme delivery has combined advisory support, technical assessments, system development, capacity building and stakeholder coordination. Despite COVID-19-related disruptions, the programme was extended by one year to 2025, allowing for the completion of key activities.

## Purpose and scope of the review

This end review (2019–25) assesses achievements, challenges and lessons learned, and provides recommendations for future institutional cooperation. It focuses on the institutional cooperation component (fisheries and aquaculture) rather than on wider civil society or multilateral support. The review applies OECD-DAC<sup>1</sup> criteria and draws on mixed methods: document and financial data review, 32 key informant interviews in Ghana and Norway, and a stakeholder validation workshop to review emerging findings.

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<sup>1</sup> Organisation for Economic Co-operation and Development's Development Assistance Committee.

## Summary of results

At the output level, the fisheries workstream has achieved progress in strengthening the policy, data and monitoring frameworks that underpin sustainable marine fisheries management in Ghana:

- Operational and management processes supporting the implementation of the newly approved MFMP 2022–26 have been strengthened through collaboration with the United States Agency for International Development (USAID) Ghana Fisheries Recovery Activity (GFRA), including the establishment of the Scientific and Technical Committee and the Fisheries Management Operational Committee.
- Considerable progress has been made in improving data management and stock assessment capacity. A new data management strategy was developed, electronic capture of historic data is under way, and staff have been trained in modern stock assessment models (JABBA and SPICT), with annual assessment reports now being produced.
- Technical skills in gear technology and in monitoring and compliance have been strengthened through targeted training in both Ghana and Norway. This support contributed to the development of a ministerial directive on trawl gear use, with 100% compliance achieved across 613 pre-departure and 485 arrival inspections.
- Work on public access to data and enforcement outcomes has been limited, and some planned activities in this area were discontinued.

Overall, the fisheries workstream shows a mix of achieved and emerging results, with major policy and technical achievements complemented by ongoing work to institutionalise data use and monitoring systems.

At the outcome level, the programme has made emerging progress across all three intended outcomes, with moderate to limited contribution from FfD, depending on the area:

- The new MFMP addresses unsustainable fishing practices and provides a coherent management framework, although FfD's direct contribution was limited, because key components were delivered through USAID GFRA.
- Evidence-based management has improved, supported by FfD's technical assistance in data systems and stock assessments. Results from the 2023 and 2024 assessments have already informed management recommendations, including a three-year moratorium on new entrants to the trawl fishery.
- Monitoring, control and enforcement capacity has been strengthened, particularly through the work on trawl gear regulation and inspection. FfD's contributions in training, audits and gear design have directly supported compliance and improved regulatory enforcement.

The aquaculture workstream has made steady progress at output level, with several key deliverables achieved and others showing strong momentum toward completion.

- The National Aquaculture Development Plan (2024–28) was approved and launched by MoFA in December 2024, marking a major milestone and demonstrating strong ownership and alignment with national priorities.
- Progress has been made in developing an improved licencing system, updating guidelines for industry stakeholders, and preparing a one-stop-shop model for streamlined regulation, although these remain at the emerging stage.

- In the area of fish health management, key tools have been developed, including biosecurity guidelines, training manuals, and disease contingency frameworks, alongside the establishment of an aquatic animal disease outbreak management team.
- Although diagnostic capacity and chemical control systems are still under development, relevant training, audits and draft guidelines indicate positive progress towards operationalisation.
- A locally sourced fish feed formulation has been developed and tested, ready for piloting by the Ghana Aquaculture Association.
- Hatchery and farm inspection guidance has been developed.
- The programme has also made significant progress in the design and development of the Ghana Aquaculture Information System, which aims to capture and make available data and information required for decision making.

Overall, most outputs are rated as “emerging”, with progress towards completion visible across all components, and with two key outputs already achieved (biosecurity and the national plan).

At the outcome level, the programme shows a strong contribution to strengthening the enabling environment for sustainable aquaculture in Ghana:

- The regulatory framework has been improved through the new National Aquaculture Development Plan, although full implementation will depend on FC’s capacity and funding.
- Fish health management has improved, with enhanced biosecurity awareness and increased extension services, but continued investment is required in diagnostic laboratories and rapid response mechanisms.
- Monitoring and data systems have advanced through ongoing work on licencing reforms, inspection tools and feed formulation, supported by strong technical input from Norwegian partners.

## Factors affecting progress

The programme is well aligned with the strategic objectives and priorities of MoFA and FC and has demonstrated the ability to adapt to the evolving needs of Ghana’s fisheries and aquaculture sector over time. Norwegian institutes provided relevant technical expertise, and the programme was considered to add value, filling technical and systems gaps and coordinating with other programmes rather than duplicating efforts.

Despite this, the programme has faced several constraints that have limited the achievement of higher-level outcomes. Implementation delays – caused by administrative restructuring, funding constraints and data gaps – slowed the pace of progress, particularly in the fisheries workstream. Limited counterpart funding and competing institutional priorities also affected efficiency and continuity. Furthermore, although activity-based reporting captured implementation progress, it did not adequately demonstrate the link between outputs and outcomes, making it difficult to assess cumulative results.

## Conclusions and recommendations

The FfD programme has laid important groundwork for sustainable fisheries and aquaculture management in Ghana. It has delivered significant achievements in building technical capacity,

strengthening data systems and supporting regulatory reforms, and has fostered strong institutional cooperation between Ghanaian and Norwegian partners.

Despite challenges with regard to funding, coordination and reporting, the programme has demonstrated flexibility and resilience, maintaining momentum and achieving measurable outputs. To ensure lasting results, future cooperation should prioritise consolidating gains, embedding new practices within Ghanaian institutions, and securing sustainable financing. With these steps, the programme can move from outputs to long-term outcomes, contributing to both national priorities and broader sustainable ocean management goals.

- Recommendation 1: Continue support through a further phase of funding to consolidate progress, strengthen institutional systems, and transition outputs into sustainable outcomes.
- Recommendation 2: Address counterfunding challenges in future programming by ensuring sustainable financing mechanisms for operational and consumable costs.
- Recommendation 3: Improve programme steering and governance mechanisms.
- Recommendation 4: Strengthen internal and inter-workstream communication and coordination while maintaining technical specialisation.
- Recommendation 5: Streamline and strengthen programme monitoring and reporting systems to improve transparency on achievements, support accountability and better capture progress.

# 1. Introduction

## 1.1. Fish for Development (FfD) programme, Ghana

The FfD programme<sup>2</sup> in Ghana was initiated in May 2019 with a cooperative grant agreement signed between the Norwegian Ministry of Foreign Affairs (MFA) and the Ministry of Finance in Ghana. A total budget of NOK 50 million was allocated for the five-year programme.

The project consists of technical cooperation between Norway's Institute of Marine Research (IMR), the Norwegian Veterinary Institute (NVI) and the Ghana Fisheries Commission (FC) through the Ministry of Fisheries and Aquaculture Development (MoFA). The programme is divided into two workstreams, with separate higher-level outcomes representing fisheries (Higher Outcome 1) and aquaculture (Higher Outcome 2). This is in recognition of the different challenges facing these two sectors, the difference in solutions and competences required, and the separation of management functions into two divisions within FC.

The overall objective of the project is the sustainable management of Ghana's marine fisheries resources and aquaculture industry, empowering FC to better manage and regulate marine fisheries and aquaculture. The expected outcomes of the programme are as follows:

- Higher Outcome 1: Ghana's marine fisheries resources are managed in a sustainable manner.
  - Lower Outcome 1: A new Marine Fisheries Management Plan (MFMP) is implemented that addresses unsustainable fishing practices.
  - Lower Outcome 2: Management decisions are based on quality data and fish stock assessment.
  - Lower Outcome 3: Monitoring, control and enforcement of fisheries laws and regulations are improved.
- Higher Outcome 2: Ghana's aquaculture production is managed in a sustainable manner.
  - Lower Outcome 4: Improved regulatory framework for protection of the aquatic environment to secure sustainable aquaculture production.
  - Lower Outcome 5: Fish health management in the aquaculture industry improved.
  - Lower Outcome 6: Monitoring of the aquaculture industry improved.

Ultimately, through the achievement of these outcomes the programme intends to contribute towards socioeconomic development in Ghana, particularly for fishing communities along the coast and around Lake Volta through the aquaculture workstream.

To achieve these outcomes, the programme includes the following types of support:

- advisory support – review and drafting of policies, regulations, guidelines and procedures
- undertaking technical assessments and reviews to provide data and evidence required
- convening and coordination – supporting FC to engage and consult stakeholders

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<sup>2</sup> The FfD programme' refers to the collective work of all organisations involved (Norad, IMR, NVI, MoFA and FC) undertaking activities outlined in the programme document, workplans, logframe and annual reports.

- developing systems and processes, for example to facilitate data collection and review
- building technical capacity, for example in use of data.

In 2022, a mid-term review was commissioned to review progress and identify any changes or improvements that would increase programme effectiveness. Revisions to the programme document and programme management structure were undertaken in response to this review. Concurrently, responsibility for management and implementation of the programme was transferred to the Norwegian Agency for Development Cooperation (Norad).

In 2020, some programme activities were halted because of COVID-19. Other activities were carried out remotely. A one-year no-cost extension was granted in 2023, extending the programme to 2025.

## 1.2. FfD Ghana Theory of Change (ToC)

The programme design document served as the primary reference for shaping the programme, providing both a narrative of the intended causal pathways and a results framework. However, prior to inception, the programme did not include an explicit ToC; and an explicit ToC is essential for applying a theory-based approach. To address this gap, the end review team developed a preliminary ToC for each of the fisheries and aquaculture components, drawing on programme documentation and initial scoping interviews. These drafts were further refined and validated through a ToC workshop (August 2025) with programme stakeholders from both Norway and Ghana. The resulting diagrams (see Figure 1 and Figure 2) illustrate these ToCs and provide the framework for the end review.

Figure 1. Fisheries component ToC

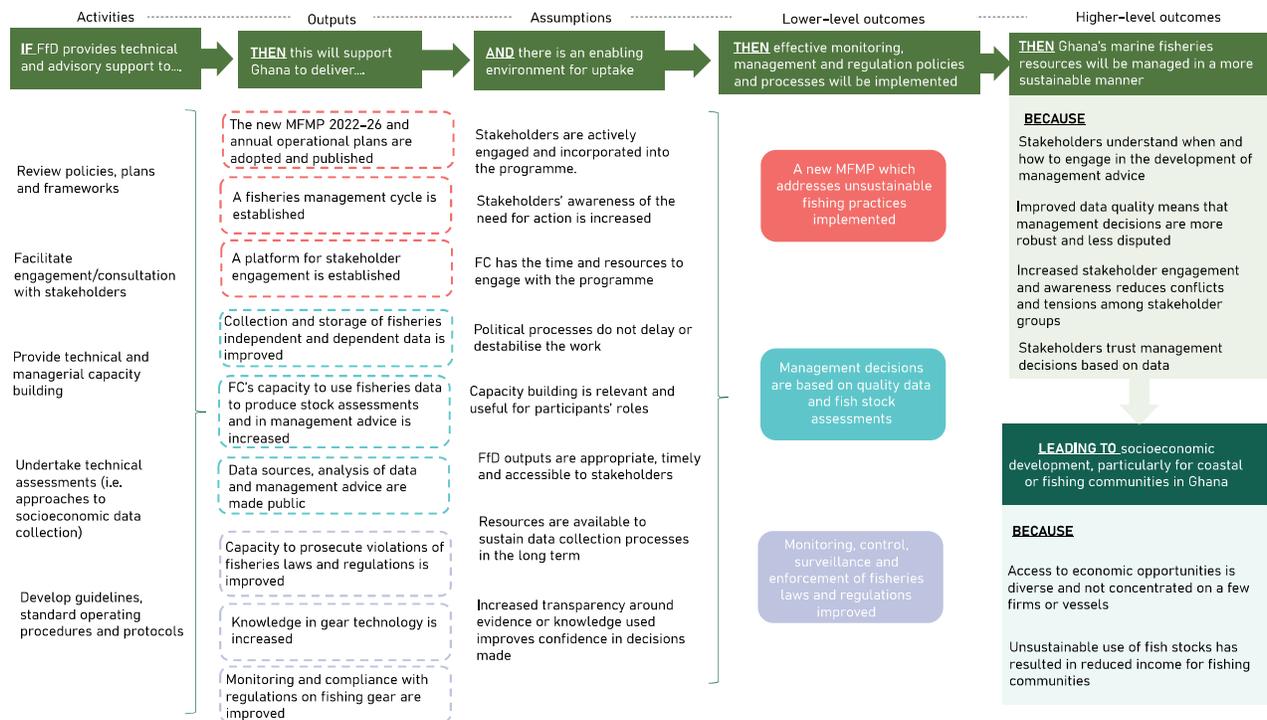
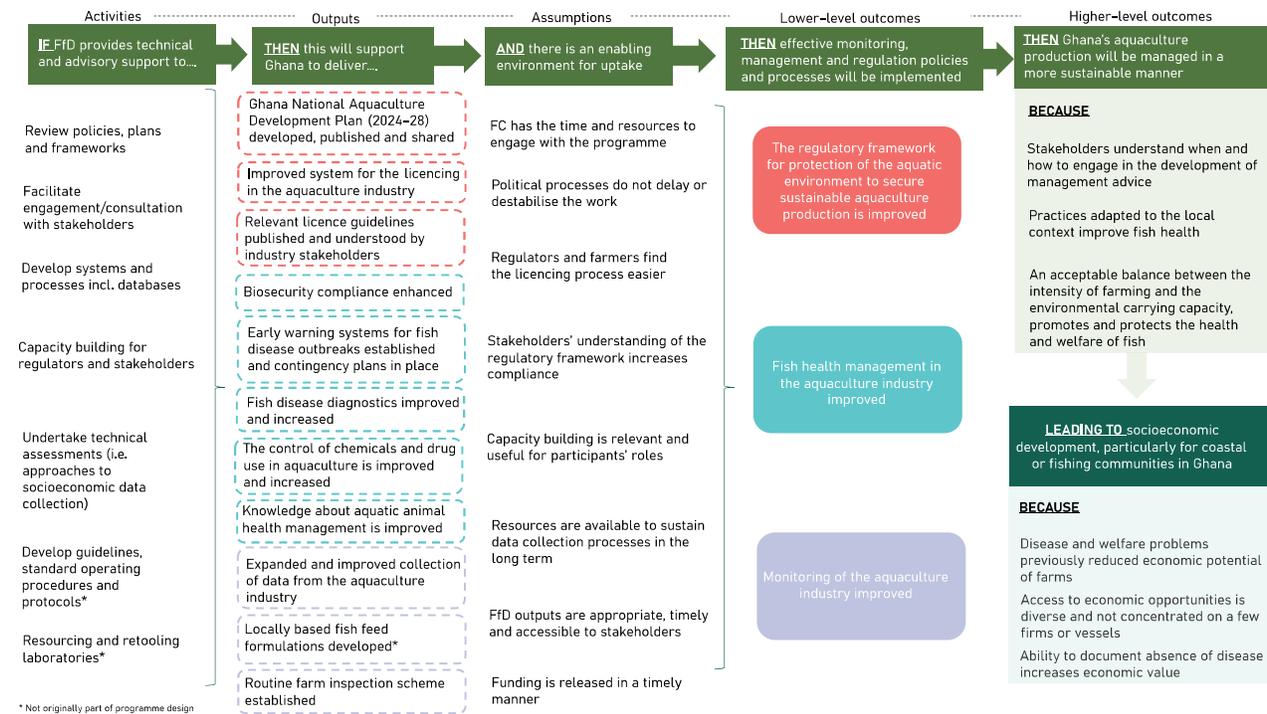


Figure 2. Aquaculture component ToC



### 1.3. Our understanding from the Terms of Reference (ToR) and any departures

The planned terminal evaluation, or 'end review', was specified in the Amended and Restated Grant Agreement to be undertaken by December 2025. The end review will focus primarily on assessing programme performance and results and capturing learning.

The ToR (see Annex 1: ToR) proposes a range of questions and areas of investigation, with an indication of priority given by the suggested number of pages. From this, we understand that the key priorities for this review are understanding programme effectiveness/documenting results and assessing the efficiency of programme delivery. Secondary to these, the review will focus on evaluating the relevance and coherence of programme design and delivery.

Although there were no major departures from the ToR, during the inception period the end review team clarified the scope of the work in the following areas:

- **Value for money (VfM) assessment:** Given the scope of the review and available expertise, the review will not include a detailed economic, cost effectiveness or comparative analysis. The VfM analysis will focus on assessing programme management practices and identifying examples of good VfM in implementation.
- **Recommendations for future cooperation:** The end review will generate actionable recommendations based on findings. However, a detailed scoping of topics or partners or roadmap for future interventions would not be feasible given the resources and time available for this review.

## 2. Methodology

### 2.1. Purpose, objectives and scope

**Purpose:** The primary purpose of this end review is to document the results achieved and lessons learned by the FfD programme.

**Objectives:** As outlined in the ToR, the objectives of the end review are:

- **Assess follow-up of mid-term review:** Because a mid-term review was conducted in 2022, it is necessary to also reflect on how the programme has addressed and implemented the main recommendations from the review (see Annex 6: Summary of recommendations from mid-term review (2022) for a summary of findings from the mid-term review).
- **Provide recommendations and possible avenues for further institutional cooperation:** Propose potential areas and management structure for a new institutional cooperation with the Government of Ghana within sustainable ocean management, based on cooperation areas defined in FfD and Ocean for Development programme documents and on areas defined in Norad's Oceans Portfolio. The potential areas for support should also build upon previous and ongoing cooperation within ocean-related sectors, such as FfD and Oil for Development:
  - identify relevant institutions in Ghana and Norway to be engaged
  - describe potential governmental partners in Ghana and Norway.

**Scope:** The review covers the activities and results from the duration of the programme between 2019 and 2025, but it will focus on learning from current programme management systems and processes (2023 onwards). Given the significant change in programme management approaches (as a result of mid-term review findings), the end review will focus on process elements from 2023 onwards, to understand how the current systems and processes are working.

The review focuses only on the institutional cooperation component of the wider FfD programme, considering fisheries and aquaculture workstreams separately. It is understood that Norad has supported additional projects in the fisheries and aquaculture sector in Ghana, including civil society projects, university partnerships, multilateral partnerships, and support through the EAF-Nansen Programme.<sup>3</sup>

The evaluation was based on OECD-DAC<sup>4</sup> criteria. A detailed evaluation framework (see Annex 2: Evaluation framework) was developed and applied to guide the assessment. The primary evaluation questions are:

1. To what extent is the programme aligned with Ghana's national priorities and the needs of MoFA and FC?
2. To what extent is the Norwegian expertise and technical assistance relevant to fisheries and aquaculture priorities and needs in Ghana?
3. To what extent has the programme contributed to its intended outcomes?
4. How efficiently have resources been used to achieve programme outputs, and how well are implementation processes managed?

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<sup>3</sup> EAF: Ecosystem Approach to Fisheries.

<sup>4</sup> Organisation for Economic Co-operation and Development's Development Assistance Committee.

5. To what extent does the programme demonstrate VfM?
6. Are there indications that programme benefits will be sustained after support ends?
7. Is there evidence to suggest that the programme will contribute to its intended higher-level change?

## 2.2. Use of and audience for the review

The primary audience for the review is Norad, Ghanaian and Norwegian programme partners, who will use the findings to inform the next phase of cooperation between Norway and Ghana under sustainable ocean management, especially on focused thematic areas, partnership building, and resource utilisation.

The secondary audience is the wider FfD programme team, who may use the findings of the review to feed into ongoing programme design. Lessons learned and recommendations from the review will help improve current workflows and provide crucial insights into potential ocean, fisheries and aquaculture-related initiatives. All cases, data and methodological tools from the review will be accessible across the programme partners as a shared learning resource.

## 2.3. Approach

The end review approach and detailed methodology were documented in the inception report (August 2025) following a short consultation phase and initial document review.

The end review used a mixed-methods design, grounded in a set of three complementary approaches which provided a framework for our data collection and analysis: theory-based analysis was used to gather evidence of the programme’s contribution to outcome-level results; process evaluation tested the quality and efficiency of implementation; and normative framework analyses aimed to provide a transparent approach to assessing performance against common practice standards in achieving VfM and sustainability.

## 2.4. Data collection

Data collection was undertaken in August 2025 and included 32 in-person or online key informant interviews (KIIs) with stakeholders in Ghana and from Norwegian organisations. KIIs were recorded and transcribed in most cases; where this was not possible, detailed notes were taken. A summary of interviews carried out is shown in .

Table 1, and a list of key informants contributing to the report is provided in Annex 4: List of key informants. Interviews were complemented by a structured document review and analysis of programme monitoring and financial data (see Annex 5: List of documents).

Table 1. Summary of key informants

Country	Organisation	Number of key informants
Ghana	MoFA	1
	FC	16
	Chamber of Aquaculture (COA)	1
	University of Ghana (UG)	2
	Ghana National Aquaculture Association (GNAA)	1
	Norwegian Embassy, Ghana	1
Norway	NVI	3

	IMR	6
Ghana	Other	1

A preliminary findings meeting was held on 4 September 2025, in which the end review team shared emerging findings with programme stakeholders from Norad and from Ghanaian and Norwegian institutions for feedback and validation. The session helped identify gaps or inaccuracies in the analysis and initiated discussion on potential recommendations. Stakeholder inputs from this meeting have been incorporated into the final analysis, and findings are presented in this report.

## 2.5. Analysis

Interview notes/transcripts and documents were coded against review questions and elements of the ToC using an Excel-based coding framework. Coded data was then summarised into findings and scrutinised by the end review team during an internal findings workshop, bringing together technical and contextual knowledge and ensuring agreement on the interpretation of the data.

To ensure transparency on the evidence base for each finding, a strength of evidence rubric (see Table 2) was used to explicitly assess the evidence underpinning each finding, including reflecting on the quantity and quality of evidence and the extent to which triangulation across multiple sources was possible.

Table 2. Strength of evidence assessment rubric

<b>Strong evidence</b>	Strong evidence from multiple, diverse data sources, with consistent results. Good degree of triangulation between different types of stakeholders or evidence source. The sources are reliable, with a high degree of convergence.
<b>Moderate evidence</b>	Evidence consists of multiple sources, but confidence is reduced by limited triangulation (variation of sources), quality of evidence (potential concerns over bias or credibility) or lack of consistency.
<b>Limited evidence</b>	Weak evidence from limited sources (limited triangulation) or inconsistent findings.
<b>Poor evidence</b>	Very limited (single source) or no evidence; incomplete or unreliable evidence (major concerns over bias and credibility).

## 2.6. Challenges and limitations

The evaluation was undertaken within a tight timeline, which limited the depth of analysis and the extent of follow-up that could be conducted with stakeholders. The broad scope of the ToR, with multiple questions to address, also posed challenges in examining certain areas in depth, although discussions during the inception phase helped to refine the focus.

The team was able to interview 32 of the 43 identified key informants, ensuring broad coverage across stakeholder groups. However, additional time would have allowed for further follow-up and the inclusion of additional perspectives not captured within the time frame.

The absence of a formal ToC required the team to reconstruct one from programme documentation. Although this draft was reviewed with stakeholders, further iterative discussions would have strengthened clarity on programme design and enhanced engagement. Similarly, theory-based approaches such as contribution analysis require ongoing data collection and reflection, which was not feasible within the constraints of this evaluation.



### 3. Findings

In this section we present our findings divided into subsections as outlined in the original ToR (see Annex 1: ToR).

#### 3.1. Relevance

**Review questions: (1) To what extent is the programme aligned with Ghana's national priorities and the needs of MoFA and FC? (2) To what extent is the Norwegian expertise and technical assistance relevant to fisheries and aquaculture priorities and needs in Ghana?**

In this section, we outline our findings on the relevance of the FfD programme for Ghanaian priorities, including the extent to which the work had adapted to evolving needs and priorities. Additionally, we consider the extent to which the right institutions were involved and whether or not Norwegian partners were able to provide the necessary knowledge and expertise to meet Ghanaian needs.

**Key findings:**

- The programme aligns with Ghana's fisheries priorities, reflecting MoFA and FC objectives through a collaborative design.
- The programme demonstrated flexibility in adapting to changing sectoral needs, although resource constraints limited the extent of adjustments.
- The programme engaged core institutions, but limited inclusion of fisheries technology and post-harvest stakeholders meant missed opportunities.
- Norwegian institutions provided valuable expertise, although technical gaps and limited local context understanding reduced effectiveness.

**Finding 1: The programme is considered well aligned with the strategic objectives and priorities of MoFA and FC (strong evidence).**

Overall, the programme is perceived to be strongly aligned with Ghana's fisheries and aquaculture priorities. Almost all respondents highlighted that it reflects the objectives of MoFA and FC, particularly around fish health, aquaculture development and technical cooperation. Respondents appreciated that the programme advances Ghana's fisheries and aquaculture management priorities rather than imposing an externally defined set of goals. As one respondent put it:

*"It is purely what we have set ourselves to do as a Commission, and that is the support we received".*

The FfD programme document was developed through a collaborative process, including fact-finding missions to both Norway and Ghana. It was further informed by multistakeholder inputs from fisheries and aquaculture workshops. These activities helped to clarify national needs and define the priority areas for the technical cooperation. There was an emphasis among the respondents that the programme was not imposed by Norway on Ghana but was developed to fill identified gaps in Ghana's fisheries resources management and aquaculture production. However, some respondents noted that the inclusion of the post-harvest division would have

enhanced the programme's inclusivity and effectiveness by encouraging wider participation – particularly from women, who are predominantly engaged in post-harvest activities. It is understood that although post-harvest was included in the initial discussions with the Government of Ghana, it was subsequently removed during the prioritisation phase, and Norad decided instead to channel its support for post-harvest interventions through the Food and Agriculture Organization (FAO), which already has an explicit post-harvest project in Ghana and several relevant initiatives to build upon.

**Finding 2: The programme has adapted to the evolving needs and priorities in Ghana's fisheries and aquaculture sector (strong evidence).**

The programme demonstrated flexibility in adapting to changing sectoral needs. Adjustments were made to activities in response to challenges and shifts in Ghana's context. For example, training timelines were modified to suit local realities, and interventions were adapted considering emerging priorities. One respondent noted that the initial duration for gear training was too short, but upon request it was extended by a couple of weeks, even though the extension did not fully meet their needs, owing to budgetary concerns. Within the aquaculture workstream, fish feed formulation was not included in the initial design of the programme, but this was considered as the programme evolved, and other activities such as research and publications were also considered during the implementation of the programme. This adaptability was viewed as a strength, showing that the programme is not rigid but is responsive to evolving circumstances. It was noted that Norad's flexible approach supported programme adaptation.

**Finding 3: The right institutions within Ghana and Norway have participated in the programme (moderate evidence).**

Most respondents expressed the view that the right institutions have been involved in the programme. Key Ghanaian institutions, such as MoFA, FC, and relevant technical bodies such as UG, have been central to programme implementation. Other institutions mentioned as having been involved in the programme include the Environmental Protection Agency (EPA), the Water Resource Commission (WRC), the Navy, the Ghana police, and stakeholders in the aquaculture sector. As noted in Finding 1, there was a concern among some respondents with regard to the exclusion of post-harvest division in programme design. This indicates that although core institutions were appropriately engaged, opportunities for wider participation may have been missed, especially when considering inclusion of women, who work predominately in post-harvest roles. However, it is recognised that this area was not prioritised during the early design phase, with support to this area challenged through FAO.

**Finding 4: Norwegian institutions possess the necessary technical expertise to address Ghana's identified needs (moderate evidence).**

The Norwegian institutions (IMR and NVI) were widely acknowledged as having brought valuable technical expertise, particularly in aquaculture, fish health and fisheries management. The technical knowledge of these organisations was considered to be of high quality and relevant to Ghana's needs. For the aquaculture workstream, respondents noted that through the FfD programme a lot of capacity has been built around fish health management, including biosecurity compliance, early warning systems and diagnostics. Nonetheless, there were mentions of specific technical gaps, such as expertise on fish species diversity, limiting the comprehensiveness of support in some areas. One respondent stated:

*“There have been instances where we have suggested we do a particular thing, but it has come up that they don't have experts”.*

In addition, several respondents noted that the Norwegian experts' limited understanding of the local context sometimes constrained the effectiveness of their contributions, especially in the first two years of the project (although this improved over time). For example, even though the project supported with training and performance of annual stock assessments, introducing new models that have the potential to improve such assessments, respondents felt that such models were not localised to suit the fishery. Models were more suitable for a single species fishery compared to the multispecies fishery in Ghana.

## 3.2. Coherence

**Review question: (3) To what extent is the programme's support coherent with the broader fisheries and aquaculture initiatives in Ghana?**

This section presents our findings on the extent to which the programme coordinates and harmonises with Ghana's priorities and interventions, whether it adds value while avoiding duplication of effort, and the degree to which cross-cutting issues (gender, anti-corruption and climate) have been integrated into programme planning, implementation and monitoring.

### Key findings:

- The programme made efforts to align with MoFA and FC plans, but coordination remains ad hoc and inconsistent.
- FfD filled key technical and system gaps in fisheries and aquaculture, complementing rather than duplicating existing efforts.
- Gaps remain in artisanal gear, marine monitoring, control and surveillance (MCS) and post-harvest support, indicating a need for broader alignment and training.
- Cross-cutting issues – gender, anti-corruption, human rights and climate – are addressed partially and implicitly, with monitoring largely ad hoc and not systematically integrated into programme design.

**Finding 5: There is evidence of coordination between FfD and other programmes and strategies in the fisheries and aquaculture sector. Coordination is deliberate but largely informal (moderate evidence).**

The programme was largely effective in coordinating with national programmes and strategies. Stakeholders noted deliberate efforts to align with Ghana's medium-term development frameworks and fisheries strategies. Respondents describe conscious efforts to align with MoFA and FC plans and to check against other initiatives during annual work planning. FC uses its planning cycle to review projects to ensure that they are aligned with priorities and are non-duplicative, and the embassy has fostered links with other programmes, which several respondents considered helpful. Collaboration with organisations such as FAO and the Ghana Fishery Recovery Activity (GFRA) under the fisheries component was also highlighted. For the aquaculture workstream, coordination was visible around the Ghana National Aquaculture Development Plan (GNADP), the design of a one-stop-shop licencing system, and fish health systems. The programme convened inter-agency meetings to harmonise licencing, disseminated

the GNADP, and worked with FAO on biosecurity guidance. It also partnered with UG and veterinary services on diagnostics, training and outbreak investigations.

Mechanisms of collaboration were often informal, relying on close contact and personal networks rather than formalised structures, which worked in practice, but which may limit sustainability. This pattern also held in aquaculture, with a planned Memorandum of Understanding and the digitalised licencing system yet to be completed.

Views diverge as to how effective this coordination has been, with some respondents expressing contrasting views and pointing to gaps in coordination because donors in the space did not know much about each other's work. In one case cited by a respondent, it was only later discovered that another donor was supporting a similar activity covered under the FfD programme. The programme would therefore have benefited more in terms of synergy if strong formal coordination mechanisms were put in place and if better communication between partners on roles and responsibilities for coordination with external programmes ensured a shared understanding.

**Finding 6: The programme adds clear value by filling technical and system gaps rather than duplicating efforts (strong evidence).**

Evidence confirms that FfD filled gaps in technical capacity and systems. In the fisheries workstream, technical capacity building included assistance with stock assessment tools and training; digitisation and analysis of landings data and vessel monitoring system (VMS) reporting. For aquaculture, respondents noted capacity development on aquaculture biosecurity, outbreak investigations, laboratory logistical support (including histopathology lab setup), and regulatory guidance.

Stakeholders across both streams emphasised the complementarity (as opposed to duplication) of these capacity-building initiatives with other donor-funded activities. For example, stock assessment tools and training linked to the Nansen survey and aquaculture biosecurity/histopathology capacity were cited as filling clear system gaps.

**Finding 7: Coverage gaps remain where other donors are active (artisanal gear, MCS and post-harvest), suggesting missed synergies rather than duplication (moderate evidence).**

Several respondents pointed to areas needing stronger alignment with the wider ecosystem, including support to artisanal gear enforcement and marine MCS (capacity of marine police/ Navy to identify illegal gear) and post-harvest, which was not included in the FfD programme. As noted previously, even though the main focus of FfD aquaculture work was on tilapia production, there were other donors actively supporting post-harvest activities. These are not so much duplications as unaddressed gaps, where better linkage with parallel efforts could yield more sector-wide gains. Several respondents requested more in-country training that is locally accessible and is intended for broader participation beyond a few travelling counterparts. At the same time, international training and study visits were intentionally targeted at technical officers whose work required advanced skills.

With regard to resource constraints, the programme deliberately concentrated on a limited set of areas. This alignment with the mid-term review's recommendation to "prioritise" and internal lessons to "scale down" avoided fragmentation and enabled delivery on core outputs. However, coordination with other partners working in the uncovered areas remained largely ad hoc. More structured linkages would likely have converted these coverage gaps into synergies.

**Finding 8: Cross-cutting issues were integrated partially and mostly implicitly; monitoring is not systematic (strong evidence).**

Cross-cutting issues are reviewed annually but the analysis remains limited, and it is unclear how far these reviews inform programme design. Current efforts appear to be more ad hoc updates rather than systematic action to address cross-cutting concerns.

**Gender** issues have been noted mainly in narrative terms, especially when the sector is regarded as male-dominated. Ad hoc inclusion is indicated, for example balancing gender in specific trainings, and recognition of women's roles in post-harvest and stakeholder meetings. However, there are no explicit gender mainstreaming plans or disaggregated indicators in the results.

**Anti-corruption:** Respondents largely perceive low exposure, because funding flows through Norwegian institutions and no concrete anti-corruption activities or indicators are tracked. Some respondents flagged political economy risks (e.g. personal interests at high levels, ownership, licencing). A 2018 political economy analysis for the programme had already flagged several risks related to licencing and clientelism, and it recommended transparency measures (including a multistakeholder steering committee with access to licencing, catch, control and prosecution data). These risks and mitigations were reflected in the programme documents' risk matrices.

The programme has sought to promote transparency in fisheries governance, most notably through adoption of a data management strategy at FC, steps to make stock assessment methods reproducible, and mechanisms to publish licencing guidance and to establish and enforce a licence database. However, transparency measures were not fully implemented for public access. By the time of the review, FC's website did not carry statistics, assessment reports or programme outputs; official assessment reports remained in draft; and the planned project webpage was not established. Internally, programme governance was transparent (annual/quarterly meetings, workplans, progress and financial reports), but external transparency and communication fell short of plan.

**Climate:** Environmental safeguards appear indirectly via protection of the aquatic environment and biosecurity work in aquaculture, but no explicit climate resilience mainstreaming was found in planning or tracking. The fact that environment or climate resilience was not the focus under this programme has been noted explicitly during interviews.

**Human rights** were considered primarily as risk management in design and annual reporting, but operationalisation has been partial. The mid-term review reconfirms the cross-cutting obligations and notes that the programme has not engaged with salient human rights risks in the sector (e.g. poor labour conditions), recommending FAO's voluntary guidelines for small-scale fisheries as an entry point. In implementation, the 2024 legal review adopted a human rights-based approach, with inclusive stakeholder consultations (participation) and embedded transparency mechanisms in licencing and enforcement (accountability); training modules introduced ethical data handling and anti-discrimination (non-discrimination). However, monitoring remains largely narrative: annual risk matrices state no human rights violations and propose cooperation with human rights actors if issues arise. Systematic human rights tracking is missing (no FAO small-scale fisheries indicator reporting, no grievance routes), and planned transparency measures were weakened by the absence of a planned public-facing webpage.

### 3.3. Efficiency

**Review questions: (5) How efficiently have resources been used to achieve programme outputs, and how well are implementation processes managed? (6) To what extent does the programme demonstrate VfM?**

This section presents our findings on the management and delivery of the programme and how risk or conflict has been managed.

#### **Key findings:**

- Management improved under FC, but the lack of a dedicated coordination budget remains a gap, and limited funding and communication constrain ownership.
- Institutional capacity has improved, but limited resources, coordination challenges and systemic constraints continue to hinder effective implementation.
- Annual planning is effective and adaptive, but risks are posed to accountability and timelines by the absence of a multi-year plan and by limited reporting transparency. Misalignment between workplans and reports limits clarity on outcomes.
- There has been measurable progress towards outputs, but delays caused by COVID-19, limited staff time, bureaucratic procedures, personnel changes and coordination challenges reduced efficiency and slowed programme delivery.
- Limited data infrastructure and management systems constrained training and analysis, prompting programme redesign to support data systems development.
- Programme adaptability, capacity building and Ghana–Norway collaboration enabled output delivery despite structural and political constraints.
- Risk management is largely reactive and reporting-focused, with limited mitigation implementation, reducing its effectiveness in supporting programme delivery.
- The programme shows mixed VfM; better monitoring, planning and delay management could improve efficiency.
- Administration costs have decreased substantially, improving efficiency, but remain high.

**Finding 9: Programme management structures have improved following restructuring, but gaps in coordination and resourcing remain (moderate evidence).**

The management structures between MoFA, FC and Norwegian partners were generally considered effective. Respondents emphasised that clear focal persons were designated on both sides, which supported smooth coordination. However, a few respondents pointed to gaps, such as political dynamics or team-related issues that sometimes hindered the smooth functioning of structures. The programme's management structure, which was centred on a project manager within MoFA, was viewed as ineffective, with communication challenges delaying necessary changes even after FfD funding for the role ended. In line with mid-term review recommendations, programme management was moved to the Executive Director of FC; stakeholders report that this shift has strengthened effectiveness, reduced bureaucracy, and fostered closer cooperation between Ghanaian and Norwegian partners. Communication

between technical leads in both countries is reported as generally positive, with direct relationships helping to support collaboration. One respondent reflected:

*“Initially it was top-down [...] but [the] Executive Director brought in a participatory approach, and things improved”.*

Despite this, the lack of available resources for Ghanaian coordination poses an ongoing gap in the management structure.

**Finding 10: Ghanaian ownership of the programme has strengthened in recent years, although further efforts are needed to enhance understanding between partners (moderate evidence).**

This improvement is linked to the transition of programme management to FC, which has enabled greater involvement of technical directors and a co-design approach. Previously, stakeholders noted that decisions were often made without adequate consultation, undermining ownership and excluding technical teams from decision making. Despite progress, challenges remain; limited counterpart funding is seen by some as a sign of weak ownership and a source of demotivation, and Norwegian stakeholders perceive limited feedback and engagement as an indication that Ghanaian ownership could be further strengthened. Overall, the programme has evolved as both sides learn to navigate each other’s contexts and ways of working, but stronger communication and clearer leadership by FC are needed to deepen ownership and partnership.

**Finding 11: MoFA and FC have the structures and technical skills to manage programme activities, but limited resources and competing demands constrain their effectiveness (moderate evidence).**

Informants consistently noted that although staff are skilled and capable, the lack of operational resources such as funding, infrastructure and equipment undermines their ability to fully apply their capacity. Stakeholders highlighted that institutional structures are in place but divisions often compete for scarce resources, and staff are stretched thin across multiple donor projects. One respondent explained:

*“We have the structures but need more resources to function effectively”.*

Some perceive progress in institutional capacity, particularly with FC gaining more autonomy under the new fisheries law, although it remains too early to assess the impact. It is also unlikely that this development will improve the current issues with availability of internally generated funds (IGF). Others emphasised challenges with initiative and leadership, noting that Ghanaian input into programme work planning has sometimes been limited, with Norwegian partners having to drive suggestions. Overall, although institutional capacity has improved, resource gaps, management and coordination challenges and systemic constraints continue to limit consistent implementation.

**Finding 12: Stakeholders reported that most planned activities were implemented, perceiving that the programme is broadly on track despite delays. This is difficult to verify through programme reporting and documentation (moderate evidence).**

Stakeholder feedback and annual progress reports document activities undertaken and clearly reflect progress across the course of the programme. However, a lack of alignment between workplan activities and progress reports makes it difficult to clearly and transparently understand what was planned in a particular year and whether it was delivered. Deviations between workplan, budget and progress reports were noted, and budget vs expenditure shows a

clear underspend each year. It is also unclear how delays each year have a knock-on effect for future activities and ultimately impact on the achievement of higher-level results.

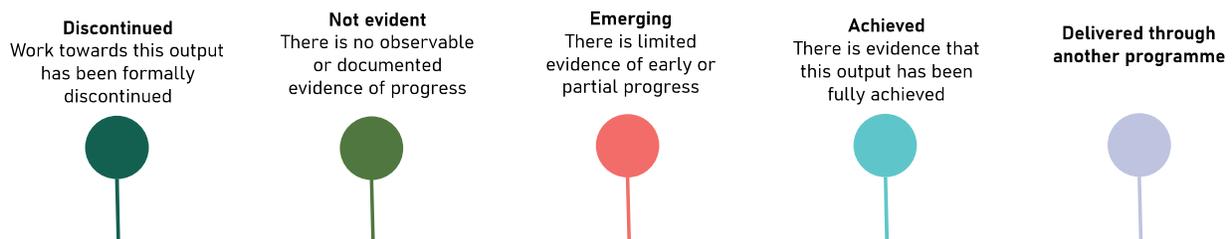
**Finding 13: Annual activity planning provides a flexible approach structure; but without a longer-term framework and transparent assessment of the impact of delays, it is challenging to assess whether outputs and outcomes are on track (strong evidence).**

The working planning processes, including the annual meeting, appear to be an effective mechanism for annual planning. Key informants noted that the annual meeting provides an efficient mechanism for agreeing and signing off on workplans, with limited follow-up required. The flexible nature of year-to-year planning also provides benefits in terms of adaptive management, with informants noting that all partners, including Norad, were willing to adapt activities to allow for changes in priorities and contextual or implementation challenges. However, the absence of a multi-year plan creates risks, and stronger systems are needed to transparently track results and the impact of delays. Without this, the programme remains vulnerable to timeline slippages. Reporting quality has improved in recent years, but clearer documentation of what has been completed, changed or stopped, and why, would strengthen accountability and better capture the programme's story.

**Finding 14: The programme has achieved or partially achieved many of its original outputs, but significant implementation delays have hindered full output-level results (strong evidence).**

Review of annual results framework reporting, progress reports and KIs indicates that despite delays, there has been measurable progress towards achieving the programme's outputs. Achievements for the fisheries workstream are detailed in Table 3, and aquaculture achievements are summarised in Table 4. Progress was assessed using the rating scale shown in Figure 3.

Figure 3. Progress rating scale



The delays, which have impacted output completion, were attributed to a range of implementation challenges:

- **COVID-19** was highlighted as a key barrier affecting delivery in the first two years. The mid-term review notes the challenges faced when travel and in-person training were not possible. Partners worked hard to adapt to the new context, pivoting to deliver workshops and training online. However, with FC staff members working from home with limited internet access, connectivity was a challenge. The programme procured routers to improve connectivity for staff, although it was noted that maintaining motivation and engagement was difficult.
- **Limited staff time** has undermined programme delivery for both Ghanaian and Norwegian stakeholders, although impacts were experienced differently:
  - For **Ghanaian stakeholders**, competing demands and limited resources meant that staff could not always prioritise programme activities. Respondents highlighted that divisions

were stretched across multiple projects, making it difficult to deliver inputs on time. This contributed to procurement (of equipment, consumables, licences, etc. within FC) and planning delays, weakened ownership, and at times created dependence on external partners to push activities forward. It was also noted that some activities could only be implemented or paid for when Norwegian counterparts with physically in Ghana.

- For **Norwegian stakeholders**, specifically for the fisheries workstream, delays were linked to slow responses and limited feedback loops from Ghana, which hampered coordination. Informants noted challenges in receiving timely data and decisions, which slowed down technical workstreams and reduced efficiency. Norwegian staff described this as “very challenging”, creating frustrations and limiting progress on joint outputs. Overall, although both sides recognised strong commitment to the programme, insufficient staff availability and time led to delays that reduced efficiency, complicated collaboration, and risked the timely achievement of outputs.
- In contrast, coordination within the aquaculture workstream was notably smoother. This has been attributed to the fact that the key Norwegian coordinator for aquaculture is Ghanaian, and his deep familiarity with the local context, strong relationships within FC, and substantial in-country presence have made a significant positive difference to implementation and engagement. Bureaucratic **political and institutional processes** created delays by slowing decision making, procurement and coordination across partners. For Ghanaian stakeholders, lengthy government procedures for procurement, recruitment and approvals were seen as major bottlenecks. Respondents highlighted that even such steps as securing reagents or consumables for laboratories took significant time because of multi-layered approvals; this slowed implementation, created uncertainty, and sometimes left staff unable to apply their new skills or sustain outputs consistently. These delays also created challenges for Norwegian partners, with respondents noting that delays in decisions and approvals from Ghana often slowed technical workstreams, limited responsiveness and created delays.
- Frequent **leadership and personnel changes** caused delays, disrupted continuity and slowed programme progress. Both sides experienced disruptions from personnel changes, which contributed to delays, reduced efficiency, and limited the smooth transfer of knowledge and responsibilities:
  - In **Ghana**, staff turnover and changes in senior leadership positions created gaps in institutional memory and delayed decision making. Respondents noted that new leaders often required time to familiarise themselves with the programme, which stalled momentum. This undermined consistency in engagement and slowed the pace of implementation.
  - In **Norway**, turnover of technical staff and shifts in management roles disrupted established relationships and created temporary coordination challenges. Informants highlighted that it took time for replacements to build trust, understand context, and re-establish smooth communication with Ghanaian counterparts.
- Delays were compounded by coordination challenges, primarily owing to misaligned schedules between Ghanaian and Norwegian counterparts. Activity approvals in Ghana often took longer than expected (often because of the need for counterpart budget approvals), disrupting planned timelines. Because Norwegian stakeholders often required

significant lead time to secure availability, late approvals frequently meant that they were unavailable when their input was needed.

Table 3. Progress against outputs – fisheries workstream

Output	Progress and results	Progress assessment
1.1/1.2. The new MFMP (2022–26) is adopted and published.	The new MFMP has been approved by Cabinet and has been gazetted. The new fisheries and aquaculture law was gazetted.	Achieved
1.3. Annual operational plans are adopted and published.	Delivered through collaboration with GFRA project. Operational plan developed for 2023/24.	Delivered elsewhere
1.4. A fisheries management cycle is established.	Through support from the United States Agency for International Development (USAID) GFRA, the Scientific and Technical Committee (STC) and Fisheries Management Operational Committee (FMOC) have been established. The FfD developed the management cycle, ensuring that it reflects and highlights the role of the two committees in the development and implementation of fisheries plans and strategies. The new fisheries management cycle has been adopted by FC.	Delivered elsewhere
2.1/2.2. Collection and storage of fisheries independent and dependent data are improved.	Electronic capture of historic data under way. Data management strategy adopted, and project committee led by Head of IT established to oversee implementation.	Emerging
2.3. Approaches to collection of socioeconomic data related to fisheries are improved.	Collaboration with FAO. Recommendations on socioeconomic data collection pilot produced.	Delivered elsewhere
2.4. FC's capacity to use fisheries data to produce stock assessments and in management advice is increased.	Staff trained in two new models for stock assessment (JABBA and SPICT); R script and mock assessment undertaken. R scripts developed and used in stock assessment. In-country resource person (R programming and statistics) engaged. 2023 stock assessment report produced, 2024 stock assessment report drafted. STC subcommittee and staff of the Fisheries Scientific Survey Division have been introduced to new assessment models and trained to perform the 2024 stock assessment and subsequent draft report.	Emerging
2.5. Data sources, analysis of data and management advice are made public.		Not evident
3.1. Potential for expanded use of VMS/ automatic identification system (AIS) data is assessed.	Seven staff trained on QGIS, although informants reported that this acquired skills is not yet in use.	Achieved

3.2/3.3. Knowledge in gear technology is increased.	<p>Staff training undertaken, including:</p> <ul style="list-style-type: none"> <li>• training conducted in Norway</li> <li>• three staff completed university course in Denmark in fishing gear technology</li> <li>• fisheries officers participated in gear survey and reporting</li> <li>• one FMOC officer undertaking masters thesis using VMS data to identify fishing patterns of Ghanaian trawler fleet.</li> </ul> <p>Ministerial directive on trawl gear.</p>	Achieved
3.4. Monitoring and compliance with regulations on fishing gear is improved.	<p>The programme's gear audit in the industrial sector directly informed the formulation of a ministerial directive on trawl gear use. In addition, the training of 15 personnel in Ghana and nine in Norway strengthened the capacity of FC officers to effectively conduct pre-departure and post-departure inspections of trawl vessel gear, thereby enhancing compliance with the directive. A total of 613 pre-departure and 485 arrival inspections conducted, with 100% compliance of the directive.</p>	
3.5. Controls, violations, prosecutions and results of prosecutions are made public.		Discontinued

Table 4. Progress against outputs – aquaculture workstream

Output	Results	Progress assessment
4.1. National Aquaculture Development Plan updated and shared.	<p>National Aquaculture Development Plan (2024–28) and implementation plan approved by MoFA and launched in December 2024.</p> <p>1,000 copies printed and distributed.</p>	Achieved
4.2. Improved system for licencing in the aquaculture industry.	<p>One-stop-shop model prepared and stakeholder consultation undertaken.</p> <p>3 inter-agency meetings held to coordinate and harmonise licencing system.</p>	Emerging – likely to be completed by Dec 25
4.3. Relevant guidelines updated, published and disseminated to industry stakeholders.	Guidelines drafted.	Emerging
5.1. Biosecurity compliance enhanced.	Biosecurity guidelines and training manual and checklist produced and printed.	Achieved
5.2. Early warning systems for fish disease outbreaks established, and contingency plans in place.	<p>Two trainings conducted, leading to development of draft disease reporting lines which feed into the broader contingency plan.</p> <p>Aquatic animal disease outbreak management team established.</p>	Emerging

5.3. Fish disease diagnostics improved and increased.	Training provided, but diagnostics not currently being undertaken. Laboratory audit carried out, identifying limited functionality of existing labs. Work undertaken to address this issue included equipment sourced from NVI provided and UG engaged to support capacity building of FC staff.	Emerging
5.4. The control of chemicals and drug use in aquaculture is improved and increased.	Under way – planned workshop and delegation visit to Egypt in 2025. Draft Guideline on the Responsible Use of Veterinary Drugs and Chemicals in Ghanaian Aquaculture developed.	Emerging
5.5. Knowledge about aquatic animal health management is improved.	Baseline studies on fish health (endemic diseases) completed and reports available online. 42 fisheries officers trained.	Emerging
6.1. Expanded and improved collection of data from the aquaculture industry.	Guidelines drafted and published. Development of Ghana Aquaculture Information System under way.	Emerging – likely to be completed by Dec 25
6.2. A monitoring programme for fish feed is established/locally based fish feed formulations developed.	Feed formulation based on local ingredients developed and ready for piloting by the Ghana Aquaculture Association.	Emerging
6.3. Routine farm inspection scheme established.	Checklists for hatchery and farm inspections farm inspection logistics drafted.	Emerging
Ghana Aquaculture Information System	This additional deliverable integrates outcomes 4, 5 and 6 to provide the linkages and necessary information that underpin decision making.	Emerging – likely to be completed by Dec 25

**Finding 15: Limited counterpart funding remains a critical barrier to efficient implementation, causing delays and undermining delivery of programme activities (strong evidence).**

As a technical assistance programme, FfD provides minimal direct support for activities or infrastructure, with the expectation that Ghanaian institutions would fund these through their regular workplans. This arrangement is laid out in the programme agreement signed by partners. However, IGF are scarce and are subject to competition between departments.

The lack of available funding for staff time, workshops, infrastructure, consumables and licences was consistently highlighted as a challenge, both in this evaluation and in the mid-term review (see also Findings 9 and 11). Informants noted that absence of per diems discouraged workshop participation, reducing motivation and prioritisation, although others noted that per diems and travel costs should be paid to FC staff when participating in activities. However, the issue of per diems is complex, as they can also create adverse incentives and therefore require careful consideration and contextual understanding. Limited staff capacity, with no additional personnel assigned, meant that activities had to be undertaken alongside routine workloads, leading to further delays.

This challenge is formally recognised: inadequate resource provision from the Ghanaian government has been the top-rated risk in the programme’s risk matrix. Between 2020 and 2023 this risk was rated red and was flagged as having materialised. Suggested mitigations, such as

integrating activities into FC workplans or MoFA applying for financial clearance to hire staff, were noted, but implementation was limited.

Evidence from 2023 shows that activities under Outcome 3 could not be delivered, owing to lack of funding for VMS subscription. By 2024, the risk rating was downgraded to amber after FC staff were assigned as outcome leaders and prioritised activities were incorporated into MoFA/FC annual workplans. However, mitigation measures largely remained unchanged.

The findings suggest that this risk is still active and significantly affecting programme delivery. Strengthening mitigation actions should therefore be a priority for any future programming, without undermining ownership.

**Finding 16: Data availability – including issues of poor or missing data and lack of infrastructure – was initially a barrier to completion of activities in the fisheries workstream (moderate evidence).**

With either limited or no data, it was not possible for Ghanaian teams to test and undertake analysis as they progressed in their training. With no infrastructure or system for data management in place, data was stored on individuals' laptops, was prone to loss and was not available to everyone across the team. This meant that the programme had to undergo a redesign to address this issue, adapting to incorporate the drafting of a data management strategy and plans for development of a data system for FC to be considered in any subsequent phase.

**Finding 17: Flexibility, strong capacity-building support, and joint ownership between partners have been key enablers that allowed the programme to deliver most planned activities despite delays and challenges (moderate evidence).**

The programme's flexibility – particularly the ability to adjust plans in response to changing contexts, political processes and data challenges – was highlighted as critical to maintaining progress.

Capacity-building efforts – including training workshops, technical support and knowledge sharing (e.g. biosecurity, aquaculture practices, gear technology, data systems) – were widely cited as enabling factors. These investments strengthened institutional capacity, improved practices, and created momentum for implementation even where resources were constrained.

Collaboration between Ghanaian institutions and Norwegian partners also acted as an enabler. Co-design of activities, shared evaluations, and active involvement of FC staff ensured ownership and integration of activities into regular institutional workplans.

Overall, the programme's ability to adapt, invest in skills and foster joint working relationships was the main factor that enabled delivery of outputs, even where structural or political barriers caused delays.

**Finding 18: Risk management processes are weak, with limited mitigation action and inadequate mechanisms for review and follow-up (moderate evidence).**

The risk matrix is the primary tool for risk management, but its use is largely confined to annual reporting. Although some risks are occasionally flagged in quarterly reports, there is no structured mechanism for regular discussion, review or adaptation of mitigation measures during implementation. Evidence of mitigation measures being applied is limited, and the overall process of identifying risks and proposing mitigations is not functioning effectively to support

programme delivery (see also Finding 8 for discussion on management of risks for cross-cutting issues of gender, anti-corruption, climate and human rights).

A key example is the lack of counterpart funding, which has been flagged as a risk since Year 1 and has repeatedly materialised (see Finding 15). Despite this, no successful mitigation actions have been implemented, and the issue continues to constrain programme performance. Overall, the current approach to risk management is reactive and reporting-oriented rather than proactive and solution-focused, and greater systematic attention to risk monitoring and mitigation would strengthen programme delivery and resilience.

**Finding 19: The programme has taken a proportionate approach to VfM, with sound procurement and budgetary practices in place, but weaknesses in monitoring, risk management and delays have reduced overall efficiency and effectiveness (moderate evidence).**

To understand what processes have been put in place to ensure VfM, programme processes were assessed against a set of good practice criteria.<sup>5</sup> Across the four VfM dimensions (economy, efficiency, effectiveness and equity), the programme demonstrates mixed performance (see Table 5). Procurement was a relatively small component of programme costs; the main driver was staff costs in Norwegian institutions. The overall approach to VfM can therefore be considered proportionate to programme scope. However, improvements in results tracking, monitoring and multi-year planning would strengthen efficiency, and addressing delays would help maximise value from resources invested. High administration costs in the early years of implementation, already noted in the mid-term review, remain an important consideration for future programming.

Table 5. Assessment of processes against VfM dimension

Dimension	Practice	Status (in place, partially in place, not in place)
Economy	1. Average costs of significant items are monitored and reviewed on a regular basis.	Partially in place: costs and budget vs actuals reviewed in annual report
	2. Robust procurement practices, including competitive tendering, are in place to ensure lowest possible cost without compromising quality.	In place: through financial protocols within Norwegian Institutes
	3. Risk management systems are in place to tackle cost increases.	Not in place
Efficiency	1. There are processes to monitor spend per activity at the outcome level.	In place: costs are disaggregated by outcome
	2. There is a regular process to forecast and review budget allocation levels.	In place
	3. Processes are in place to review timeliness, cost and quality of outputs.	Partially in place: costs are disaggregated by output in some financial reports, but there is not a review or discussion at this level
	4. There are examples of cost efficiency.	In place
Effectiveness	1. Monitoring systems are in place to capture outcome-level change.	Partially in place

<sup>5</sup> King and OPM (2018) The OPM approach to assessing value for money: A guide. Oxford. Oxford Policy Management Ltd.

	2. Routine feedback is gathered from project beneficiaries and partners on value of outputs and outcomes.	In place: through discussion and review in annual meeting
Equity	1. There is sufficient identification and articulation of all project beneficiaries in the programme documentation.	Partially in place: programme records
	2. There is evidence of activity planning prioritising marginalised groups.	In place: programme has a focus on ensuring wide stakeholder consultation and engagement
	3. Systems are in place to monitor distribution of benefits, including disaggregation of data where possible.	Partially in place: training data is disaggregated
Overarching	1. The programme has articulated its approach to VfM in programme documentation.	Not in place
	2. Discussion on VfM is routinely included in management meetings.	Not in place
	3. There is both technical and resource capacity to conduct routine assessments.	Not in place

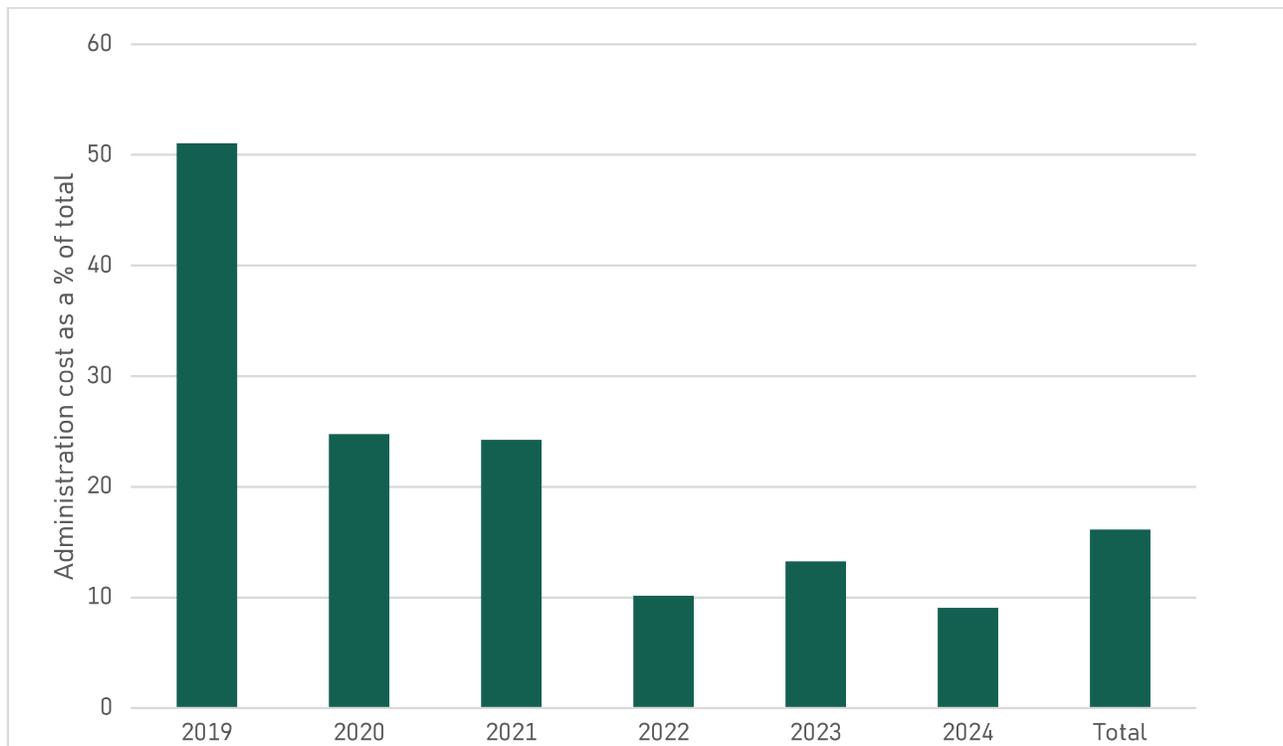
**Finding 20: The ratio of administration to implementation costs has reduced since the mid-term review, where this was highlighted as an issue (see Table 6 and Figure 4) (moderate evidence).**

The mid-term review highlighted percentage spend on administration or project management costs compared to programme activities. This was thought to be high because of administration costs during inception, time spent organising activities that were then not able to be undertaken because of COVID-19, and much lower spending than originally intended in the budget. Since 2019 the programme has dramatically improved efficiency, reducing administration costs from 54% of total expenditure to just 9% in 2024, with a slightly higher rate occurring in 2023 owing to administration related to programme management structure change. Activities were suspended during the renegotiation of the programme management agreement, resulting in significant rescheduling of activities. This reallocation means that over 90% of resources are now invested directly into activities, representing a more acceptable balance between overheads and activity costs. Across all years, administration costs represent 17% of programme spend. Any costs related to country coordination within Norad would come in addition to this figure.

Table 6. Project accounts (NOK)

Work area	2019	2020	2021	2022	2023	2024	Total
Outcome 1	0	15,200	87,850	30,300	131,998	1,500,808	1,766,156
Outcome 2	44,800	84,000	158,323	1,506,614	2,313,214	1,278,973	5,385,924
Outcome 3	382,889	176,990	0	1,436,366	611,674	1,585,222	4,193,141
Outcome 4	251,200	800,078	0	832,389	416,792.13	763,314.83	3,063,773.96
Outcome 5	675,116	951,343	1,330,261	3,584,495	857,096.47	2,598,156.57	9,996,468.04
Outcome 6	85,440	0	90,580	803,533	463,084.32	1,408,492.57	2,851,129.89
2022 costs					858,368.18		858,368.18
Admin	1,503,557	633,047	533,173	928,103	865,696.95	913,925.49	5,377,502.44
Total	2,943,002	2,660,658	2,200,187	9,121,800	6,517,924.05	10,048,892.50	33,492,463.5

Figure 4. Administration cost as a percentage of total expenses



### 3.4. Effectiveness

**Review question: (4) To what extent has the programme contributed to its intended outcomes?**

In this section we outline our findings on results or achievements of the programme; we consider the quality and relevance of technical assistance and assess to what extent FfD outputs have contributed to these changes; and we present findings on barriers and enablers to effective delivery.

**Key findings:**

- Capacity building improved skills, systems and collaboration, but more sustained training is needed.
- Training quality was praised, but short durations and limited contextual adaptation reduced practical application and engagement.
- Programme contributions to outcomes vary, ranging from strong to minimal, depending on context and external influences.
- Reporting focuses on activities, but weaknesses in the logframe and planning limit demonstration of outcomes, transparency and accountability.
- Support was valued, but limited contextualisation and reliance on online communication reduce effectiveness.

**Finding 21: The programme has significantly strengthened technical and institutional capacity in Ghana's fisheries and aquaculture sector through extensive training, knowledge exchange and infrastructure support (strong evidence).**

Staff across MoFA, FC and related institutions received training in aquaculture management, stock assessment, biosecurity, outbreak investigation, data systems and monitoring, with many benefiting from international exchanges in Norway, Denmark and Egypt. Capacity building extended beyond staff to farmers, veterinarians and industry stakeholders, raising awareness of aquatic animal health, diagnostics and disease control. The programme also supported the establishment of a histopathology lab, provision of laboratory equipment, and introduction of new data management tools, enabling more systematic analysis of fisheries resources. Informants reported clear improvements in staff competence, confidence, and collaboration across institutions, although some noted the need for more comprehensive and sustained capacity building to fully embed new skills. One respondent highlighted the need to integrate capacity-building initiatives at the higher education level:

*"I would have preferred it to be more comprehensive and holistic, with capacity building included at higher (university) levels".*

**Finding 22: Technical trainings were valued, but limited local contextualisation and short duration reduced their immediate applicability (strong evidence).**

Participants praised the quality of instruction and the knowledge gained, but some felt that the content and approaches, especially for marine fisheries, were not fully adapted to Ghana's specific context, which limited practical application. For example, one respondent explained that models used to perform the stock assessments were aligned more to a single species fishery than to a multispecies fishery.

Short training durations also constrained participants' ability to engage deeply with the material. For example, there were expectations that the gear trainings would run for a longer period. One respondent stated:

*"For the gear training we were looking for a longer period, like three months or six months, but due to financial challenge the programmes were run for a short period".*

Some respondents from the Ghanaian side also recounted that overseas training was too compressed and offered limited opportunities for practical engagement. Similarly, Norwegian counterparts suggested that spending longer periods in Ghana would enable more effective on-the-job training and allow participants to balance other priorities alongside learning, improving overall training quality.

**Finding 23: Although the programme has made progress in achieving outputs, it may still be too early to fully demonstrate achievement of higher-level or lower-level outcomes. Nevertheless, the review identifies some emerging results to which FfD has contributed to varying degrees (strong evidence).**

These results are summarised in Table 7. , based on KIs and progress reports against outcome-level indicators included in the programme results framework. The programme's contribution to achievements has been assessed as strong, moderate, limited or minimal, as described below Table 7.

Table 7. Progress against lower outcomes

Lower outcome	Progress	Rating	FfD contribution
<p><b>Fisheries workstream</b></p> <p>A new MFMP which addresses unsustainable fishing practices is implemented.</p>	<p>New MFMP approved, representing a significant development. Operational plans and responsible committees (STC and FMOC) have been established by USAID GFRA, with technical support from FfD.</p>	<p>Emerging</p>	<p><b>Limited contribution:</b> Key informants note that FfD provided limited inputs into the new MFMP.</p>
<p>Management decisions are based on quality data and fish stock assessment.</p>	<p>Technical capacity is increased in stock assessment. Progress has been made in ensuring availability of data for analysis.</p> <p>As noted above, responsible committees have been engaged. Results from the assessments have guided the committees to make recommendations for decision making, with technical support from FfD. Specifically, results from the assessments guided the committees to make recommendations to enforce ongoing management interventions, including effort reductions measures such as the three-year moratorium on new entrants. Armed with results from the assessments, the committee developed an internal communiqué to the sector minister and the Executive Director to strengthen enforcement and sustain ongoing interventions aimed at rebuilding the stock. Results from the assessment have deepened discussions to revise Ghana's definition of fishing efforts by considering other factors beyond number of vessels/days at sea.</p>	<p>Emerging</p>	<p><b>Moderate contribution:</b> FfD has provided significant technical capacity building in this area and in improving access to data, data management and systems. However, mechanisms for evidence-based decision making were predominately established under USAID GFRA.</p>
<p>Monitoring, control and enforcement of fisheries laws and regulations improved.</p>	<p>Ministerial directive on trawl gear included in new fisheries act, which represents a significant achievement for the sector.</p> <p>Increased technical capacity for monitoring and inspection. Norway strengthened the capacity of FC officers to effectively conduct pre-departure and post-departure inspections of trawl vessel gear, thereby enhancing compliance with the directive. A total of 613</p>	<p>Emerging</p>	<p><b>Moderate contribution:</b> FfD has played a significant role in enhancing the skills of the Gear Unit in the design and performance of gears. This support informed the ministerial directive and its ongoing monitoring for compliance.</p>

	pre-departure and 485 arrival inspections conducted, with 100% compliance of the directive.		
<b>Aquaculture workstream</b>			
Improved regulatory framework for protection of the aquatic environment to secure sustainable aquaculture production.	GNADP updated and approved. Mechanisms for policy implementation exist and functioning. Further work is needed on licencing and permits.	Emerging	<b>Strong contribution:</b> FfD has been instrumental throughout the process of reviewing, updating, officially launching and printing the plan. Full implementation of the plan by FC will be a challenge, owing to their limited funding.
Improved fish health management in the aquaculture industry.	Biosecurity measures on farms have increased to a limited extent, and the programme reports an increase in extension and health monitoring services. Further work is needed to establish functioning field and diagnostic laboratories and to establish a rapid emergency response system.	Emerging	<b>Strong contribution:</b> FfD played a significant role in training key actors, including farmers and FC.
Monitoring of the aquaculture industry is improved.	Progress has been made in the design and consultation on licencing systems and in development of guidelines. Development of a feed formulation has progressed to piloting stage.	Emerging	<b>Strong contribution:</b> FfD has provided significant technical support and capacity throughout the feed formulation and piloting phase, resulting in the selection of one feed formulation for commercial trial and adoption.

#### Description of criteria

- **Strong contribution:** The programme made a clear and significant difference to the outcome. Evidence shows that results are largely attributable to programme activities
- **Moderate contribution:** The programme contributed to the outcome in a meaningful way, although other factors also played a role.
- **Limited contribution:** The programme made some contribution to the outcome, but external factors were more influential than the programme.
- **Minimal or no contribution:** The programme's contribution to the outcome is unclear or negligible. There is little evidence of results being linked to the programme.

**Finding 24: Reporting is heavily activity-based, and the current results framework does not easily capture results (moderate evidence).**

The programme's reporting is focused largely on activities delivered, with limited ability to demonstrate measurable results at the outcome level. This is partly because of weaknesses in the structure of the logframe: outputs are not consistently defined as the direct results of activities, and some indicators function more like outcomes. As a result, it is difficult to build a robust case for FfD's contribution to higher-level changes.

The lack of specificity in the results framework, combined with the absence of multi-year activity planning (see Finding 13), means that delays are often rolled over from year to year without analysis of their impact on overall progress. Reporting also misses opportunities to tell the programme's story – what is working well, what challenges are being faced, and why activities or priorities are adjusted. This limits transparency, learning and accountability.

**Finding 25: Limited counterpart funding and budget within Ghana has not only impacted efficiency of delivery (see Finding 17) but has also impacted programme effectiveness (strong evidence).**

Several informants noted that the quality or utility of activities was affected by lack of resources. On occasions, training participants could not put learning into practice, owing to a lack of tools, equipment or reagents. For example, for marine fisheries, capacity-building activities on the VMS system could not be conducted because FC did not have a VMS subscription. For aquaculture, donated laboratory equipment remains underutilised because laboratories cannot afford electricity or reagents required for basic tests. These examples demonstrate that the issue of counterpart funding has prevented the project from achieving its intended outcomes, even when technical support activities have been undertaken.

**Finding 26: Overall, technical assistance approach was generally considered fit for purpose and with the potential to strengthen evidence-based decision making, although there are challenges with regard to contextualisation, flexibility and delivery mechanisms (strong evidence).**

Although informants were broadly positive about the support provided through FfD, some noted challenges in contextualisation of training to the Ghanaian context and in understanding of Ghanaian ways of work or systems and processes. In-person meetings were considered more productive, with Ghanaian stakeholders highlighting that online communication was difficult. Despite provision of routers in the early years, informants highlighted that connectivity was often poor, with staff buying data to work online. This was a major disincentive for online meetings.

### 3.5. Sustainability

**Review question: (7) Are there indications that programme benefits will be sustained after support ends?**

This section presents findings on the likelihood of programme results being sustained, based on an assessment of approaches used to design and manage for sustainability. The analysis draws on a set of criteria, developed from reviews of current practice in achieving sustainability (see Table 8Table 8).

**Key findings:**

- FfD demonstrates strong partnership and ownership and has built technical capacity, but weak systems, limited integration, and lack of financial planning threaten sustainability of results.

**Finding 27: Overall, the programme scores ‘good’, suggesting that benefits are likely to be sustained after support ends. However, weaknesses remain in systems for knowledge retention, financial sustainability and exit planning (strong evidence).**

Sustainability was assessed using a set of criteria identified through reviews of good practice in designing and implementing for sustainability.<sup>6</sup> By design, FfD is built on partnership and cooperation between Ghanaian and Norwegian institutions and is aligned with national priorities. It scores ‘excellent’ for **local partnership and ownership**, with recent changes in programme management structure seen as key in shifting from ‘good’ to ‘excellent’. A more nuanced discussion of ownership is presented in Finding 10.

Table 8. Sustainability assessment criteria, with FfD scores in light green

Criterion	Excellent	Good	Satisfactory	Poor
<b>Local participation and ownership</b>	Outputs are embedded in national systems, with local stakeholders driving planning and implementation	Strong involvement of local actors; shared planning and co-implementation; some steps taken towards local ownership	Limited involvement of local partners; consultation occurs, but no shared ownership of decisions	Outputs are externally driven; minimal local engagement; dependence on external actors remains
<b>Capacity building</b>	Strong technical and managerial capacities are in place at both institutional and individual levels; systems for knowledge retention (documentation, tools, standard operating procedure, etc.) are operational; well-	Core technical and managerial functions are developed and functioning; some documentation systems exist; continuity planning has begun, although some elements require further	Basic technical or managerial capacities are evident but uneven; limited tracking of capability uptake; continuity planning is	Key technical and managerial capacities are lacking or not institutionalised; no clear systems for knowledge retention or continuity

<sup>6</sup> Brown, C. and Shorten, T. (2021) ‘Common elements of good practice for sustainability’. The Fleming Fund. London, UK. <https://www.flemingfund.org/publications/common-elements-of-good-practice-for-sustainability/>

Itad (2025) How can programme exit strategies contribute to sustaining climate resilience and prosperity outcomes in coastal communities? In review.

	defined continuity plans are resourced and locally owned	development or resourcing	minimal or informal	
<b>Integration into systems and policies</b>	Outputs (tools, processes, reforms) are fully aligned and integrated into government systems, policies and plans	Outputs partially integrated or formally endorsed; efforts under way to embed in national frameworks	Outputs delivered as stand-alone or pilots; limited alignment with national systems or policies	Outputs are external or incompatible with existing systems
<b>Financial sustainability</b>	Clear strategy for financial sustainability; government budget or domestic resources committed; institutional home identified	Some budget planning and institutional arrangements considered; donor dependence decreasing	No clear resourcing plan; reliance on donor funding; institutional continuity uncertain	No sustainability or financing plan
<b>Exit or handover strategy</b>	Well-defined exit strategy developed early; timelines, responsibilities and handover processes agreed and documented	Exit planning initiated mid-course; some consultation with partners; handover actions identified	Late or partial planning for exit; unclear roles and weak transition arrangements	No exit plan; no continuity measures

**Technical capacity building** has been central to the programme, with stakeholders reporting technical knowledge and skills in individuals. However, they also highlighted the need for further work to embed these changes at both individual and organisational levels. Systems for knowledge retain remain weak, and although programme outputs are partially aligned with government systems, policies and plans, further integration and resources are needed.

As noted in Finding 21, building technical capacity alone is insufficient without **embedding changes in organisational systems and processes**. It should be noted that the term ‘capacity building’ usually involves addressing the interlinked capacities at individual, organisational and institutional levels;<sup>7</sup> however, within the FfD programme this is linked mainly to training of individuals. One respondent observed:

*“It’s not just about equipping the labs”.*

For example, timely procurement of reagents and consumables is essential to ensure that laboratories function consistently and technicians can apply newly acquired skills. Key informants stressed the need to fully embed outputs into government systems and policies:

*“So we just draw things beautifully on paper [...] The project should go beyond to support implementation in the future”.*

The programme has not developed a **formal exit strategy**, and further support is likely required to ensure that results are sustained and contribute to outcome-level changes. Exit has been discussed in workstreams, with some activities planned to support this, such as an upcoming conference with the COA in which results will be presented and the programme will be formally

<sup>7</sup> For more details see Norad (2015) Evaluation of Norwegian support to capacity development. <https://www.itad.com/wp-content/uploads/2020/02/evaluation-of-norwegian-support-to-capacity-development-1.pdf>

closed. Although project activities remain government priorities, it remains unclear how activities will be continued and resourced by government. One stakeholder noted:

*“We’re hoping that future programmes build on this, but it’s not guaranteed”.*

There is currently no clear **financial resourcing plan** to sustain activities post-programme. FC has limited IGF, which remain inadequate. The availability of counterpart funding was repeatedly raised during this review and remains a key concern for sustainability. Informants expressed concerns raised about maintaining momentum without resources.

### 3.6. Impact

This section assesses the positive and negative changes resulting from the FfD programme, both intended and unintended. It focuses on the likely impact of activities on MoFA, FC and the wider fisheries and aquaculture sector, and also considers emerging risks and broader institutional effects.

#### Key findings:

- Outputs show clear progress, but incomplete delivery and limited evidence on outcomes reduce confidence in achieving higher-level impacts.

**Finding 28: The FfD programme is generating positive changes at the output and lower outcome levels, but it is too early to assess contribution to higher-level outcomes or impact (moderate evidence).**

Stakeholders reported clear progress in outputs such as capacity building and technical improvements, but many outputs remain incomplete, and evidence of outcome-level change is still emerging. Reviewers were unable to assess whether assumptions in the ToC are holding, which limits confidence in predicting higher-level outcomes or impacts. Future iterations of the programme should incorporate monitoring of these assumptions to strengthen evidence along the results pathway. Importantly, no unintended consequences of the programme’s work were identified during the review.

### 3.7. Responses to mid-term review recommendations

This section examines the programme’s response to the mid-term review findings and the extent to which these recommendations were put into practice.

- **Prioritise important areas of intervention and revise the results framework:** The programme was overly broad even before COVID-19. It should be revised to prioritise fewer areas where Ghana has strong interest and Norway has relevant expertise, with realistic ambitions aligned to FC’s absorption capacity. Activities must be adequately resourced and should allow flexibility to adjust to evolving needs.

**Response:** There is evidence of the programme reviewing and prioritising activities, particularly in the fisheries workstream, to focus on fewer activity areas.

- **Address financing gaps:** Some activities are hindered by lack of funding for running costs, equipment and infrastructure, which is Ghana’s responsibility. In exceptional cases, procurement of equipment/infrastructure should be provided if essential for programme delivery.

**Response:** The programme began providing support for some activities, such as workshops. However, stakeholders report that it took a long time to set up the contract arrangement and that disbursement of funds is complicated for both Norwegian and Ghanaian institutions.

- **Improve communication:** Weak communication undermines ownership, transparency and accountability. A communication plan should be developed and resourced. If a website is not suitable for external communication, partners should agree on alternative channels.

**Response:** Communication mechanisms within the project have improved over time, but the end review has highlighted that there is still a need for improvement.

- **Strengthen stakeholder engagement:** Every activity should include outreach and participation of relevant stakeholders, including external candidates in training and workshops. Regional perspectives could also be explored.

**Response:** This is a gap in our evidence.

- **Increase training relevance:** Trainings should be tailored to participants' needs and specialised rather than general. A consistent methodology (e.g. pre/post surveys) should be applied to ensure learning impact.

**Response:** It was unclear whether pre/post-training surveys have been implemented.

- **Review project management structure:** Project management should be based in FC, not externally. FC staff should handle administration, reporting, logistics and coordination, while the ministry retains responsibility for policy and priorities. Agreements should be simplified to reduce administrative burdens.

**Response:** A new programme management structure, seated within FC, was approved in the 2022 annual meeting.

- **Increase attention on cross-cutting issues:** As implementation expands, greater focus on cross-cutting issues is needed to avoid unintended consequences.

**Response:** Cross-cutting issues are reviewed annually but the analysis remains limited, and it is unclear how far these reviews inform programme design. Current efforts appear to be more ad hoc updates than systematic action to address cross-cutting concerns.

## 4. Conclusions and recommendations

The FfD programme in Ghana has made meaningful progress in strengthening the foundations for sustainable fisheries and aquaculture management. Since its inception in 2019, the programme has built technical capacity, improved data systems, and facilitated policy and regulatory reforms that align closely with Ghana's national priorities. Despite the disruptions caused by COVID-19 and persistent challenges with counterpart funding, coordination and reporting, the programme has demonstrated adaptability and resilience, enabling delivery of most planned outputs.

Notably, the programme has contributed to improved stock assessment capacity, development of the National Aquaculture Development Plan, introduction of biosecurity measures, and enhanced monitoring tools. These outputs represent important steps towards achieving the higher-level objectives of sustainable resource management and aquaculture growth. However, systemic barriers, particularly limited institutional resources, have impacted on results achieved.

The partnership between Ghanaian and Norwegian institutions remains a central strength of the programme, fostering knowledge exchange, joint ownership and trust. However, to ensure lasting impact, greater attention is needed to embed capacity gains into institutional systems, strengthen financial sustainability and formalise coordination mechanisms.

Looking ahead, the FfD programme provides a solid platform for future cooperation. Consolidating and institutionalising the progress achieved, addressing financing and sustainability gaps, and improving monitoring and governance structures will be critical to translating outputs into long-term outcomes and impact. Ultimately, the programme's experience offers valuable lessons not only for Ghana and Norway but also for wider international efforts to support sustainable fisheries and aquaculture in contexts of limited resources and complex governance environments.

These are our recommendations for future programming, based on our findings.

**Recommendation 1:** Continue support through a further phase of funding to consolidate progress, strengthen institutional systems, and transition outputs into sustainable outcomes.

The end review found that although not all intended outputs or outcomes have been fully realised, the programme has made significant progress and gained momentum in recent years. Early challenges owing to programme management structures have been addressed, and stakeholders report that the revised arrangements have fostered greater ownership within FC.

The COVID-19 pandemic constrained relationship building and slowed implementation in the early stages, but partners have since established stronger ways of working together. Technical capacity has been built, although further work is needed to build the systems and processes required to embed changes into institutional workflows.

Suggested actions:

- provide additional funding for a further phase, focused on consolidating and embedding results
- maintain focus on current areas of operation rather than broadening the programme at this point
- prioritise strengthening FC's management and operational capacities and systems (e.g. laboratory management, resource allocation, reporting structures)

- continue work to ensure that data systems and platforms are in place and integrated across FC to support delivery
- support partners in transitioning from technical capacity building to institutionalisation of practices within FC structures
- facilitate continued relationship building and exchange between partners to sustain momentum and trust
- establish a monitoring and learning mechanism to track the shift from outputs to outcomes in the next phase.

**Recommendation 2:** Address counterfunding challenges in future programming by ensuring sustainable financing mechanisms for operational and consumable costs.

Counterfunding has been a persistent challenge for the FfD programme, contributing to delays and limiting the effectiveness of implementation. This issue needs to be carefully considered in the design of any future phase, with a focus on exploring options that balance financial assurance, government ownership and programme efficiency.

A range of potential approaches could be investigated to mitigate counterfunding risks, ensuring that future programming is more resilient and less vulnerable to implementation bottlenecks.

Options to explore:

- *Programme design stage*
  - include a dedicated budget line for consumables and operational costs in programme budgets
  - prior to initiating a new programme, assess counterfunding risks and agree mitigation strategies with all partners.
- *Funding modalities*
  - if direct transfer of infrastructure funds to government is not feasible, identify a trusted intermediary that can act as both fiduciary and technical partner
  - frame intermediary arrangements to ensure that government retains ownership of actions and activities while the intermediary provides coordination and programme management support; fiduciary assurance and technical support to ensure timely implementation.
- *Co-financing opportunities*
  - explore designing co-financing schemes with connected projects (e.g. FAO/EAF-Nansen)
  - develop or strengthen joint workplans or shared funding arrangements for laboratory consumables, VMS equipment, etc.

**Recommendation 3: Improve programme steering and governance mechanisms.**

Steering committees and annual meetings need better management to be effective. Clearly define roles and responsibilities for programme oversight, led by MoFA/FC, with active participation from Norwegian partners and Norad.

Suggested actions:

- designate a point person within FC to interface with programme leadership and Executive Director
- use a structured secretariat in Accra to coordinate activities and maintain oversight.

**Recommendation 4: Strengthen internal and inter-workstream communication and coordination while maintaining technical specialisation.**

Separate fisheries and aquaculture workstreams (or technical workstreams/projects specific to any future programme) should remain to preserve technical focus, but deliberate coordination mechanisms are needed to improve efficiency and coherence the programme.

Suggested actions:

- establish cross-cutting working groups and joint planning sessions
- explore the possibility of integrated data/IT systems
- include joint training for common issues such as gender, communications, or sustainability practices
- assign focal points or a secretariat (e.g. led by FC with Norway liaison) to reduce delays caused by iterative feedback loops.

**Recommendation 5: Streamline and strengthen programme monitoring and reporting systems to improve transparency on achievements, support accountability and better capture progress.**

Suggested actions:

- refine the results framework so that outputs represent the direct results of FfD activities, not higher-level outcomes
- introduce short-term or intermediate outcomes to better monitor uptake, adoption and contribution of FfD outputs
- implement multi-year activity planning to track progress towards higher-level results and assess the impact of delays
- ensure that assumptions are monitored to strengthen evidence generation along the results pathway
- adapt annual reporting processes to capture rationale for changes in outputs or priorities, illustrating the programme's journey and decision making
- improve reporting formats to tell a clear narrative of what is working well, what challenges exist, and what actions are being taken each year
- develop and document specific actions for integrating and managing cross-cutting issues at each stage of the programme life cycle (design, implementation, monitoring, evaluation); ensure systematic reporting against these actions to improve accountability, and avoid vague or unspecific descriptions in future reports.

## 5. Annexes

### Annex 1: ToR

#### Terms of Reference for End Review of the Fish for Development Programme in Ghana

##### 1. Background – the Fish for Development (FfD) Programme in Ghana

Norway and Ghana have cooperated within the FfD Programme since receiving a concept note dated 28 July 2017 requesting Norway for technical cooperation in the form of the Fish for Development Programme, and subsequent Programme Document dated 28 May 2019.

The Norwegian Ministry of Foreign Affairs (MFA) and the Ghanaian Ministry of Finance entered into a Grant Agreement dated 3 May 2019, with the objective of contributing to socioeconomic development through sustainable management of Ghana's marine fisheries resources and aquaculture. This was a five-year Programme Agreement which was supported by an Institutional Cooperation Agreement between the Institute of Marine Research Norway (IMR) and the Fisheries Commission (FC) of Ghana, signed in 2020.

In 2023, MFA decided to transfer responsibility for the implementation of the agreement to Norad. This resulted in an Amended and Restated Grant Agreement, signed in October 2023, between Norad and the Ministry of Finance in Ghana, extending the time frame of the cooperation for one year with a no-cost extension ending in 2025. In addition, after findings from the Mid-term Review carried out in 2022, the Programme Document and Programme Management were revised to better reflect the goals and objectives of the programme, and Norad entered into Call-off Services with the Norwegian Veterinary Institute and IMR to secure technical assistance.

The total budget for the agreement is NOK 50 million for the period 2019 to 2025. The grant is provided in the form of technical assistance and support delivered through institutional cooperation. The Fish for Development Programme main institutional cooperation partners are the Ministry of Fisheries and Aquaculture Development and Fisheries Commission of Ghana and, from Norway, IMR and Norwegian Veterinary Institute (VI). Other institutions, where relevant, have been included, such as the Norwegian Directorate of Fisheries.

The expected results of the Programme are as follows:

Impact: The fisheries and aquaculture sector help promote socioeconomic development in Ghana.

Higher Outcome 1: Ghana's marine fisheries resources are managed in a sustainable manner.

Lower Outcome 1: A new Marine Fisheries Management (MFMP) that addressed unsustainable fishing practices implemented (outcome 1).

Lower Outcome 2: Management decisions are based on quality data and fish stock assessment.

Lower Outcome 3: Monitoring, control and enforcement of fisheries laws and regulations are improved.

Higher Outcome 2: Ghana's aquaculture production is managed in a sustainable manner.

Lower Outcome 4: Improved regulatory framework for protection of the aquatic environment to secure sustainable aquaculture production created.

Lower Outcome 5: Fish health management in the aquaculture industry improved.

Lower Outcome 6: Monitoring of the aquaculture industry improved.

These objectives are expected to be achieved through primarily capacity building and technical assistance from respective Norwegian institutions.

Conferring to the Amended and Restated Grant Agreement, the parties have agreed to carry out an external terminal evaluation by December 2025, focusing on results achieved and lessons learnt as necessary.

Alongside the Institutional Cooperation Programme with the authorities of Ghana, Norad has in the period 2019–2025 also supported additional projects related to the fisheries and aquaculture sector in Ghana. This includes civil society projects, university partnerships between Ghana and Norway, support to multilateral organisations and support through the EAF-Nansen Programme. These projects are not to be included as subjects to the End Review as they undergo separate evaluations, but it is important to be aware that Fish for Development encompasses more than just the institutional cooperation agreement.

In 2025, Norad will also assess if there is an opportunity to explore a partnership with Ghana within Sustainable Oceans Management building on previous and ongoing partnerships, and in line with Norad's new Ocean Portfolio.

## 2. Purpose and scope of work for the review

The main **purpose** of the End Review is to document and assess the results achieved, lessons learned and project challenges of the Fish for Development Programme from 2019 to 2025.

The **scope** of the end review will be the period 2019–25, and will only cover the institutional cooperation programme of the Fish for Development Programme. The main actors involved in the agreement from Norway are the Norwegian Institute for Marine Research, the Norwegian Veterinary Institute and the Norwegian Directorate of Fisheries. From Ghana the main actors involved are the Ministry of Fisheries and Aquaculture Development, the Fisheries Commission, and the Veterinary Service Directorate, under the Ministry of Food and Agriculture.

### Evaluation Criteria/Evaluation Questions

The Organisation for Economic Co-operation and Development's Development Assistance Committee's (OECD-DAC) Criteria for Evaluating Development Assistance should be the basis of the End Review. In order to indicate priority, a suggested number of pages in the report is provided per criteria as follows:

1. *Relevance* (2–3 pages) – the extent to which the Programme is in line with Ghana's priorities and needs, and to the extent on what the Norwegian institutions have relevant expertise. The issues to be assessed include, but are not limited to, the following:
  - a) Relevance to the needs of MoFA, FC and to Ghana, including an assessment of whether the relevant institutions are involved in the Programme or others should have been included.
  - b) Responsiveness/flexibility of the Programme to the needs in Ghana.
  - c) Are the Norwegian institutions able to provide technical assistance addressing the needs of Ghana?

2. *Coherence* (2 pages) – does the Norwegian technical support fit with the broader fisheries and aquaculture interventions by Government of Ghana or others, and contribute to synergies? The issues to be assessed include, but are not limited to, the following:
  - a) Extent to which the Norwegian expertise coordinate, collaborate and harmonise with the priorities and interventions of Government of Ghana.
  - b) Extent to which the intervention is adding value while avoiding duplication of effort.
  - c) To what extent cross-cutting issues (gender, anti-corruption, and climate) have been integrated into the planning, implementation and monitoring of Programme activities.
  
3. *Effectiveness* (6–7 pages) – the extent to which the Programme is achieving its objectives. The issues to be assessed shall include, but are not limited to, the following:
  - a) Document and assess results achieved so far that are and are not reflected in progress reports.
  - b) Factors affecting effectiveness in Programme implementation, including the choice of modality in planning and implementation of activities, and ownership of the Programme at the appropriate level in FC.
  - c) Cooperation with other stakeholders (such as other related projects, donors, and civil society) involved in the sector.
  - d) Unintended effects: are there any unintended effects from the programme?
  - e) Is providing technical assistance through the Fish for Development Programme effective or would other interventions be more useful for the Government of Ghana?
  - f) Use of best practices: were the methods the best to be used for the activities?
  - g) Are the results obtained sufficient? Could it have been more?
  
4. *Efficiency* (6–7 pages) – an examination of the Programme outputs in relation to the inputs. The issues to be assessed include, but are not limited to, the following:
  - a) Programme management, including the relationship between the Ministry of Fisheries and Aquaculture Development of Ghana (MoFA) and the Fisheries Commission (FC) and its Norwegian institutional partner(s), level of capacity and ownership/commitment in implementation of activities within both FC and Norwegian institutions.
  - b) The use of resources in the Programme, including an assessment of value for money.
  - c) Identification of conflicts (in policies, working arrangements, drawbacks, bottlenecks) and how it affected the programme.
  - d) Assessment of the working relationships between the direct programme actors, development of soft skills and cross-cultural learning.
  - e) An assessment of planned versus actual activities and reasons for deviations, and achievements made so far.
  - f) Risk management, including whether appropriate external/internal risk factors and mitigating actions have been identified, and how these have been followed up and integrated into the planning and implementation of activities.
  
5. *Sustainability* (2 pages) – intended to measure whether the benefits of an activity are likely to continue after donor funding has been completed. The issues to be assessed include, but are not limited to, the following:
  - a) Measures taken or planned to be taken to create long-term processes, structures, and capacity at FC.
  
6. *Impact* (2 pages) – the positive and negative changes resulting from the Programme directly or indirectly, intended or otherwise. The issues to be assessed include, but are not limited to, the following:

- a) The (likely) impact of Programme activities on MoFA and FC and the fisheries and aquaculture sector. The review may also address other issues the Consultant believes are of importance to the Programme.

### **Evaluation objectives:**

1. Assess the programme's relevance, coherence, effectiveness, efficiency, sustainability and impact (as described above).
2. Formulate relevant lessons learned from the programme.
3. Assess follow-up of mid-term review:  
Since a Mid-Term Review was conducted in 2022, it is necessary to also reflect on how the programme has addressed and implemented the main recommendations from the review. (2 pages)
4. Provide recommendations and possible avenues for further institutional cooperation:  
Propose potential areas and management structure for a new institutional cooperation with Government of Ghana within Sustainable Ocean Management based on cooperation areas defined in Fish for Development and Ocean for Development Programme Documents, but also areas defined in Norad's Oceans Portfolio. The potential areas for support should also build upon previous and ongoing cooperation within Ocean-related sectors, such as Fish for Development and Oil for Development. (4 pages)
  - a. Identify relevant institutions in Ghana and Norway to be engaged.
  - b. Describe potential governmental partners in Ghana and Norway.

## **3. Methodology**

Provide a methodology of how this End Review will be carried out in an offer to Norad.

Provide an initial conversation with Norad to discuss the assignment and provide a short inception report. Norad, in collaboration with Government of Ghana, will approve inception report and provide specifications if necessary.

### **Analysis:**

The consultant shall propose a methodology that explains how they will analyse the programme's contribution to the expected results, and a method of assessing confidence in evidence and degree of contribution. It is expected that the consultant will use triangulation of data and triangulation of analysis.

### **Data collection:**

The assignment shall be conducted through studies of available documentation and through interviews with representatives of relevant stakeholders in Norway and Ghana, with an emphasis on the latter. It is highly recommended to include local experts in conducting the End Review in order to conduct in-person interviews. Norad will provide a list of relevant institutions and contact persons involved in the Programme. However, developing the full list will be the responsibility of the Consultant.

Key stakeholders who should be consulted (by in-person meetings or telephone interviews) include, but are not limited to, the following:

- In Ghana: Ministry of Finance, Ministry of Fisheries and Aquaculture Development, Fisheries Commission, Veterinary Service Directorate, Environmental Protection Agency, Ghana Aquaculture Association, Chamber of Aquaculture and the Norwegian Embassy in Accra. CSOs [civil society organisations] and University stakeholders should also be included and any other relevant institution or persons that may be identified.
- In Norway: Institute of Marine Research, Fisheries Directorate, Veterinary Institute, Directorate of the Environment and Norad.

## 4. Deliverables and timeline

<b>Milestones</b>	<b>Date</b>
Inception report	1 July 2025
Draft End Review Report	1 September 2025
Final End Review Report	1 October 2025
Presentation of Findings to Government of Ghana and Norad	15 October 2025

The assignment is to be conducted over the period June to September 2025. The deadline for submitting the final report is 1 October 2025.

## 5. Reporting

A final report of maximum 30 pages (excluding Annexes), including an executive summary in English, shall be submitted to Norad by 1 October 2025. A draft report must be submitted to Norad and Government of Ghana via Ministry of Fisheries and Aquaculture no later than 1 September 2025, with two weeks for comments.

An online 1.5-hour presentation of the summary of the findings should be prioritised for partners before 15 October.

## 6. Criteria

The following minimum requirements must be met as a precondition. The supplier shall submit CVs that provide sufficient information to assess that the minimum requirements are met. The minimum requirements below are met:

a) Team requirements:

- All team members shall be able to write, read and speak English.
- At least one team member shall be able to read Norwegian.
- At least one team member is based in Ghana.

b) Team competency:

It is expected of the team to have documented knowledge of:

- Evaluation methods and data collection methods for analysing contribution and results from development interventions.
- Development issues in fisheries and aquaculture.
- Institutional cooperation and capacity building.
- Ghana political economy and society.
- Ocean, fisheries, aquaculture and environmental issues.
- Conducting reviews and evaluations of Norwegian development aid projects.

c) Delivery requirement: The supplier commits to submitting final reports by 1 October 2025.

## 7. List of Key documents

- Programme Document, Institutional Cooperation Agreement, Programme Agreement,
- Government of Ghana Fisheries and Aquaculture Laws, Policies and guidelines.
- Annual progress reports, work plans and budgets.
- Minutes from Annual Meetings and Steering Committee meetings.
- Mid-Term Review of the Fish for Development Programme in Ghana.
- Programme Documents for the Fish for Development Programme and Oceans for Development Programme.

- Norad's Oceans Portfolio.
- The Fisheries Sector in Ghana: A Political Economy Analysis.
- Appraisal of Programme Document.

## Annex 2: Evaluation framework

DAC criteria	Primary review question	Subquestions	Data sources	Analytical approach
Relevance	1. To what extent is the programme aligned with Ghana's national priorities and the needs of MoFA and FC?	<p>1.1. How well does the programme align with the strategic objectives and sectoral priorities of Ghana, MoFA and FC?</p> <p>1.2. Has the programme adapted to evolving needs and priorities in Ghana's fisheries and aquaculture sector?</p>	<p>Kills</p> <p>Programme documents</p> <p>National strategies and policies</p>	Theory-based evaluation
	2. To what extent is the Norwegian expertise and technical assistance relevant to fisheries and aquaculture priorities and needs in Ghana?	<p>2.1. Are the right institutions (within Ghana and Norway) participating in the programme? Should other institutions have been included?</p> <p>2.2. Do the Norwegian institutions possess the necessary knowledge and expertise to address Ghana's identified needs?</p>	<p>Kills</p> <p>Programme documents/plans</p>	
Coherence	3. To what extent is the programme's support coherent with the broader fisheries and aquaculture initiatives in Ghana?	3.1. How effectively does the programme coordinate with existing national programmes and strategies in the fisheries and aquaculture sector? Are there established mechanisms for collaboration?	<p>Kills</p> <p>Programme strategy documents</p> <p>Scoping/context analysis reports</p> <p>Secondary evidence on relevant programmes</p>	
		3.2. Does the programme fill strategic gaps in existing interventions, or does it duplicate efforts?		
Effectiveness	4. To what extent has the programme contributed to its intended outcomes?	4.1. What results have been achieved, and to what extent has the programme contributed to these results?	<p>Kills</p> <p>Annual reports/monitoring data</p> <p>Mid-term review</p>	
		4.2. Have there been any unintended positive or negative consequences of the programme?		

DAC criteria	Primary review question	Subquestions	Data sources	Analytical approach		
Efficiency	5. How efficiently have resources been used to achieve programme outputs, and how well are implementation processes managed?	4.3. What factors (internal or external) have facilitated or hindered the programme's implementation?	Kills			
		4.4. How well has the programme engaged with other stakeholders (projects, donors, civil society) in the fisheries and aquaculture sector?				
		4.5. To what extent was the technical assistance intervention approach fit for purpose?	Kills Programme management documents			
		4.6. To what extent have cross-cutting issues of gender equality, anti-corruption or climate safeguards been incorporated into design, implementation and monitoring?				
		5.1. How effective are the management structures between MoFA, FC and Norwegian partners?	Kills Programme management documents Meeting minutes and reports		Process evaluation	
		5.2. Is there evidence of ownership and commitment on both sides?				
		5.3. What is the level of institutional capacity within MoFA and FC to manage and implement programme activities?				
				5.4. To what extent have planned activities been implemented and outputs delivered as planned? Where deviations have occurred, why?	Work plans and annual reports Mid-term review Kills	
				5.5. Were risk management strategies documented and followed up effectively?	Programme management documents Risk matrices and meeting minutes	
				5.6. How were conflicts or disagreements managed within the programme?		
6.1. Were financial and human resources used efficiently?	Financial reporting			Normative framework analysis		

DAC criteria	Primary review question	Subquestions	Data sources	Analytical approach
	6 To what extent does the programme demonstrate VFM?	6.2. What systems and processes are in place to ensure VFM?	Programme management documentation Monitoring data Klls	
Sustainability	7. Are there indications that programme benefits will be sustained after support ends?	7.1. What measures have been taken to build institutional capacity within FC and MoFA? 7.2. Are there plans or mechanisms to continue programme activities post-Norwegian support?	Programme document and strategy Klls	Normative framework analysis
Impact	8. Is there evidence to suggest that the programme will contribute to its intended higher-level change?		Annual reports/monitoring data Klls	Normative framework analysis

## Annex 3: Assessment criteria

The assessment criteria below have been developed based on Oxford Policy Management's (OPM's) approach to assessing VfM.<sup>8</sup>

Dimension	Practice	Status (in place, partially in place, not place)
Economy	1. Average costs of significant items are monitored and reviewed on a regular basis.	
	2. Robust procurement practices, including competitive tendering, are in place to ensure lowest possible cost without compromising quality.	
	3. Risk management systems are in place to tackle cost increases.	
Efficiency	1. There are processes to monitor spend per activity at the project and country levels.	
	2. There is a regular process to forecast and review budget allocation levels.	
	3. Processes are in place to review timeliness, cost and quality of outputs.	
	4. There are examples of cost efficiency.	
Effectiveness	1. Monitoring systems are in place to capture outcome-level change.	
	2. Routine feedback is gathered from project beneficiaries and partners on value of outputs and outcomes.	
Equity	1. There is sufficient identification and articulation of all project beneficiaries in the programme documentation.	
	2. There is evidence of activity planning prioritising marginalised groups.	
	3. Systems are in place to monitor distribution of benefits, including disaggregation of data where possible.	
Overarching	1. The programme has articulated its approach to VfM in programme documentation.	
	2. Discussion on VfM is routinely included in management meetings.	
	3. There is both technical and resource capacity to conduct routine assessments.	

<sup>8</sup> King, J. and OPM (2018) The OPM approach to assessing value for money: A guide. Oxford. Oxford Policy Management Ltd.

The assessment criteria below have been developed based on reviews of current practice in achieving sustainability.<sup>9,10</sup>

Criterion	Excellent	Good	Satisfactory	Poor
<b>Local participation and ownership</b>	Outputs are embedded in national systems, with local stakeholders driving planning and implementation	Strong involvement of local actors; shared planning and co-implementation; some steps taken towards local ownership	Limited involvement of local partners; consultation occurs but no shared ownership of decisions	Outputs are externally driven; minimal local engagement; dependence on external actors remains
<b>Capacity building</b>	Strong technical and managerial capacities are in place at both institutional and individual levels; systems for knowledge retention (documentation, tools, standard operating procedures, etc.) are operational; well-defined continuity plans are resourced and locally owned	Core technical and managerial functions are developed and functioning; some documentation systems exist; continuity planning has begun, although some elements require further development or resourcing	Basic technical or managerial capacities are evident, but uneven; limited tracking of capability uptake; continuity planning is minimal or informal	Key technical and managerial capacities are lacking or not institutionalised; no clear systems for knowledge retention or continuity
<b>Integration into systems and policies</b>	Outputs (tools, processes, reforms) are fully aligned and integrated into government systems, policies and plans	Outputs partially integrated or formally endorsed; efforts under way to embed in national frameworks	Outputs delivered as stand-alone or pilots; limited alignment with national systems or policies	Outputs are external or incompatible with existing systems
<b>Financial sustainability</b>	Clear strategy for financial sustainability; government budget or domestic resources committed; institutional home identified	Some budget planning and institutional arrangements considered; donor dependence decreasing	No clear resourcing plan; reliance on donor funding; institutional continuity uncertain	No sustainability or financing plan
<b>Exit or handover strategy</b>	Well-defined exit strategy developed early; timelines, responsibilities and handover processes agreed and documented	Exit planning initiated mid-course; some consultation with partners; handover actions identified	Late or partial planning for exit; unclear roles and weak transition arrangements	No exit plan; no continuity measures

<sup>9</sup> Brown, C. and Shorten, T. (2021) 'Common elements of good practice for sustainability'. The Fleming Fund. London, UK. <https://www.flemingfund.org/publications/common-elements-of-good-practice-for-sustainability/>

<sup>10</sup> Itad (2025) How can programme exit strategies contribute to sustaining climate resilience and prosperity outcomes in coastal communities? In review.

## Annex 4: List of key informants

No.	Name	Designation	Organisation
1.	Marian W.A. Kpakpah	Chief Director	MoFA
2.	Benjamin Campion	Executive Director	FC
3.	Fred-Antwi-Boadu	Former Executive Director	FC
4.	Paul Bannerman	Project Coordinator	FC
5.	David Wuaku	Former Project Manager	FfD
6.	Richner Odonkor	Marine Fisheries Focal Point	FC
7.	Dr Lawrence Ahiah	Director of Aquaculture	FC
8.	Matthew Oyih	Aquaculture Focal Point	FC
9.	Yaa Tiwaa Amoah	Ag. Head, Post Harvest Unit	FC
10.	Emmanuel Dovlo	Outcome 2 Lead	FC
11.	Theodore Kwame Kwadjosse	Outcome 3 Leader	FC
12.	Mary Nkansah	Outcome 5	FC
13.	Hayford Agbekpornu	Outcome 6	FC
14.	Janette Anchirima	Staff	FC
15.	Esi Quayson	Staff	FC
16.	Bernice Ayorkor Adjei	Staff	FC
17.	Anthony Wasipe	Staff	FC
18.	Ebenezer Francis Ekuban	Staff	FC
19.	Mia Kamarainen	Staff	Norway Embassy Ghana
20.	Francis Ekow de Heer	President	GNAA
21.	Jacob Adzikah	CEO	COA
22.	Prof. Samuel Duodu	Staff	UG
23.	Prof. Samuel Addo	Staff	UG
24.	Edgar Brun	Staff	VI
25.	Cudjoe Kofitsyo	Staff	VI
26.	Jens-Otto Krakstad	Staff	IMR
27.	Piera Carpi	Staff	IMR
28.	Ragnhild Balsvik	Staff	IMR
29.	Samuel Subbey	Staff	IMR
30.	Alexander Christian Beck	Staff	IMR
31.	Mas Cristian Muñoz	Staff	IMR

## Annex 5: List of documents

No.	Before FfD programme
1.	Final report on fact-finding mission to Ghana under the Norwegian Fish for Development programme (2017)
2.	Final Appraisal report on the Fish for Development programme
3.	Investigation report on Tilapia mortality in Ghana (NVI, 2018)
4.	MoFA concept note/Proposal on the Fish for Development programme
5.	Report on a visit to Norway
6.	Sustainable fishing and aquaculture production in Ghana Assessment of opportunities for Private Sector Development collaboration (KPMG, 2017)
7.	The Fisheries Sector in Ghana; a political economy analysis
8.	The Fisheries Sector in Ghana; a political economy analysis. Wisdom Akpalu, Stein Sundstøl Eriksen, Godwin Kofi (2018)
9.	Final report for pre project: Aquaculture and fisheries cooperation Ghana - Norway
Agreement documents	
10.	Programme agreement between Norwegian Ministry of Foreign Affairs and Ghana Ministry of Finance regarding GHA-17/0005, Fish for Development, Ghana
11.	Institutional Cooperation Contract between Institute of Marine Research (IMR) and Ministry of Fisheries and Aquaculture Development in Ghana regarding GHA-17/0005, Fish for Development, Ghana
12.	Programme Document for the Institutional Cooperation: Fish for Development Programme in Ghana Ministry of Fisheries and Aquaculture Development: Fisheries Commission
13.	Amended and restated grant agreement between Norad and Ghanaian Ministry of Finance regarding GHA-17/0005, Fish for Development, Ghana Annex A: Budget Annex B: Results Framework Annex C: Program Management Structure
14.	Programme agreement between Norwegian Ministry of Foreign Affairs and Ghana Ministry of Finance regarding GHA-17/0005, Fish for Development, Ghana
15.	Contract Agreement between Norad Ocean and Norwegian Veterinary Institute (NVI)
Implementation documents	
16.	Fish for Development Final report 2020
17.	Fish for Development progress report 2020
18.	Fish for Development Annual meeting agenda
19.	Minutes of annual meeting for fish for development (April 2021)
20.	Financial report 2020
21.	Budget for 2022
22.	Financial report 2021
23.	Counterpart Fund from Ghana - MoFA/FC; Financial report Jan-Dec 2021
24.	Progress report 2021
25.	Quality Control of Procurement in the context of projects financed by Norad
26.	2023 work plan
27.	Workplan and budget for 2024 Marine Fisheries
28.	Financial report 2022
29.	Minutes of 2022 annual meeting

30.	Progress report 2022
31.	Report on trip to Ghana
32.	Results framework 2023
33.	Results framework 2024
34.	Fish for Development Ghana: Status on Workplan 2023: Fisheries Outcome 1-3
35.	FfD Workplan and Budget for 2024 Aquaculture
36.	Minutes of the 2024 Annual meeting
37.	Minutes of 2025 annual meeting
<b>Mid-term review documents</b>	
38.	List of participants for the mid-term review
39.	Mid Term Review: The Fish for Development Institutional Cooperation in Ghana 2019–2024
40.	Mid Term Review the Fish for Development Programme in Ghana 2019–2024; Preliminary presentation
41.	Comments from Ghana team and response from MTR team

## Annex 6: Summary of recommendations from mid-term review (2022)

The following recommendations have been summarised from the 2022 mid-term review.

- **Prioritise important areas of intervention and revise the results framework:** The programme was overly broad even before COVID-19. It should be revised to prioritise fewer areas where Ghana has strong interest and Norway has relevant expertise, with realistic ambitions aligned to FC's absorption capacity. Activities must be adequately resourced and should allow flexibility to adjust to evolving needs.
- **Address financing gaps:** Some activities are hindered by lack of funding for running costs, equipment and infrastructure, which is Ghana's responsibility. In exceptional cases, procurement of equipment/infrastructure should be provided if essential for programme delivery.
- **Improve communication:** Weak communication undermines ownership, transparency and accountability. A communication plan should be developed and resourced. If a website is not suitable for external communication, partners should agree on alternative channels.
- **Strengthen stakeholder engagement:** Every activity should include outreach and participation of relevant stakeholders, including external candidates in training and workshops. Regional perspectives could also be explored.
- **Increase training relevance:** Trainings should be tailored to participants' needs and specialised rather than general. A consistent methodology (e.g. pre/post surveys) should be applied to ensure learning impact.
- **Review project management structure:** Project management should be based in FC, not externally. FC staff should handle administration, reporting, logistics and coordination, while the ministry retains responsibility for policy and priorities. Agreements should be simplified to reduce administrative burdens.
- **Increase attention on cross-cutting issues:** As implementation expands, greater focus on cross-cutting issues is needed to avoid unintended consequences.



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### **Itad Ltd**

International House  
Queens Road  
Brighton, BN1 3XE  
United Kingdom

Tel: +44 (0)1273 765250

### **Itad Inc**

c/o Open Gov Hub  
1100 13th St NW, Suite 800  
Washington, DC, 20005  
United States