

Third Party Evaluation 2009  
The Ministry of Foreign Affairs of Japan

# Country Assistance Evaluation of Ghana -Summary-

March 2010

## Preface

This report is a summary of the “Country Assistance Evaluation of Ghana” undertaken by the External Advisory Meeting on ODA Evaluation requested by the International Cooperation Bureau of the Ministry of Foreign Affairs (MOFA) of Japan.

Since its commencement in 1954, Japan’s Official Development Assistance (ODA) has contributed to the development of partner countries, and finding solutions to international issues which vary with the times. Recently, there have been increased domestic and international calls for more effective and efficient implementation of ODA. MOFA, as a coordinating ministry for ODA, has been conducting ODA evaluation mainly at the policy level with two main objectives: to support management of implementation of ODA; and to ensure its accountability.

This evaluation was conducted with the objectives of examining the relevance of the Japan’s ODA policy to Ghana, effectiveness of policy results and appropriateness of policy processes, with specific focuses on the Japan’s ODA policy framework and implementation system. It ultimately aimed to draw lessons and recommendations which will contribute to the revision of the Country Assistance Programme, improvement of the implementation system and ensuring the efficient and effective implementation of the assistance, and fulfill the government’s accountability to Japanese taxpayers by publishing the evaluation results.

The External Advisory Meeting on ODA Evaluation was formed as an advisory body to the Director-General of the International Cooperation Bureau of MOFA to improve objectivity in ODA evaluation. The Advisory Meeting is commissioned to design and conduct evaluations of ODA and to feed back the results of each evaluation with recommendations and lessons learned as reference to the International Cooperation Bureau of MOFA. Prof. Katsuya Mochizuki, a member of the meeting, was in charge of this evaluation.

Associate Prof. Shoko Yamada from Nagoya University, being an advisor for the study, made an enormous contribution to this report. Likewise, MOFA, the Japan International Cooperation Agency (JICA), and the ODA Taskforces as well as the government and institutions in Ghana also made invaluable contribution. We would like to take this opportunity to express our sincere gratitude to all those who were involved in this study. The ODA Evaluation and Public Relations Division of the International Cooperation Bureau of MOFA was in charge of coordination of all the parties involved. All other supportive works including information collection, analysis and report preparation was provided by Global Link Management Inc. under the commission of MOFA.

Finally, we wish to add that the opinions expressed in this report do not reflect the views or positions of the Government of Japan or any other institution.

March 2010

## **The External Advisory Meeting on ODA Evaluation**

Hiromitsu MUTA, Chair (Member of the Board/Executive Vice President, Tokyo Institute of Technology)

Kiyoko IKEGAMI (Director, UNFPA Tokyo Office)

Yoshikazu IMAZATO (Former Editorial Writer, The Tokyo Shimbun)

Izumi OHNO (Professor, National Graduate Institute for Policy Studies)

Yayoi TANAKA (Associate Professor, National Institution for Academic Degrees and University Evaluation)


Masato NODA (Trustee, Nagoya NGO Center/Associate Professor, Chubu University)

Hiroko HASHIMOTO (Professor, Jumonji University)

Katsuya MOCHIZUKI (Director-General, Research Promotion Department, Institute of Developing Economies)

Tatsufumi YAMAGATA (Director, Poverty Alleviation and Social Development Studies Group, Inter-Disciplinary Studies Center/ Professor, IDE Advanced School (IDEAS), Institute of Developing Economies)

## Country Assistance Evaluation of Ghana - Outline -

<p><b>1. Country: Ghana</b></p> <p><b>2. Evaluators:</b>            (1) Chief Evaluator: Professor Katsuya Mochizuki            (Director-General, Research Promotion Department, Institute of Developing Economies)            (2) Advisor: Associate Professor Shoko Yamada (Associate Professor, Graduate School of International Development, Nagoya University)            (3) Consultant: Global Link Management Inc.</p> <p><b>3. Period of Evaluation Survey: June 2009-March 2010</b></p>	 <p>Farmer Organization supported by Irrigated Agriculture Projects in Okyereko</p>
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<p><b>Outline of Evaluation</b></p>
<p><b>1. Evaluation Results</b></p> <p><b>(1) Relevance of Policy Objectives</b>            Japan's Country Assistance Programme (CAP) for Ghana was aligned with the Ghanaian government development strategy with adoption of result-oriented approach. CAP was also found to be consistent with Japan's overall ODA policy as well as the Tokyo International Conference on Africa Development and MDGs.</p> <p><b>(2) Appropriateness of Policy Processes</b>            Since revision of CAP in 2006, the implementation system at the field has been strengthened through establishment of the ODA Task Force (ODA-TF) with formation of sector teams and development of sector wise Position Papers. On the other hand, "sector teams" tend to concentrate on individual projects within their assigned sector and Cooperation Programmes and Strategic Objectives are not well observed because their scope is beyond the sectors.</p> <p><b>(3) Effectiveness of Policy Results</b>            Efforts have been made in each sector to coordinate multiple projects and schemes. Particularly, long-term assistance for the technical and vocational education training, or the teachers' in-service training in basic education received high recognition for inputs from policy development to implementation support. However, it is difficult to objectively measure or assume prospects in the achievement of outputs and outcomes due to a lack of indicators in the CAP.</p> <p><b>(4) Major Lessons</b>            It is essential that common understanding on Cooperation Programme is formed among Japanese stakeholders, i.e. the Ministry of Foreign Affairs (MOFA), JICA headquarters and ODA-TF at the field level for the effective and efficient implementation of assistance to achieve aid goals. While field level functions have been highly enhanced, it is required that results indicators of Strategic Objective and Cooperation Programme should be clarified to monitor the progress and achievement of the CAP in order to improve policy development and project formulation.</p> <p><b>2. Recommendations</b></p> <p>(1) Reconfirming the purpose and role of "focal cooperation areas" in CAP with</p>

result-oriented approach

(2) Participating more actively in development partnership, considering changes in the aid environment

(3) Incorporating guidelines for the formulation and monitoring of Cooperation Programme in CAP, based on experiences and knowledge gained by ODA-TF in Ghana

(4) Mobilizing the comprehensive strategy and planning team of ODA-TF to develop a result-oriented implementation system

(5) Enhancing and improving the quality of policy dialogue

(6) Reinforcing the organizational capacity to promote the accumulation, sharing and utilization of information and knowledge among ODA-TF, JICA headquarters and MOFA

(7) Establishing monitoring guidelines of CAPs: Introduction of CAP mid-term review at the field level

(8) Promoting the mutual understanding of Cooperation Programme among those involved including MOFA, JICA headquarters and field offices, and diplomatic establishments abroad, in order to improve the strategic nature of the Cooperation Programme

(Note: The opinions expressed in this summary do not necessarily reflect the views and positions of the Government of Japan or any other institutions.)

## Contents

Preface	
The External Advisory Meeting on ODA Evaluation	
Country Assistance Evaluation of Ghana - Outline - Contents	
Photos of the Field Survey	
Map of Ghana	
Chapter 1 Background and Evaluation Policy.....	1
1-1 Background and Objectives.....	1
1-2 Scope of Evaluation .....	2
1-3 Framework for Evaluation.....	2
1-4 Evaluation Steps.....	2
1-5 Limitations of Evaluation.....	3
Chapter 2 Results of Evaluation.....	4
2-1 Overview of Evaluation Results.....	4
2-2 Lessons Learnt from Evaluation.....	7
Chapter 3 Recommendations.....	16
3-1 Recommendations for Revision of Country Assistance Programme for Ghana.....	16
3-2 Recommendations for Improvement of ODA Implementation System in Ghana.....	18
3-3 Recommendations for Effective and Efficient Implementation of Japans' ODA.....	19

## Photos of the Field Survey



Meeting with the Japan's ODA Task Force in Ghana



Interview with the Director, External Resource Mobilization-Bilateral Division at the Ministry of Finance and Economic Planning



Interview with officers of the SME and TEC at the Ministry of Trade and Industry



Interview at the National Development Planning Commission



Farmer organization supported by irrigated agriculture projects in Okyereko



National Trunk Road N1 with the monumental stone



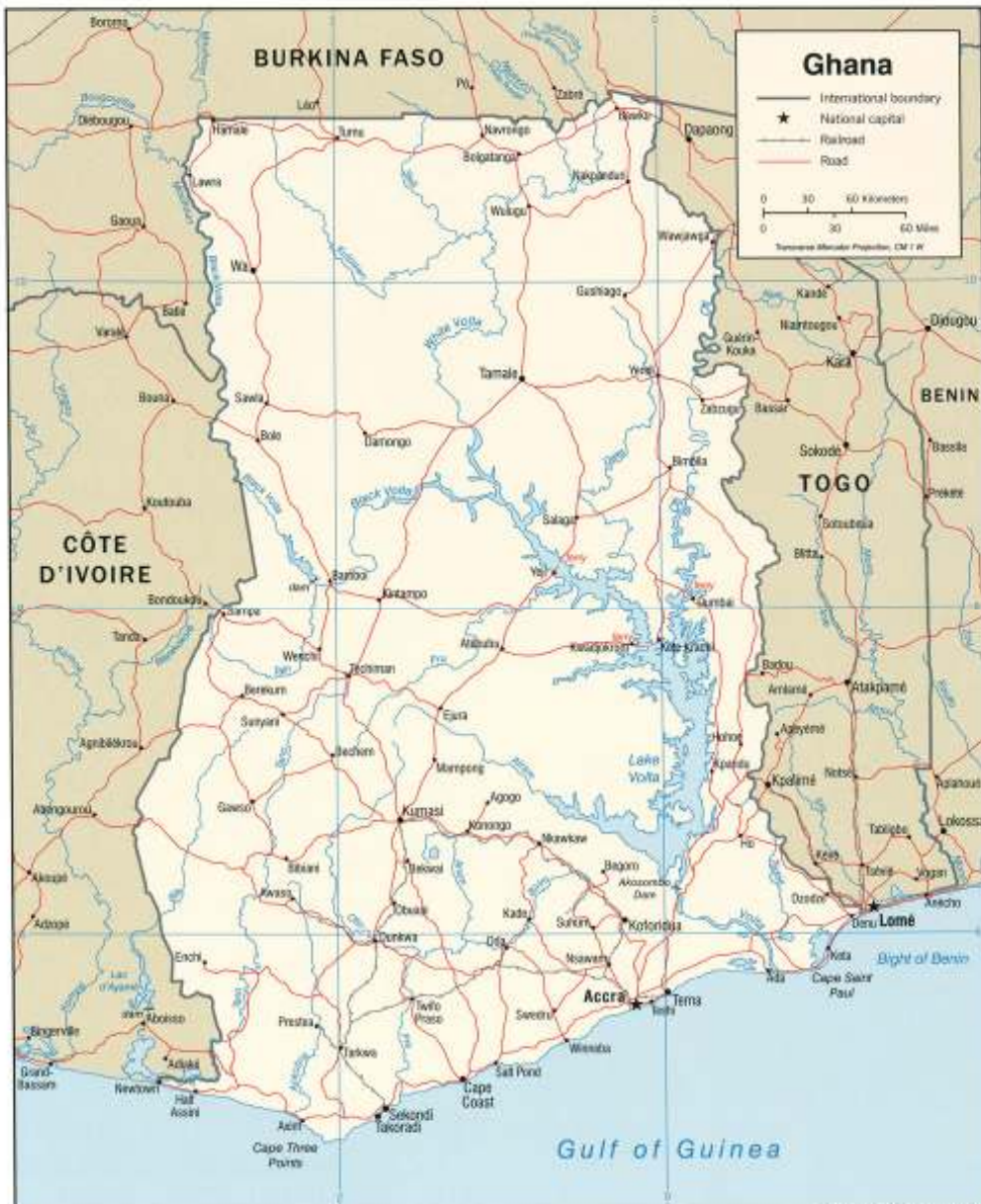
Community Health Officer trained by the Program for the Improvement of Health Status of People Living in Upper West Region



Interview with officers of Ghana Health Service in Jirapa District, from the Program for the Improvement of Health Status of People Living in Upper West Region



# Map of Ghana



## Chapter 1 Background and Evaluation Policy

### 1-1 Background and Objectives

Ghana has been proactively engaged in domestic political and economic reform, and been playing a leading role in building peace in West Africa. The success of Ghana's development is extremely important in that it would serve as a model for success in Africa. Moreover, once Ghana had succeeded in stabilizing its macro-economy, the government put the focus on economic growth in its National Development Strategy, "Growth and Poverty Reduction Strategy II: 2006-2009" (hereinafter referred to as GPRS II). This was consistent with "Boosting Economic Growth", the importance of which was confirmed in Japan's medium-term policy on ODA and the Fourth Tokyo International Conference on Africa Development (TICAD IV).

The Ministry of Foreign Affairs of Japan (MOFA) established Japan's Country Assistance Programme for Ghana in June 2000, and revised it in September 2006 to make Japan's assistance more strategic and ensure the effective and efficient implementation of the assistance through collective and integrated efforts by the Japanese government, responding to the changes in aid environment in Ghana. The revised Country Assistance Programme (CAP) selected "Accelerating Rural Development" and "Promoting Industrial Development" as priority development agenda to support Ghana's efforts in reducing poverty through economic growth and adopted a result-oriented approach as stipulated in GPRS II. Moreover, in order to effectively support the self-sustained development of Ghana, the CAP also assists in the strengthening of public administration and institutional development, as cross-cutting support to all related sectors. The CAP has the following three basic perspectives and objectives.

- To formulate aid policies in line with the Ghana's development policy based on its ownership;
- To implement aid on the premise of Ghana's self-help efforts; and
- To implement result-based assistance with a long-term perspective.

This study is the first country assistance evaluation for Ghana up until this point, and the next revision of the CAP is planned in the Japanese fiscal year 2010. Since the Japanese government adopted "strengthening functions at the field level" in the Japan's new medium-term policy on ODA in 2005, this evaluation has rather focused on the strategic framework for policy ("Relevance of policy objectives") and the appropriate implementation system for achieving aid objectives ("Appropriateness of policy processes"), to come up with recommendations for the CAP and its management in the future. The contents of the study are described below.

1. To examine the consistency of the framework for Japan's aid policy for Ghana (the CAP) with Japan's overall ODA policy, Ghana's development strategy and international initiatives;

2. To verify the implementation process of assistance in Japan (MOFA and the Japan International Cooperation Agency (JICA, including the former Japan Bank for International Cooperation) headquarters) and in Ghana (Japanese Embassy and JICA country office), on policy development, project formulation, implementation and monitoring, and dissemination of information and understanding on Japanese ODA to Ghana;
3. To examine the performance of the CAP in terms of inputs, the prospect of outputs and outcomes, and the extent of its contribution to the achievement of Ghana's national development strategy as well as international priority development agenda; and
4. To draw specific lessons and recommendations that would help revise aid policy and contribute to the effective and efficient implementation of assistance for Ghana

### **1-2 Scope of Evaluation**

This evaluation examines overall country-specific aid for Ghana including the CAP. The CAP was formulated in June 2000 and revised in September 2006, and is scheduled to be revised again in the Japanese fiscal year 2010. Accordingly, this evaluation covers all grant aid and loan aid projects as well as technical cooperation projects conducted between 2000 and August 2009, and examines the performance of policies embodied in the CAP. In addition to the bilateral cooperation, the Japanese multilateral cooperation for Ghana via international organizations is also included in the scope of the evaluation.

### **1-3 Framework for Evaluation**

Japan's assistance for Ghana has been comprehensively reviewed from three criteria: the strategic framework of the aid policy ("Relevance of policy objectives"); the appropriateness of the implementation system to achieve aid objectives ("Appropriateness of policy processes"); and the achievement of aid objectives through effective utilization of aid approaches ("Effectiveness of policy results"), based on the "ODA Evaluation Guidelines – Version 5" published by MOFA in February, 2009. A schematic chart was prepared to illustrate the relationship between objectives and measures of the assistance based on the CAP. Then, an evaluation framework was prepared to organize evaluation components, major evaluation questions, evaluation indicators, and information collection methods (information sources) in keeping with the schematic chart.

### **1-4 Evaluation Steps**

This study was conducted from June 2009 through March 2010. Having several review meetings with officials concerned from MOFA and JICA, the steps outlined below were followed in carrying out this study.

### 1. Evaluation Design

Under the guidance and supervision of the chief evaluator, the evaluation team consulted with the relevant departments and missions in MOFA and JICA to confirm the evaluation implementation plan with the evaluation framework, its work plan and schedule to be approved by the External Advisory Meeting on ODA Evaluation organized by MOFA.

### 2. Literature Review and Interviews in Japan

The evaluation team conducted information collection and analysis through literature review and interviews with relevant officials of MOFA and JICA based on the evaluation implementation plan.

### 3. Field Survey in Ghana

The team conducted a field survey from August 15-30, 2009 (a total of 16 days). In this survey, the team interviewed relevant organizations on the Japanese and Ghanaian sides, major development partners, and local organizations involved with Grassroots and Human Security Grant Aid projects, and also made site visits on some projects supported by the Japan's ODA.

### 4. Report Writing

The team analyzed the information obtained by the surveys in Japan and Ghana based on the MOFA's ODA Evaluation Guidelines, and prepared a report.

#### **1-5 Limitations of Evaluation**

In the study, the evaluation was carried out using the analysis of information obtained from the literature review and interviews of people involved in establishing and/or implementing policy in both Japan and Ghana. However, some materials were difficult to obtain due to the lengthy target period from 2000 to 2009. Also, the team was not able to visit all of the relevant organizations and target projects because of the briefness of the field survey period which was about two weeks.

## Chapter 2 Results of Evaluation

### 2-1 Overview of Evaluation Results

#### **1. Strategic framework of the aid policy (Relevance of policy objectives)**

The CAP is highly aligned with the Ghanaian government's national development strategy. Considering the changes in aid environment in Ghana and Japan's ODA situation in particular, the revised CAP conforms precisely to GPRS II and adopts a result-oriented approach in line with GPRS II. In order to achieve the GPRS II' goal of "Poverty Reduction through Economic Growth", the CAP selects two priority development agendas, i.e., "Accelerating Rural Development" and "Promoting Industrial Development", and establishes four "Strategic Objectives" consistent with GPRS II. Traditional aid areas and sectors are reorganized into "focal cooperation areas" under each Strategic Objective. Further, as an implementing measure, the CAP introduces a programme-approach to formulate and conduct multiple projects as a "Cooperation Programme" that shares expected outputs and goal to realize a Strategic Objective, envisaging interaction and synergy among the projects. The CAP also mentions regular review of projects and Cooperation Programmes.

On the other hand, the CAP is highly consistent with the ODA Charters and medium-term policies on ODA, and recognizes the importance of the TICAD process that is an important guideline for the Japan's aid to Africa. The CAP contributes to the realization of these policies. Furthermore, the CAP is designed with the same perspective on promoting programming and utilizing evaluations as advocated in MOFA's initiative titled "Examining and Improving ODA" since 2005. The CAP also considers the significance and content of the assistance to realize DAC New Development Strategy and the Millennium Development Goals (MDGs), and is thus highly compatible with key international agendas. The CAP lays out a policy of proactive and appropriate involvement in development partnership to effectively support the achievement of common issues in collaboration with other development partners.

The CAP does not specify its schedule leading up to the goals, budgeting, frameworks for Strategic Objectives and Cooperation Programmes, and monitoring methodology. Rather, in one section titled "Issues for Special Consideration on CAP implementation", the CAP makes remarks regarding the enhancement of predictability, reinforcement of policy dialogue, improvement of the implementation system and aid approaches, and active involvement in development partnership.

#### **2. Appropriateness of the implementation system to achieve the aid objectives (Appropriateness of policy processes)**

The process of revising the CAP began with the initiative of Japanese missions in Ghana, which faced changes in the aid environment, and subsequently proceeded in line with MOFA's efforts to

strengthen the Japan's ODA. The revision was finalized after several consultations with the Ghanaian government.

With the CAP revised in 2006, a country-based ODA Task Force (ODA-TF) was set up with the members of the Japanese Embassy and JICA country office in Ghana. The ODA-TF is made up of seven "sector teams" and a "comprehensive strategy and planning team". The staff has been increased and additional posts have been created both at the embassy and JICA country office. Moreover, the ODA-TF in Ghana devised a "Position Paper" for each sector in 2007 and updates every year. This serves to explain the CAP to internal and external parties concerned in Ghana. Thus, significant progress in strengthening the field level implementation system has been accomplished, and under the "sector teams", Cooperation Programmes and individual projects were efficiently formulated, ensuring consistency with the "focal cooperation areas". This seems to have resulted in the recent high approval rate of project proposals by MOFA in Tokyo. On the other hand, however, "sector teams" tend to concentrate on individual projects within "focal cooperation areas" relating to their assigned sectors, and thereby Cooperation Programmes and Strategic Objectives are not well observed because their scope is beyond the sectors and cross cutting—in other words, the comprehensive policy management with the CAP has not been satisfactory. Similarly, "Position Papers" re-organize the CAP by sector without referring to the frameworks of Strategic Objectives and also implementation measures to be taken that are spelled out in "Issues for special consideration on CAP implementation" of the CAP. In this respect, further efforts of concerned parties are expected.

Recently, bilateral policy dialogue with the Ministry of Finance and Economic Planning of Ghana (MOFEP) representing the Ghanaian government, mainly discusses issues on the request of project proposals. While MOFEP had high praise for the improvement in the efficiency of project approval process, some other line ministries and implementing agencies that were not engaged in the policy dialogue have expressed expectations for Japan to strengthen information sharing and substantive consultation. It is necessary for all players on the Japanese side to get together and reconfirm the purposes and significance of bilateral consultation to improve policy dialogue.

### **3. Achievement of aid objectives through effective utilization of aid approaches (Effectiveness of policy results)**

Japan's assistance to Ghana since 2000 has consisted primarily of grant aid and technical cooperation, with input averaging 4.7 billion yen a year. This exceeded the scale of aid stated in the CAP. The section below summarizes the achievements of the Strategic Objectives and the prospects of results to be produced.

#### Strategic Objective 1: “promotion of agricultural development”

Irrigated agriculture had been promoted and human resources in this sector had been developed for over a decade. However in recent years, there has been a shift of a focus to domestically-produced rice, and technical cooperation projects to promote rain-fed rice cultivation techniques and improve profitability are being carried out.

#### Strategic Objective 2: “improvement of basic social services in deprived areas”

Japan made a significant contribution in this area. Assistance has been implemented to improve the rural health, reduce the communicable diseases and increase the access to and quality of basic education. In the health sector, Japan was the first development partner to Upper West Province by supporting the expansion of Community-based Health Planning and Services (CHPS), and received high praise from the Ghanaian government and development partners. At the same time, in the education sector Japan primarily supported the implementation and institutionalization of in-service teachers training (INSET). The versatility of INSET was shown to be high in a pilot region, opening the way for the scale up of the approach nationwide in Ghana.

#### Strategic Objective 3: “private sector development”

Japan focused on helping develop the business friendly environment, including revitalizing small and medium-sized enterprises and economic infrastructure. In particular, in Cooperation Programmes to establish economic infrastructure, Japan’s aid supported the formulation of rural electrification plans and repaired arterial roads, thus helping upgrade the foundation for economic development.

#### Strategic Objective 4: “human resources development needed for the industrial sector”

Japan supported the development of a series of systems for technical and vocational education and training (TVET) from legal system to implementation. Accordingly, Japan’s contributions have gained a great recognition from the Ghanaian government and development partners.

As described above, efforts were made in each sector to coordinate multiple projects under each Strategic Objective, and positive results were produced through the long-term technical cooperation of Japan’s assistance. However, it is difficult to objectively measure or assume prospects in the achievement of outputs and outcomes because indicators are not fixed for the Strategic Objectives and Cooperation Programmes in the CAP.

## 2-2 Lessons Learnt from Evaluation

This section explains lessons learnt from the evaluation results.

### 1. Aid policy laid out in CAP

A. The CAP is highly consistent with Japan's overall ODA policy, Ghana's development strategy and international initiatives. It plays an important role as a basic document to guide project formulation and ensure the appropriateness of assistance.

The significance of the CAP is that it clearly articulates the alignment (conformity) to the Ghana's development strategy (GPRS II) through the following two points.

- The CAP adopted a strategic and result-oriented approach in line with GPRS II, unlike traditional aid approach; and
- In order to achieve the selected Development Agenda, the CAP established four Strategic Objectives and subordinate focal cooperation areas with the indication of priority, and in doing so, the consistency with GPRS II is presented in details.

Consequently, those engaged in assistance on the Japanese side were able to easily understand the role of Japan's Cooperation Programmes and individual projects through focal cooperation areas vis-à-vis Ghana's development strategy, and thus the relevance of their cooperation activities. Eventually, they have been prepared to concentrate on project formation by confirming relevant focal cooperation area(s). Furthermore, a shared awareness of objectives and the sense of collaboration have been fostered among Japanese parties, creating the enable environment to promote coordination among projects and aid schemes in Cooperation Programme(s) under a Strategic Objective. This is the most significant achievement of the revised CAP.

The CAP's close alignment to the Ghana's development strategy is not something that can be done overnight. Three years before the revised CAP was completed in September 2006, the introduction of the Poverty Reduction Strategy Papers (PRSP) process changed the Ghana's development approach, which also influenced the development partners' initiatives to a great degree with the introduction of general budget support and the progress in aid coordination. The aid environment surrounding Japan also changed significantly around this time; for example, Japan's loan aid cooperation was suspended. The Japanese missions in Ghana vigorously argued for the need to review the Japan's assistance, and the revision of the CAP was initiated by the field missions. Sector analysis and basic studies were carried out by local consultants, and in June 2005, the outline of the revised CAP was prepared in consultation with concerned parties in the Ghanaian government. Subsequently, the missions continued to examine the alignment with the Ghanaian government strategy to come up with papers on "Strategic Objectives" and "cooperation matrix" to be attached to the CAP. On the other hand in Japan, MOFA was discussing ways to improve the strategic nature



of Japan's Country Assistance Programmes by organizing "Board on Comprehensive ODA Strategy (BOCA)". It is especially noteworthy that the trend towards the review of Japan's ODA was gathering momentum in both sides and that the substantial work of the CAP's revision was led by the field missions.

## **2. Implementation system for CAP**

B. Filed level functions have been highly enhanced and strengthened by the efforts of the ODA-TF such as the introduction of "sector teams" and "Position Papers" in Ghana, and the project formulation process has become much more efficient. It is now required that the results indicators of Strategic Objectives and Cooperation Programmes should be clarified to monitor the progress and achievement of the CAP in order to get useful feedback to improve policy development and project formulation to support the Ghanaian government.

After the CAP was revised in 2006, significant progress has been made in strengthening the ODA-TF in Ghana, and the formulation and implementation of projects have been conducted far more efficiently. Specifically, each sector team made up of embassy staff and JICA country office staff conducts the formulation and implementation of projects in the respective sector, and also holds consultations with counterparts of the Ghanaian government as well as the development partners. Organization of the sector teams basically corresponds to those of focal cooperation areas in the CAP and Japan and Ghana's ministerial and governmental agencies. In conjunction with this organizational set-up, Position Papers were devised by reorganizing the Japan's aid policy in the CAP with ongoing and planned Cooperation Programmes and projects for each sector. These Position Papers are utilized as tools for project formulation. At the time in 2006, the Ghanaian government had been concerned about the low approval rate of project proposals. However, since 2007, the method has been changed in a way that project proposals are scrutinized and selected through consultations in relevant sectors between the Japanese and Ghanaian sides before the high-level policy dialogue with MOFEP representing the Ghanaian government. Recently the approval rate has reached nearly 100%.

However, the activity of sector teams and the scope of Position Papers tend to be restricted to related focal cooperation areas, and there has not been much progress in establishing implementation strategies to achieve the development agenda—i.e., creating measures to realize Cooperation Programmes encompassing multiple sectors and Strategic Objectives integrating the Cooperation Programmes. Moreover, the efforts to develop the specific methods to derive and promote coordination between projects and aid schemes within a Cooperation Programme for their synergistic effects are still in the trial-and-error stage. Accordingly, the issue to be addressed would be the development of implementation strategy for aid with a result-oriented approach.

At the same time, the CAP states that, as one issue for Japan's assistance, "it is necessary to establish mechanisms to measure the impacts of Japan's assistance based on the results of the assessment surveys and also to provide feedback to help formulate future projects." However, up until now, the progress and achievement of Strategic Objectives stipulated in the CAP have not been monitored without result indicators. The Position Papers, which are updated every year, explain the Cooperation Programmes to be carried out in the next fiscal year and the next three to five years in the particular sector, as well as the plans for individual projects, but they don't refer to the prospects for achieving the outputs and outcomes of Cooperation Programmes. While the results of individual technical cooperation projects could be obtained, there is no mechanism yet for verifying the synergetic effects of each input and the outputs of Cooperation Programmes. This is because the CAP itself only gives a broad outline of the direction of Japan's aid without specifying the precise target period and input volume. It mentions the need for a system to measure the assistance, but only touches on it in the "Issues for Special Consideration on CAP Implementation" section without providing specific measures. The Cooperation Matrix shown in Appendix 3 of the CAP presents Japan's focal cooperation areas with reference to the output indicators for each issue in GPRS II, however, the matrix was devised as a tool for selecting assistance areas, not for monitoring the CAP.

The efforts to reinforce programming to achieve a result-oriented assistance that have been underway in Ghana are premised on the coordination between projects and various aid schemes. Thus, it is urgent to develop a mechanism to verify the effects of the coordination and the outputs of Cooperation Programmes and Strategic Objectives.

C. It is essential that common understanding on Cooperation Programme is formed among the Japanese stakeholders, i.e., MOFA, JICA headquarters and the ODA TF at the field level, for the effective and efficient implementation of assistance to achieve the aid objectives.

The CAP states that the formulation and implementation of Cooperation Programmes under Strategic Objectives is the specific method to achieve the priority development agenda. The CAP explains that Cooperation Programmes are to consist of projects grouped together for their synergistic effects that are intended to achieve the priority development agenda, and that they were formed to proactively capitalize on the synergistic effects of each input. It is observed that MOFA, JICA headquarters and the ODA-TF in Ghana do not share ideas of the clear concept of Cooperation Programmes. For the Japanese side engaged in implementation, Cooperation Programmes are still in the process of formation, and officers in charge at the field level are learning what works and what doesn't through practices while JICA headquarters are undertaking the design for Cooperation Programmes.

When the work began on revising the CAP, the debate over programming had just taken off. Those

involved in the revision pointed out that there seemed to be no shared understanding of “programmes” among them, including MOFA and JICA headquarters, and Japan’s policies and definitions regarding “programmes” had not been specified. Yet the programming trend could not be ignored, and Cooperation Programmes were introduced to the CAP. The programming work was started off by grouping multiple projects by sector in Ghana. Thereafter, JICA continued its discussion on “programmes”, and today it is considered to be important for the “Cooperation Programmes” to have clear objectives and scenarios for the focal assistance areas, based on Japan’s aid principle of “selection and concentration”.

As far as “programme summary table” is concerned, which was prepared until 2008 to explain a Cooperation Programme as part of project proposal, programme purpose, objectives and specific outputs were not necessarily consistent, and monitoring was not conducted in accordance with specific outputs as a programme. Rather, only individual projects have been monitored and evaluated. Lacking strategic consistency among projects, Cooperation Programme does not work or cannot be evaluated in its entirety. Since 2009, the brief description of Cooperation Programme is presented in “Program Summary” column in the Japan’s ODA Rolling Plan for Ghana, which is accessible over the Internet. It is essential to apply appropriate tools such as programme document consolidating the basic components and result indicators of a programme in order for all concerned parties to understand and share the overall picture and vision of the programme.

D. For policy dialogue, the Ghanaian government rates the consultation process on project proposals as high, due to the improved smoothness and efficiency. Nevertheless, some line ministries and implementing agencies that did not participate in the high-level policy dialogue have expressed expectations for more information sharing and substantive consultation. It is required to further enhance and improve the policy dialogue.

With regard to the consultation process for project proposals since 2007, first sector officers in the ODA TF hold consultations with their counterparts of the Ghanaian government to scrutinize and select project proposals. Then high-level policy dialogue with MOFEP representing the Ghanaian government is organized to confirm them. The consultation process is regarded to have become much more efficient than before and the Ghanaian government has praised the process highly. At the same time, however, the field survey team of this evaluation study found that some line ministries and government agencies other than MOFEP may not have been provided with adequate information on Japan’s overall aid policy beyond individual projects. Some ministries and agencies requested that policy consultation covering more issues than just individual project formulation be held proactively, even showing examples of other development partners, while others gave opinions and made requests on the procedures of Japanese aid schemes, such as grant aid and training in Japan, or suggested that the Ghanaian side should be involved more directly in project formulation

and implementation of technical cooperation projects. This indicated that there would be a need for improvement in the modality of policy dialogues.

The CAP points out one challenge for Japan's aid, "as a result of the fact that the discussions in the policy dialogues have largely focused on the formulation of individual projects, the both parties tend to have weak awareness of how such projects should be positioned in a sector-wide perspective or in the context of the overall development strategy." Therefore, instead of limiting bilateral dialogue to just operational discussions with sector level officers in charge, rather it would be essential to reinforce the efforts to hold policy dialogues which would involve higher level government officials and also could lead to the review and revision of overall Japan's aid policy.

### **3. Japan's Comparative Advantage**

E. Japan's long-term assistance has contributed to Ghana's process of achieving development goals, taking the Japanese advantage of emphasizing hands-on approach on the fields level in areas such as in-service teachers training, technical and vocational education and training, and community based health planning and services in the Northern region, where other development partners didn't make intervention.

The CAP explains the distinct features of Japan's aid as (1) emphasis on the process support and human resource development, (2) support to the steady implementation with an emphasis on the fields, (3) synergy created by the combination of various aid instruments, (4) support to infrastructure and private sector development, and (5) collaboration with other development partners for achieving common goals from a medium-term perspective. Those involved on the Japan side do not anticipate any major changes in these comparative advantages. Moreover, the field survey of this evaluation witnessed the Ghanaian government and other development partners praised the hands-on approach in the fields as a major Japan's strength. The assistance for "Program on Support of Improvement in Basic Education" and "Program on Support of Human Resources Development needed for Industrial Sector" are examples of long-term, ongoing aid capitalizing on Japan's advantages that has contributed to the process of achieving Ghana's development strategies.

#### **Program on Support of Improvement in Basic Education**

Ghana's Ministry of Education promotes In-Service Training (INSET) as an important measure to improve the quality of education. With the aim of improving the leadership capacity of math and science teachers, Japan proposed the INSET model at pilot schools through a series of projects, primarily technical cooperation projects, since 2000. This method has proved to be very versatile. This INSET model began to be expanded nationwide in 2009 under Japan's assistance. Any specific indicators showing the effects of this assistance are not available, but

the Ghanaian government officials highly praised Japan's contribution in promoting INSET as well as the effectiveness of the hands-on approach, which emphasized the direct technical instruction for Ghanaian teachers.

Japan also provided assistance to improve access to education through school construction using "Grant Aid for Community Empowerment and Grant Assistance for Grass-roots Human Security Projects", and dispatched Japan Overseas Cooperation Volunteers (JOCV) as teachers to middle schools, high schools, teacher training schools and county education offices.

In this way, the Program on Support of Improvement in Basic Education continued to carry out initiatives expected to generate synergistic effects from the policy level to the field level by utilizing various aid schemes such as technical cooperation, grant aid including grant assistance for grass-roots projects, and JOCV.

#### **Program on Support of Human Resource Development needed for Industrial Sector**

Assistance for Technical and Vocational Education and Training (TVET) began with the Development Study on the Development of Technical Education Plan for Ghana in 2000. Experts were subsequently dispatched, and currently the Technical Cooperation on Technical and Vocational Education and Training (TVET) Support is being implemented to help improve the education system and the administrative capacity in the vocational training field. "A Master Plan to Strengthen Technical Education" was established in the 2000 development study, compiling recommendations on the introduction of a national Competency-based Training (CBT) and a CBT module at polytechnics. Based on these development study results, Japan has been providing assistance for the range of system development in the Ghana's human resource development for the industrial sector, ranging from legal systems for human resource development in Ghana's industrial sector to systems promoting implementation, such as the establishment of a TVET Law and the Council for TVET (COTVET) Law and the formation of a technical committee to prepare for the establishment of COTVET. These contributions by Japan received high recognition among the Ghanaian government and development partners. In recent years, the direction of aid for promoting TVET has come under scrutiny as the aid environment changes with the involvement of other development partners in this area and the difficulties experienced by the Japanese side in acquiring adequate human resources as the process advances.

Japan's long-term aid is underpinned by the work that a series of policy advisers dispatched to the Ministry of Education of Ghana since 2000 have done in devising and promoting aid strategies encompassing the basic education sector and vocational education and training sector, extending beyond the framework of individual projects. However, in terms of their positioning in Japan's policy,

the relationship between the individual projects comprising the “Program on Support of Improvement in Basic Education” and the “Program on Support of Human Resource Development needed for Industrial Sector” and the priority development agendas (I. Accelerating Rural Development, and II. Promoting Industrial Development) has been changing since the CAP was revised in 2006, making their roles indecisive. Thus, although highly praised as individual projects, it was difficult to verify and evaluate the output and outcome achieved through the results-oriented approach—a difficulty that was compounded by the lack of indicators to measure the achievement of programme objectives.

Japan was the first development partner to provide assistance in Upper West region in Ghana, an impoverished area with limited access to health care, with its recent “Program for the Improvement of the Health Status of People Living in Upper West Region”. Japan has demonstrated its advantage in the health sector with this programme. Assistance to improve Community Based Health Planning and Services (CHPS) through community health officers in this region has become a symbol of the Japan brand, for its effectiveness in strengthening capacities of community health system through field level training, and earned recognition and praise from the Ghanaian government and other development partners.

#### **4. Involvement in development partnership**

F. Both development partners and the Ghanaian government have made progress in establishing development partnership to promote development partnership, and there is a growing need for Japan’s involvement in aid collaboration and harmonization. Various aid modalities such as general budget support, sector budget support and project-type support are expected to be utilized strategically to ensure aid effectiveness, although the augment of the implementation system including human resources is necessary in order to balance project-type assistance with proactive and efficient involvement in development partnership.

The Ghana Joint Assistance Strategy (G-JAS) was established in 2007 by major development partners including Japan, and the strategies and commitments for aid collaboration and harmonization as well as the monitoring review system have been devised to achieve GPRS II. At the same time, in 2008, the Ghanaian government began devising Ghana Aid Policy, which lays out the government’s policy stance on aid, and is finalizing the draft in 2009. In this process, Japan participated in Multi-Donor Budget Support (MDBS) from 2007, being increasingly involved in coordination. In order to strategically utilize various aid modalities such as MDBS, sector budget support and project type support to implement effective assistance, it is now required for Japan to consider measures commensurate with the Japanese capacity, namely implementation system including human resources and aid approaches.

Japan had been the top donor on par with the World Bank until 2000, when it provided loan aid cooperation to Ghana. However, currently the UK and the Netherlands are the major bilateral donors and Japan's aid is on the fifth or sixth. As a member of the development partner group, the ODA-TF participates in aid coordination along with the sector team system. Sector officers of each team follow discussions in development partners meetings as well as donor meetings, such as monthly meetings, annual meetings and workshops, etc., at the sector level and continue efforts to disseminate information on Japan's assistance, such as Cooperation Programmes and individual projects. While some development partners and the Ghanaian government view Japan's statements and attitude as reserved, Japan's efforts have been well recognized. Particularly, in sectors like education in which Japan has provided long-term assistance and Ghanaian staff hired at the JICA country office as local consultants or employees have been nurtured, Japan's activities are well-known through their statements based on a deep understanding of Japan's assistance. Currently, the 2009 mid-term review is being implemented under G-JAS, and development partners are carrying out self-evaluations as well as peer reviews (Japan and Germany review USAID, and the World Bank and Switzerland review Japan). Regardless of the scale of assistance, Japan might have to take a lead in sector groups in the future. However, some ODA-TF members feel that it is difficult to balance project-type assistance with proactive aid coordination with the current implementation system and capacity of the ODA-TF. For that, it would be needed to secure the human resources, specifically policy adviser-type experts with relevant expertise, experience and knowledge.

On the other hand, there have been new developments with MDBS. The World Bank retreated from the MDBS process in 2009, and provides 300 million USD in budget support through its own programme. Likewise, the International Monetary Fund (IMF) has authorized an approximately 600 million USD loan to address the economic crisis in 2009. Moreover, a report released by the UK think tank Overseas Development Institute (ODI) in 2007 stated that there had not been enough evidence to satisfactorily prove the effectiveness of MDBS. In interviews of the field survey, some development partners criticized the slowness of the budget execution process (expenditures are for the following year, based on the assessment of the actual budget in the previous year), the tendency for MDBS to discuss on the sector issues even though it is expected to be a forum to deal with macro issues, and the potential increase in transaction costs on the development partner side. In addition, the perspectives of MOFEP and other ministries are not monolithic within the Ghanaian government, and some expressed the preference of the financial assistance to the sector budget support or common basket support. Furthermore, given that oil revenue is expected to come off in near future and that MDBS is provided in relatively low amounts, some MDBS partners are skeptical about whether the Ghanaian government could keep its motivation to maintain MDBS as the financial and institutional superiority of MDBS declines.

The ODA-TF sees participation in MDDBS as a channel through which Japan can provide policy recommendations. By bringing experiences and lessons learnt from the field level up to the attention of the central policy dialogue and influencing the decisions in selecting indicators for the national policy review in Japan's assisting sectors, Japan expects that the Ghanaian government would place increased priority and commitment on the areas of Japan's assistance which would enhance Japan's ODA achievement. Above all, Japan sees that MDDBS is a useful forum to demonstrate the effects of project-type aid emphasizing on the field activities. However, this Japan's perspective differs from that of some development partners who see MDDBS as a forum to address cross-sectoral issues, not the sector specific issues



## Chapter 3 Recommendations

In this chapter, the evaluation team will provide “Recommendations for Revision of Country Assistance Programme for Ghana”, “Recommendations for Improvement of ODA Implementation System in Ghana” and “Recommendations for Effective and Efficient Implementation of Japan’s ODA” in all countries. These recommendations are based on the lessons learnt from this evaluation.

### 3-1 Recommendations for Revision of County Assistance Programme for Ghana

(1) Reconfirming the purpose and role of “focal cooperation areas” in CAP with result-oriented approach.

The revised CAP in 2006 adopts a result-oriented approach in line with GPRS II, which clearly lays out the purpose of the assistance as “priority development agenda” and the process to achieve the purpose (forming the projects and Cooperation Programmes under the Strategic Objectives). The CAP presents a policy structure that positions conventional assistance sectors as prioritized assistance areas (“focal cooperation areas”) for Strategic Objectives, and considers alignment with GPRS II as the most important issue. Thereby, the CAP as a policy document provides a strong basis for the relevance and appropriateness of Japan’s assistance both domestically and internationally. This is a major accomplishment of the revision in 2006 and should be the fundamental required in future CAP as well.

The focal cooperation areas described in Appendix 1 of the CAP lists priorities for each area, such as “◎ priority cooperation areas and ○ areas in which Japan should be involved. The sector teams in ODA-TF set up to address the focal cooperation areas have been carrying out project formulation in accordance with these priorities. As a result, when forming projects, the emphasis tended to be placed on how to create individual projects fit to the focal cooperation areas rather than on achieving Strategic Objectives, and this eventually weakened the efforts to pursue realization of Cooperation Programmes and then Strategic Objectives that the CAP originally aimed for. While Cooperation Programmes under Strategic Objectives have been occasionally reorganized - division and integration - and the roles of individual projects have been revised and changed, it is difficult to assess how these revisions and changes could contribute to the enhancement of the result-oriented approach or attainment of the aid goals, or how changing positions of projects at the policy level could influence on the implementation of Cooperation Programmes and individual projects. These would be also attributable to the absence of indicators to assess the achievement of the Strategic Objectives and Cooperation Programmes. Accordingly, it would be worthwhile to reexamine the

extent to which the CAP should stipulate detailed focal cooperation areas.

The objectives and areas of Japan's cooperation should likely be reviewed in the next revision of the CAP for Ghana, planned in 2010 and thereafter. MOFA in Tokyo and the field missions must reach a consensus on the significance and role of the focal cooperation areas described in the appendices of the current CAP and the room for revisions.

(2) Participating more actively in development partnership, considering changes in the aid environment

Aid coordination in Ghana is at a turning point given the uncertainty over the prospects for MDBS. Since major development partners and the Ghanaian government are making efforts to reinforce the aid coordination system, it is expected for Japan to proceed more actively in development partnership, through considering the possibility of sector budget support as well as MDBS and of taking the leading role in sector(s) in which Japan enjoys a comparative advantage.

Development partnership is only mentioned in "Issues for Special Consideration on CAP Implementation" of the CAP. It would be desirable that the next CAP could elaborate "what" (the aid objective and target), "how" aid will be given (aid approaches), and describe the aim and measures for utilizing aid coordination. In addition, the results of the 2009 G-JAS mid-term review, being implemented during this evaluation study period, should be taken into consideration.

(3) Incorporating guidelines for the formulation and monitoring of Cooperation Programmes in the CAP, based on experiences and knowledge gained by the ODA-TF in Ghana

The result-oriented approach through Cooperation Programmes was premised on collaboration between projects and aid schemes, and to achieve this it is essential that those involved on the Japan side have a shared understanding of the Cooperation Programmes, and that a mechanism be devised to effectively promote formulation and collaboration.

Thus, it is recommended that performance guidelines for Cooperation Programmes rooted in the local knowledge based on experiences in Ghana be incorporated in the CAP.

### 3-2 Recommendations for Improvement of ODA Implementation System in Ghana

(1) Mobilizing the comprehensive strategy and planning team of the ODA TF to develop a result-oriented implementation system, in which the scope of sector teams' activities and Position Papers would expand to cover the implementation and management of Cooperation Programmes and Strategic Objectives

It is recommended to consider the revitalization of the comprehensive strategy and planning team of the ODA-TF in Ghana, which is currently inactive, to be utilized as a coordinating body, in order to expand the scope of sector team activities and Position Papers from individual projects corresponding to focal cooperation areas to Cooperation Programmes ranging across multiple sectors and Strategic Objectives consolidating Cooperation Programmes by promoting coordination between projects and aid schemes.

In terms of Position Papers, it would be beneficial to consider some modification by adding the review and assessment of aid performance and relevant consideration regarding "Issues for Special Consideration on CAP Implementation" emphasized in the CAP, given that they are effectively utilized at the field level to amplify the contents of the CAP into the sector specific activities. In this way, Position Papers would become a useful tool to facilitate the improvement of implementation system and aid approaches.

Moreover, as documents explaining the Cooperation Programmes have been simplified recently, it is desirable to devise a tool such as programme document, led by the field missions, as a communication tool to reinforce common understanding on the overall picture and vision of Cooperation Programmes among those involved in the assistance.

(2) Conducting bilateral consultation on the overall aid policy, not just working-level talks by officers in charge of each sector, to enhance and improve the quality of policy dialogue

In order to deliver the Japan's aid policy and its objectives sufficiently to line ministries, government agencies, and high level government officials in Ghana who do not participate in the bilateral dialogues, while maintaining the current efficient procedures to process project proposals, it would be effective to utilize the CAP and Position Papers in consultations on project proposals with the ministries and government agencies to create opportunities for exchanging views on Japan's aid policies and focal cooperation areas in the CAP. In addition, it would be worth considering calling MOFEP, the National Development Planning Committee and other major ministries together to discuss overall aid policy across sectors annually or every two years.

In particular, on the occasions of preparatory studies to formulate new programmes and projects, mid-term and final evaluations, steps should be taken to promote higher degree of participation by the Ghanaian government to deepen understanding of Japan's aid schemes and procedures, while also raise their sense of ownership. Evaluation results such as ex-post evaluations should be utilized more for the revision of the project design and formulation of subsequent projects particularly in fields in which Japan has provided assistance over the long term.

(3) Reinforcing the organizational capacity to promote the accumulation, sharing and utilization of information and knowledge among the ODA TF, JICA headquarters and MOFA.

To further improve the accumulation, sharing and utilization of information and knowledge, the results of evaluations and surveys should be promptly disclosed, and be used for the project formulation as well as the policy review. Moreover, record keeping on policy dialogues should be strengthened to promote programming and result-oriented approach. In particular, Japanese staffs dispatched to Ghana are being replaced every one to three years, so it is absolutely essential that management of information be improved by promoting the pooling and sharing of information, not depending on the personal qualities.

Since local staff at the JICA Ghana office have been active in aid coordination and project implementation and management, it would be worthwhile to reconsider having this staff participate in the ODA-TF and sector team meetings and take on a more active role as essential actors in disseminating Japan's assistance message and information.

### **3-3 Recommendations for Effective and Efficient Implementation of Japan's ODA**

(1) Establishing monitoring guidelines of CAPs and a mechanism whereby cooperation areas and approaches can be reviewed and revised flexibly at the field level:

Introduction of mid-term review of CAP at the country/field level

While MOFA continues to hold active discussions on strengthening the strategic nature of Japan's ODA and approaches for CAPs, results from this evaluation study illustrate that there is the lack of guidelines for policy management, namely monitoring, and for clear division of responsibilities for policy management between MOFA and the country based ODA TF. This seems to have led to the current situation where monitoring has yet to be conducted by either side. Moreover, even though the CAP has a result-oriented approach and spells out specifically and exhaustively from the overall purpose to the concrete assistance areas, focal cooperation areas, it is difficult to evaluate the CAP's achievement. In addition, the ODA-TF takes the focal cooperation areas set in such detail as a

given strategy, and as a result activities have been focused on how to ensure individual projects to be fit into focal cooperation areas, and initiatives to realize and implement the Strategic Objectives and Cooperation Programmes that are originally intended in the CAP have been limited.

During the time when the CAP was under revision, it was thought that CAP was in nature to provide qualitative framework without specific target periods, inputs, or indicators, that it would be important to ensure that the basic objectives and the focal cooperation areas of assistance reflect the situations on the ground, and that the contents of assistance conform to the objectives. However, MOFA's current ODA evaluation guidelines direct that the aid policy evaluation is intended to "examine the extent to which the initial objectives have been achieved, and examine the extent to which effects have been generated, looking at the process from inputs, outputs to outcomes". It is therefore essential to develop guidelines to assess the progress and achievements made with the objectives stipulated in the CAP.

Given that the CAP for Ghana is carefully elaborated with a prime focus on the alignment with the government development strategy, it would be appropriate to introduce a system, like a mid-term review of the CAP, at the field level through which the implementation process such as selection of priority areas or approaches could be adopted with certain flexibility by the field missions. For this, it is essential to identify the priority assessment points of the CAP in view of policy management. In regard to the adoption of an ODA review by the ODA TF, the new Medium-Term Policy on ODA states, as one of specific initiatives to strengthen functions at the field level, that "ODA-TFs will review whether the intended goals and purposes of Japan's aid to recipient countries have been achieved, whether the direction of assistance was appropriate, whether prioritization of sectors and issues was effective, and whether the points to be borne in mind in the implementation of aid were properly dealt with. Based on these reviews, ODA-TFs will seek appropriate improvements through participation in the formation and revision of Country Assistance Programs and policies on priority issues and sectors." It is expected this initiative is to be materialized promptly.

(2) Promoting the mutual understanding of Cooperation Programmes among those involved, including the Ministry of Foreign Affairs, JICA headquarters and field offices, and diplomatic establishments abroad, in order to improve the strategic nature of the Cooperation Programmes.

While initiatives to strengthen programming of Japan's assistance are currently underway for many recipient countries, not just Ghana, this evaluation study confirmed that those involved on the Japan side, including MOFA, JICA headquarters and field office, and embassy, did not share the same understanding of the Cooperation Programmes. It is essential to urgently develop guidelines for a

Cooperation Programme framework including objectives, contents, and implementation measures, if Cooperation Programmes are to be positioned as the connecting tools between the strategic policy structure illustrated in the CAP and the collection of individual projects carried out in the field. This needs to be done through clarifying division of responsibilities between the policy making organization - MOFA and the implementing organization - JICA, and integrating requests from both sides. Upon the establishment of shared understanding, “improving the strategic nature of Cooperation Programmes” would bring benefits in substance and make it possible to provide more effective and efficient aid.

END