

*Commissioned by the Ministry of Foreign Affairs,
The Government of Japan*

Evaluation Study
on
Japan's ODA to the Education Sector in Ghana

- Summary Report -

March 2004

Earth & Human Corporation

Foreword

This report is a summary of the “Evaluation Study on Japan’s ODA to the Education Sector in Ghana” conducted by Earth and Human Cooperation Inc., commissioned by the Minister of Foreign Affairs of Japan in 2003.

Under the concept of “human resource development providing the foundation of national development,” the Japanese government announced the Basic Education for Growth Initiative (BEGIN), and declared its new policy of assistance in the field of education in June 2002. Ghana had been occupying an important position as a base for Japan’s cooperation in Africa and the country had shown great progress in taking a sector wide approach (SWAP) in planning and implementing foreign assistance and in particular, a sector wide approach involving all development partners in the education sector began on a full scale in May 2003.

With such developments in the policy of Japanese government and in the education sector of Ghana, this evaluation study aims to understand Japan’s ODA in the education sector in Ghana on the program level, to evaluate it generally and comprehensively, and to obtain lessons and recommendations for more effective and efficient implementation of Japan’s cooperation. It is also aimed to fulfill the Ministry of Foreign Affairs’ accountability to the nation.

For this evaluation study, the following scholars took part in the whole process from the examination of evaluation methods, to field research and compilation of the report. They gave us valuable opinions and advices based on their specializations. We would like to express our sincere gratitude to them.

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For the implementation of this evaluation study, guidance and cooperation were extended by officers in the Evaluation Unit of Research and Programming Division, Economic Cooperation Bureau and other divisions of the Ministry of Foreign Affairs, and the Japan International Cooperation Agency (JICA). In Ghana, great help was given to the Evaluation Study Team by the Japanese Embassy in Ghana, JICA Ghana Office, persons engaged in Japan’s ODA projects, concerned departments of the government of Ghana, and other donor agencies. We would like to extend our greatest appreciation to all.

The report was prepared by and is entirely of the responsibility of Earth and Human Corporation. The content does not always reflect the opinions or views of the Japanese government or the Ministry of Foreign Affairs.

March 2004

Yoshio FUKAI, CEO
Earth and Human Corporation



Map of Administrative Regions of Ghana

Abbreviations

ADEA	Association for the Development of Education in Africa
BECE	Basic Education Certificate Examination
BEGIN	Basic Education for Growth Initiative
BESIP	Basic Education Sector Improvement Program
CRT	Criterion Reference Testing
DFID	Department for International Development
EFA	Education for All
ESP	Education Strategic Plan
ESPRR	Education Sector Policy Review Report
ESR	Education Sector Review
ESSP	Education Sector Support Programme
EU	European Union
fCUBE	Free Compulsory Universal Basic Education
FTI	Fast Track Initiative
GES	Ghana Education Service
GPRS	Ghana Poverty Reduction Strategy
GTZ	Gesellschaft für Technische Zusammenarbeit
HIPC	Heavily Indebted Poor Country
ICCES	Integrated Community Center for Employable Skills
INSET	In-Service Training
JICA	Japan International Cooperation Agency
JSS	Junior Secondary School
KfW	Kreditanstalt für Wiederaufbau
MDBS	Multi-Donor Budgetary Support
MDGs	Millennium Development Goals
MMDE	Ministry of Manpower Development and Employment
MOEYS	Ministry of Education, Youth and Sports
MOF	Ministry of Finance and Economic Planning
MTEF	Medium Term Expenditure Framework
NACVET	National Coordination Committee for Technical and Vocational Education and Training
NCTE	National Council for Tertiary Education
NVTI	National Vocational Training Institute
PRSC	Poverty Reduction Strategy Credit
PRSP	Poverty Reduction Strategy Paper
SMC	School Management Committee
SSS	Senior Secondary School
SSSCE	Senior Secondary School Certificate Examination
SWAP	Sector Wide Approach
TTC	Teacher Training College
TVET	Technical and Vocational Education and Training
USAID	US agency for International Development

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SUMMARY

1 Outline of the Evaluation Study

1-1 Objectives of the Evaluation Study and Procedures

This evaluation study aims to understand Japan's cooperation in the education sector in Ghana objectively, evaluate it generally and comprehensively, and obtain lessons and recommendations for more effective and efficient implementation of cooperation. It is also aimed to fulfill public accountability to Japanese people. This evaluation study comprises four stages namely 1) planning, 2) research in Japan, 3) research in Ghana (November 24 - December 4, 2003), and 4) analysis and report. The study period extended over 7 months from August 2003 to March 2004.

1-2 Methods of Evaluation Study

The evaluation study covered following seven projects (including one reference project) implemented in the education sector in Ghana during the target period (from 1998 Japanese fiscal year to the first half of 2003 Japanese fiscal year).

- ① Technical Cooperation Project "Ghana-Japan Improvement of Educational Achievement in Science, Technology and Mathematics in Basic Education: STM project"
 - ② Training Programs in Japan
 - ③ JICA Youth Invitation Program from Africa
 - ④ Sending Policy-Advisor Type Experts to the Ministry of Education of Ghana
 - ⑤ Japan Overseas Cooperation Volunteer (JOCV)
 - ⑥ Development Studies "Research Survey on the Development of a Technical Education Plan in Ghana."
 - ⑦ Grant Assistance for Grassroots Projects
- <As a reference> Non-project Grant Aid for Countervalue Fund

This evaluation study is intended to evaluate Japan's ODA in the education sector as a set, therefore, it is considered a Sector Evaluation at the program level. Until now, Japan's ODA in the education sector in Ghana has not been implemented in the program level. Therefore, at the beginning of this evaluation, an Objective tree (Chart 2) was prepared as the basic tool for evaluation to examine with what purposes the target projects were conducted and how they were interrelated.

Based on the ODA Evaluation Guidelines published by the Ministry of Foreign Affairs of Japan, the “Evaluation Framework” was prepared and used for the evaluation study. The evaluation framework adopted three viewpoints of “objective,” “process,” and “result,” and for each of them “Evaluation Items,” “Evaluation Contents and Indicators,” “Main Means of Obtaining Information,” and “Major Sources of Information,” were established.

2 General Situation of Ghana

Ghana is situated in the western part of Africa. The southern part of the country belongs to the tropical rain forest zone with abundant rainfall and fertile soil for farming, while the northern and southern coastal regions are located in the savanna and is not well suited for farming compared to the south. It has a population of 20.1 million (2002), the majority of whom is concentrated in the southern region. About a third of the population live in cities. Socio-economic gaps between north and south, and between urban and rural areas are great. Ghana was the first independent nation in sub-Saharan Africa, and it has been enjoying political stability in recent years. Right after gaining its independence, Ghana’s economy developed favorably, but it fell sharply after the latter half of 1970s due partially to the fall of cacao prices in the international market. It having to resort to the IMF Structuring Adjustment finance in 1983. Since then, the economy showed a mild recovery, and continued to make relatively stable growth until the early 1990s. Due to the slow growth in the national industry, the country has been faced with structural economic problems including high rate inflation, excessive foreign debts, and currency devaluation. Finally in 2001, the Government of Ghana (GOG) applied for the Enhanced Heavily Indebted Poor Countries (HIPC) Initiative.

Since its independence, Ghana has been placing importance on the friendly relations with neighboring countries. In particular, the country has been playing a leading role in maintaining peace and stability in the western Africa region, and has been strengthening its position as a regional economic center.

The GOG formulated series of national development plans, namely the “National Long Term Development Plan: Ghana Vision 2020” in 1995, Interim Poverty Reduction Strategy Paper (I-PRSP) in 2000, and the Final Ghana Poverty Reduction Strategy (GPRS) in 2003. The national goal laid in these development plans is “the creational wealth through economic growth and poverty reduction through its equal distribution.” Beginning in January 2004, a new financial and administrative system has been in place that integrates the national plan (GPRS), the national financial plan (Medium-term Expenditure Framework, MTEF), and the action plans and budgetary

plans of the ministries (Sector Wide Approach: SWAP). To support this new system, a new foreign aid modality called the Multi-Donor Budgetary Support System (MDBS) started functioning.

3 Situation of the Education Sector in Ghana

3-1 Policies, Institution and Finance

In 1961, the Basic Education Act was enacted and the education system started to develop. However, from the late 1970s to the late 1980s, the quality of education deteriorated due to economic failure. In 1987, educational reform was implemented to promote efficiency in education, and the current school education system of 6-3-3 years was introduced, and emphasis shifted from academic to practical orientation. After the World Conference on Education for All in 1990, Ghana revised its Constitution to achieve this international educational goal. The revised Constitution stated that basic education (primary and junior secondary schools) would become compulsory and be provided free of charge, and this article was enforced with the Free Compulsory Universal Basic Education program (fCUBE) in 1996. As for higher education reform, the White Paper: Reforms to the Tertiary Education System was proposed in 1991 and efforts have been made to extend access to tertiary education.

The Dakar Framework of Action announced in the World Education Forum in 2000, the regime change in 2001, and World Bank's Fast Track Initiative (FTI) in 2002 and other changes both inside and outside the country prompted the two sector reviews by the government in 2002, which accelerated a sector wide approach to education. In 2003, the Education Strategic Plan 2003-2015 (ESP), a plan prepared as a sector wide approach by all the development partners in 2003 was formulated. Currently, implementation of the ESP has just fully begun.

Presently, Ghana adopts a 6-3-3 school system. Upon completing basic education of 9 years, courses are divided into academic courses and vocational courses. Vocational courses are provided not only by the Ministry of Education (MOE) but also by other ministries such as the Ministry of Manpower Development and Employment (MMDE). Not even the government have a full-clear picture of the situation.

Education is administered by 11 executive agencies under the policy-making, coordination and supervision of the MOE. Among them, the largest in staff and budget is the Ghana Education Service (GES), which manages pre-school education, primary and secondary education and part of technical and vocational education and training (TVET). Tertiary education is placed under the

jurisdiction of the National Council for Tertiary Education. The National Coordination Committee for Technical and Vocational Education and Training (NACVET) manages part of TVET and promotes coordination among different ministries involved in TVET. In the local authorities, 110 District Education Offices under the supervision of the Regional Education Office in 10 regions, provide education services to children.

The major financial sources of the education sector are the budget of the MOE, the Ghana Education Trust Fund (GET Fund), the District Assembly Common Fund, and contributions from donor organizations. The ESP budget for 2004 amounts to about US\$700 million, including budget of the MOE (about US\$500 million), GET Fund and District Assembly Common Fund (about US\$100 million) and donor organizations (US\$90 million). From these funds, 48% is spent in preschool, primary schools (PS) and junior secondary schools (JSS), 14% in senior secondary schools (SSS), 4% in teachers' education, 1% in TVET, 19% in tertiary education, and 11% in supporting management and educational subsidies. Budget allocations to TVET, teacher education, and management and educational subsidies are rather small.

3-2 Present Situations and Issues of the Education Sector in Ghana

The present situations of the education sector in Ghana are as follows:

- Gross Enrollment Rates (GERs) are 80% in PS, and 64% in JSS. There is much to be improved in the primary educational level as well.
- For basic education, private schools occupy quite high rates in the number of pupils among all schools (PS 19%, and JSS 15%). This is because, in Ghana, many people desire to receive university education, and in order to let their children enter universities, parents tend to pay higher tuition to send their children to private schools instead of public schools, because the quality of education at public schools is extremely poor. Particularly, in the urban areas, 40% of children receiving basic education are enrolled in private schools. This trend is spreading to pre-school education as well.
- GER in SSS (public schools only) stands at 18%, which is not low for a country whose the GER in PS is around 80%.
- Girls' ratio is 47% in PS, 45% in JSS, 41% in SSS and 30% in tertiary schools. These figures show generally lower girls' participation than those of boys. For TVET, girls' ratio is particularly low at 13%.
- The students-teacher ratio is low (32 in primary schools and 19 in junior secondary schools) and it has been pointed out to be inefficient. The ESP aims to have 35 students per teacher.

Under these circumstances, the following challenges are pointed out:

There is a great gap in educational access between urban and rural areas. The biggest problem regarding the quality of education is the low academic achievement of students. The main cause is the low quality of teachers. Under the academic career-oriented salary and promotion system in Ghana, teachers' pay scale is not favorable, and many tend to use the Granted Study Leave Program which lead many teachers to leave the job.

The quality of educational management must also be improved. Problems identified so far are the absolute shortage of budgetary allocation for administrative management and educational activity expenses, lack of capacity of executing organizations (at all levels including the Ministry, GES, Regional Education Office, District Education Office, schools and community), and poor coordination among them. Since decentralization is due to be promoted in education sector, the poor capability of the district education offices is a source of concern.

The expansion of TVET was set forth at time of the education reform in 1987 advocating the shift of weight in education from academic learning to practical education. However, there has been little progress. With a strong recommendation by the new President Kufuor, TVET has been included as one of the four pillars of ESP, and hence it is expected that TVET will be developed in the future.

3-3 Assistance by Other Donor Agencies

The assistance by main donor agencies after fCUBE are shown in Table 1.

Table 1: The Estimated Amount of Financial Assistance by Major Donors and Their Share in the Total Amount (after fCUBE)

Sub-sector	Donor Country/Agency	Scheme/Program	Amount (US\$ mil.)		%	%	
Basic Education	fCUBE	DFID	ESSP	91.75		38%	
		World Bank	BESIP	47.80	57.28	24%	
		World Bank	NGO support	9.48			
		USAID	QUIPS, Non-project support	65.58		27%	
		UNICEF	National Capacity Building, etc.	13.39		6%	
		GTZ	Mother Tongue Education Support	2.90	5.51	2%	
		GTZ	Teachers' Training College Support	2.61			
		Japan	STM project, etc.	6.49	7.41	3%	
		Japan	Grassroots grant aid	0.92			
		French	Training of teachers of the French language	1.00		0%	
sub-total			241.92	100%	73%		
Senior Secondary Education	Netherlands	Resource Center Project	20.00		87%		
	Japan	JOCV	2.79	3.10	13%		
	Japan	Grassroots grant aid	0.31				
	sub-total			23.10	100%		7%
Higher Education	KfW	Teacher Training College Development	20.60		87%		
	Japan	Development Study	2.73	3.03	13%		
	Japan	JOCV	0.30				
	sub-total			23.63	100%		7%
Vocational Training	World Bank	Vocational Training/Non-formal	9.60		87%		
	Japan	JOCV	0.90	1.38	13%		
	Japan	Grassroots grant aid	0.48				
	sub-total			10.98	100%		3%
Non-formal Education	World Bank	Literacy education, etc.	32.00		97%		
	Japan	JOCV	0.64	0.84	3%		
	Japan	Grassroots grant aid	0.20				
	sub-total			32.84	100%		10%
Total			332.46		100%		
Sector-wide (for reference)	DFID	Direct Financial Support	-				
	World Bank	BESIP	1.43				
	EU	General Financial Support	-				
	Japan	Policy Advisory Experts	0.09				

Note: Conversion rate used is US\$1=110 yen, £ 1=\$1.835, \$1=8 franc, 1 euro=\$1.17, 1 mark=\$1.72.

Abbreviations:

DFID = Department for International Development

ESSP = Education Sector Support Programme

BESIP = Basic Education Sector Improvement Program

USAID = US Agency for International Development-

QUIPS =Quality Improvement in the Primary School

GTZ = Gessellschaft fur Technische Zusammenarbeit (Association for Technical Cooperation)

4 Trend in Japan's Assistance

4-1 World trend in international Assistance in the Field of Education and the Assistance Strategy of Japan

Japan's cooperation in the education sector of Ghana has been rendered in line with the world assistance trend in the field of education and the assistance strategy of Japan. The world trends have been set mainly by the resolution of "Education for All" (EFA) adopted by the World Conference on Education for All in 1990, the "Dakar Framework of Action" by the World Education Forum in 2000, the "Millennium Development Goals (MDGs)" also in 2000. The assistance strategy for education in Japan was focused on the basic education after the study committee on development and assistance to different areas of education was set up within JICA in 1992. Under this strategy, the construction of elementary schools with aid grant increased during the earlier half of the 1990s. In the latter half of the decade, technical cooperation in science and mathematics education began, and the focus of assistance shifted from school construction to the contents of education. Based on these experiences, the Japanese government announced its new assistance policy in the field of education, the "Basic Education for Growth Initiative (BEGIN)", at the G8 Summit in Kananaskis in Canada in June 2002.

4-2 Japan's ODA in Ghana

Japan was the largest donor of bilateral assistance to Ghana until the new loan assistance in the yen was terminated as Ghana applied for the HIPC Initiative, between 1988 and 2001 thus, Japan is no longer the largest donor of bilateral assistance. In the education sector, JOCV has been working for a long time since 1977, but other than that there have been only a few large-budget aids in the field of education including one case of grant aid, development studies (one case) and an ongoing technical cooperation project.

The projects targeted for this evaluation are as follows. Grant Countervalue fund is also included as a reference.

① **Technical Cooperation Project "Ghana-Japan Improvement of Educational Achievement in Science, Technology and Mathematics in Basic Education: STM project" (2000-2005)**

This project started in order to support fCUBE for the period of 2000-2004. Its project objective is to "improve the capacity of STM/INSET-trained teachers in PS and JSS for delivering STM (skills, contents) in the project areas," and the goal is that "the students' educational achievement in STM at PS/JSS improves in the project areas." The target areas are the three districts of

Akwapim-North, Tamale, Adansi West. The main activities are providing in-service training for teachers (INSET) in partnership with teachers' training colleges in each district, producing teaching and self-learning materials, preparing syllabi, and organizing the annual Science and Mathematics Fair. In order to make it sustainable after the termination of the STM project, the mid-term evaluation in December 2002 recommended the institutionalization of INSET, the improvement of school-based re-training for teachers, and the use of the Countervalue Fund for the administration of teachers' retraining and efforts are being directed accordingly. The great feature of the STM project is that it is carried out as a program embracing the reception of trainees in Japan, Grant Assistance for Grassroots Projects and other aid schemes, and the organization of a "university consortium" as a support system in the beneficiary country. The total amount of cooperation provided up to 2003 is US\$ 6.5 million covering STM project, training programs in Japan, and the Countervalue Fund. In 2003, the 3rd conference on "Strengthening Mathematics and Science in Secondary Education-for Western, Eastern, Central and Southern Africa (SMASSE-WECSA) was held in Ghana and contributed to raise the motivation of the counterpart organizations/personnel in Ghana.

② Training Program in Japan

As a part of the program-level cooperation, 21 people were received in Japan between 2000 and 2003 under the counterpart training project, and 39 people between 1999 and 2003 under a country special training program for Ghana. In addition, experts dispatched to the MOE gave training to a total of five persons in 2001 and 2002, and to six persons in a long-term training project starting in 2000 with a purpose of obtaining degrees.

③ JICA Youth Invitation Program from Africa

This is a new scheme commenced in accordance with the first Tokyo International Conference on African Development (TICAD I) held in 1993. Since 1996, teachers have been invited to Japan every year. During the evaluation study period, a total of 18 teachers visited Japan under this program.

④ Policy-Advisory Type Experts to the MOE

From 1997 to date, three Japanese experts were sent to the MOE as policy advisor, and supported educational administration as well as the promotion of Japan's assistance activities. Each expert has given various kinds of support in promoting coordination among donor agencies, and in implementing partnership projects using funds for local expenses.

⑤ Japan Overseas Cooperation Volunteer (JOCV)

JOCVs have been active in Ghana for 26 years since 1977. A great achievement has been made in sending teachers in science and mathematics to upper secondary schools. Between 1998 and 2003, 108 JOCVs in total were engaged in educational activities, around 60% of whom were at SSS teaching science and mathematics, and 20% vocational training. The total amount of JOCV cooperation is around US\$ 4,632 thousand.

⑥ Development Study: “Study on the Development of Technical Education Plan for Ghana”

This study was conducted to reform technical education in Ghana to be able to flexibly respond to changes in the labor market. The study was conducted from 1999 to 2001, and a total of US\$ 2.7 million was granted. Using a participatory approach, the “Master Plan to Strengthen Technical Education” was formulated. In this Master Plan, the Competency-Based Training (CBT) system³ was proposed in order to establish efficient cooperative relations between education institutions and formal/informal industrial sectors. The basic concept of this master plan is adopted in the field of TVET in the ESP.

⑦ Grant Assistance for Grassroots Projects

Grant Assistance for Grassroots Projects is a type of financial cooperation provided by the Japanese Embassy, and this scheme is positively used in Ghana as well. During the evaluation period, 55 projects in the education sector were implemented amounting to about US\$ 1,906 thousand, of which 48% was spent for basic education, 25% for vocational training, 16% for SSS. Most of the grants were used either to build new school facilities or repair/expand the existing school facilities.

<Reference: Non-project grant aid for Countervalue Fund>

The Countervalue Fund of Non-project grant aid (countervalue fund) is a fundraising method through which the GOG sells materials that have been given by the Japanese government. The GOG can use the funds at its discretion. Even though such funds basically can be counted as Ghana’s own funds, the GOG considers it as a “grant from Japan” and counts it as a Japanese contribution in the ESP budget. In January 2003, a total of US\$ 38 thousand was spent for activities related to the STM project. The MOE is requesting US\$ 940 thousand for future activities to the Ministry of Finance. The countervalue fund for the entire education sector are

³ This is an education and training method to help students acquire competency required by the Industrial sector. Students/trainees can only demonstrate their skills and ability to prove what they have learned. As training modules to be applied will include those directly reflecting the needs in the industrial sector, there may be more training opportunities provided by the industrial sector.

shown in Table 2.

Table 2: Countervalue Fund of Non-Project Grant Aid in the Education Sector

Project Name/Activities	Focus Regions/Districts	US\$	Japanese Yen	Application Year
Furnishing of National Computer and Science Resource Centre	National	5,695,220	626,474,156	2003
Building houses at TTC, purchasing vehicle, rehabilitation of road in TTC	Eleven TTC Zonal Centres	6,036,123	663,973,493	2003
40 Teacher Accommodation for Basic Schools	3 Northern Regions	6,346,667	698,133,333	2003
Support for Integrated Human Development Construction/rehabilitation of classrooms, and teaching aids	4 districts in Upper East Region	5,604,053	616,445,867	2003
Support for Counseling and Education on STD and HIV/AIDS	Accra	566,667	62,333,333	2003
Total		24,248,729	2,667,360,183	

Note : Conversion rate used is US\$1=110 Japanese yen.

Source: Background Study for policy dialogue on Japanese Official Development/Assistance to Ghana, Supplementary Report (JICA Ghana office), July 2003.

5 Result of Evaluation

5-1 Objectives

Japanese cooperation in the education sector of Ghana is provided in line with the basic ODA policies such as the ODA Charter and Mid-Term Policies on ODA. It is also consistent with the ODA Country Policy for Ghana (for 1995-1999) and Country Assistance Plan for Ghana (2000) both of which were formulated based on above-mentioned basic policies. Furthermore, it complies with the Basic Education for Growth Initiative (BEGIN) announced by the Japanese government in June 2002 as its new assistance policy in the field of education.

It also keeps in line with Ghana's national development plan (Vision 2020) formulated in the late 1990s, and the Ghana Poverty Reduction Strategy "GPRS" (formulated in 2003) being implemented currently. It deals with the development issues in Ghana's education sector, and hence this cooperation can be considered to be relevant.

The Country Assistance Plan for Ghana was formulated in 2000. After 2001, Ghana went through major policy changes such as the regime, change HPIC application, GPRS formulation, and SWAP formulation. Further, in January 2004, a comprehensive administrative and financial system linking the GPRS, MTEF and ESP started to function. From the perspective of respecting Ghana's ownership, the assistance modality of each donor is shifting to the general budget support. As such, in considering the cooperation in Ghana's education sector from now, it is essential to take into

consideration these changes in Ghana's development agenda and in assistance modalities in Ghana.

5-2 Processes

(1) Appropriateness of project formulation

The formulation processes of the Japanese cooperation projects in Ghana can be largely divided into three periods: 1) early cooperation period before 1995, 2) preparatory period for full-scale cooperation between 1996 and 1999, and 3) full-scale cooperation from 2000 onward.

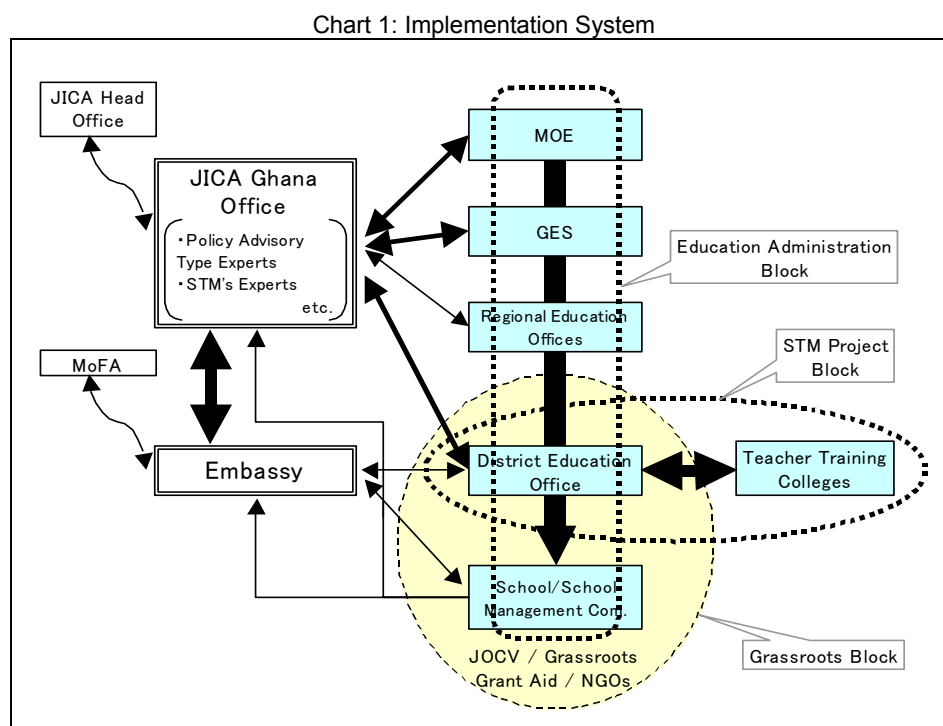
In each period, cooperation projects developed by applying the existing ODA schemes flexibly, linking and coordinating projects while taking into consideration international trends, Japanese government's assistance strategies, and Ghana's development policies. It is considered that the formulation processes in all the periods were generally appropriate. In particular, after the DAC New Development Strategy in 1996 designated Ghana as a priority country for assistance, Japan began to send policy advisory experts to support the MOE and project formulation advisors for coordination among development partners. This helped Japan to obtain a certain extent of presence in the donor community, and has facilitated a smooth project formulation. However, this was at the time when fCUBE assistance in the education sector in Ghana by other donors began, and when approaches to assistance also began to change. Meetings to coordinate assistance programs among donor agencies were held almost every day. Under these circumstances, one advisory expert had to attend these meetings while busily working for her another important mission of identifying and formulating projects. As such, it cannot really be said that full consideration was given to the project formulation and implementation processes.

On the other hand, the active involvement of university faculty members from both countries in the project formulation process has contributed to improve the quality of the projects. In addition, at the grassroots level, the participation of JOCVs with their good understanding about local needs and problems played a great role in the project formulation processes for the STM project, the development study and the grant assistances for Grassroots projects. However, such cooperation is not extended in an organized way, but owes largely to individual initiatives. According to the Impact Survey conducted by the evaluation team, a half of JOCV activities reflected community people's wishes in while 80% of the Grant Assistance for Grassroots projects reflected their opinion in the project formulation processes.

(2) Appropriateness of implementation process

The implementation system of cooperation projects can be illustrated as shown in Chart

1. Japanese Embassy in Ghana and JICA Ghana Office (including the project formulation advisor, the policy advisory expert to the MOE and experts for the STM) have been working in close partnership to implement projects with a limited number of people in order to cope with the assistance coordination trend. After the spring of 2003, a Task Force was set up to become more responsive to rapidly changing foreign assistance scenes. This seems to be contributing to increase the efficiency of aid implementation.



Respecting the ownership of the counterpart organizations, and maintaining a close relationship with them, Japan directly approaches the three different blocks of counterpart organizations, namely “Education Administration Block,” “STM Project Block,” and “Grassroots Block” as shown in Chart 1. This approach has brought greater effectiveness to Japanese cooperation.

Efficiency in implementing cooperation was enhanced also by having personnel in the main counterpart organizations in each block participate in training programs in Japan. Through visiting Japan, they have developed a good understanding about the Japanese education system, as well as the JICA assistance system and its policies of foreign cooperation. It is noted that, after returning from Japan, they have shown remarkably positive attitudes to be involved in Japanese cooperation and in the management of projects.

There have been some achievements made in partnership with donor organizations, although the

scales are limited, and which have contributed to the enhanced efficiency of Japanese assistance.

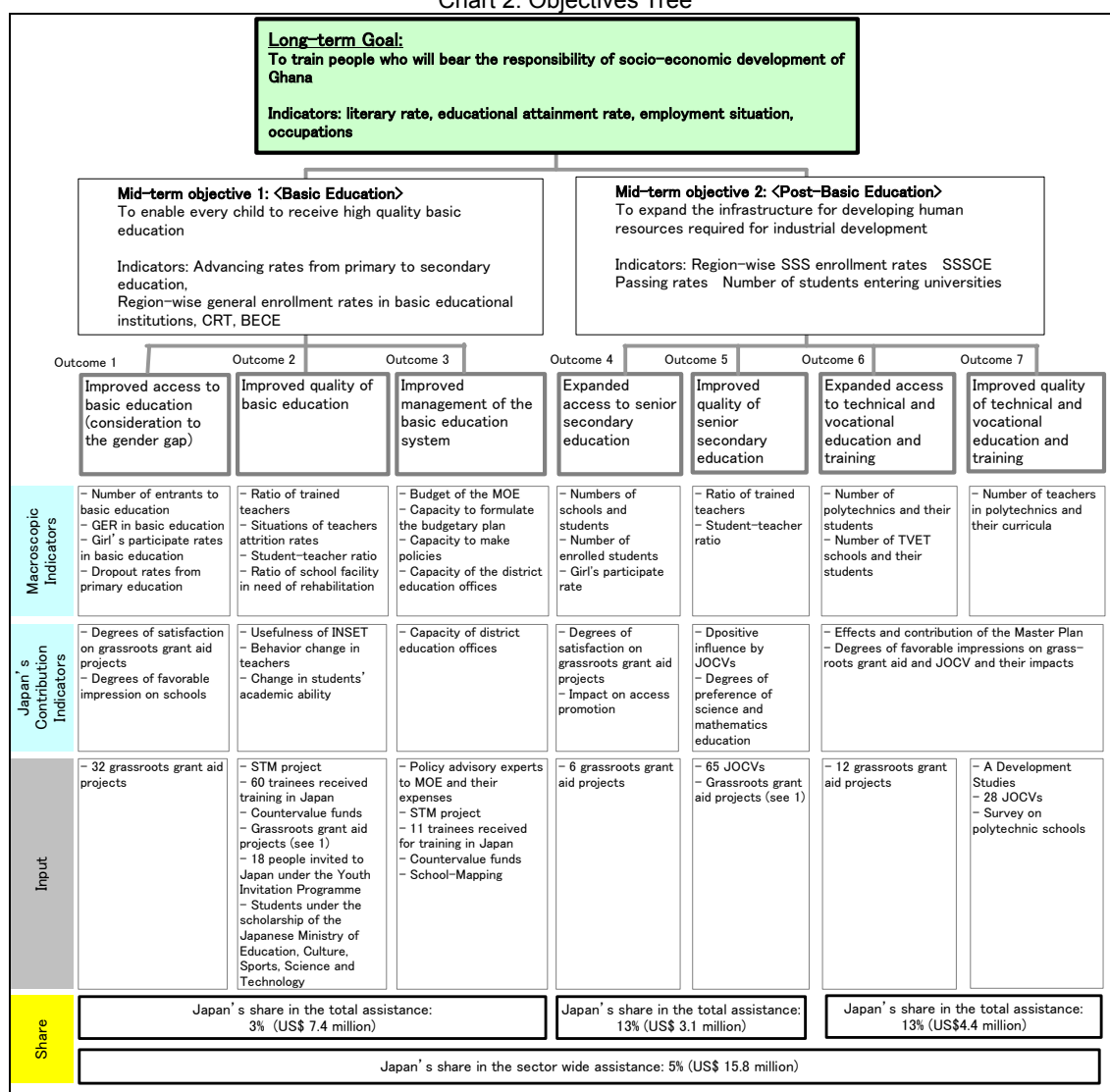
5-3 Result

(1) Effectiveness

1) Objectives Tree

The Objectives Tree of Japanese cooperation were charted as a basic tool for evaluating the holistic Japanese ODA activities (Chart 2). Furthermore, two indicators were defined in order to measure the levels of “outcomes”, “mid-term objectives” and “long-term objectives”. The “macroscopic indicators” verified the level of achievement of objectives and the “indicators of Japan’s contribution” measured the effectiveness and degrees of contribution of Japanese cooperation.

Chart 2: Objectives Tree



<Abbreviations> CRT= Criterion Reference Testing, BECE= Basic Education Sector Improvement Program, SSSCE= Senior Secondary School Certificate Examinations.

2) Japan's Position in the Entire Donor Community

The total amount of assistance made by major donor agencies in the education sector in Ghana after the implementation of fCUBE was around US\$332.46 million calculated from obtained data. (see Table 1 for details.) The total amount of assistance from Japan in the evaluation period (1998 to the earlier half of 2003 Japanese fiscal year) was US\$15.8 million, US\$14.9 million of which was provided to the "Input" in Chart 2. By donors, the World Bank shared 29%, the UK 28%, the USA 20%, Germany 8%, the Netherlands 6%, and Japan 5%.

Japan considers Ghana as a priority country for assistance, and places importance on the education sector. However, Japan's contribution is too small to play a leading role in Ghana. Japan's share in the input toward basic education (mid-term objective 1) is only 3% and its impact is limited in the area where fCUBE assistance projects are concentrated. In senior secondary education (Outcome 4 and 5) and technical and vocational education (Outcome 6 and 7), Japan's contribution stands at 13% (also for mid-term objective 2) and is a little larger than that for basic education. This suggests that while other donors tend to pour their funds into specific sub-sectors. Japan has supported the education sector in general. This owes largely to the fact that Japanese cooperation is provided in response to the requests by beneficiary countries.

3) Mid-term Objective 1: <Basic Education>

To enable every child to receive high quality basic education

Outcome 1: Access to basic education has gradually been improving, and the increase in the number of pupils in private schools has contributed to this. The GER had increased gradually since 1998, but presently the rate has stayed at the same level. Girls occupy 47% in PS, and 45% in JSS. Under such a situation in the macro-local perspective, Japan provided about US\$920 thousand as Grant Assistance for Grassroots Projects. Although the impact on the macro-level is small, these assistance projects satisfied local beneficiaries and contributed to the improvement of access to primary schools.

Outcome 2: The enhancement of the quality in basic education is the greatest challenge in the education sector in Ghana. It is perceived that the greatest cause of the poor quality is the low quality of teachers. The ratio of trained teachers has been declining since 1998, and this problem is particularly serious in rural areas. In this situation, Japan has poured US\$6.5 million in total to support the enhancement of the quality of teachers and the quality of education administration with a program-level approach centering on STM project, training programs in Japan, Grant Assistance for Grassroots Projects, Countervalue Fund and Youth Invitation Programme. As a result, teaching

skills and attitudes of teachers have shown favorable changes, and children's mathematics ability has been improving. The MOE appreciates the principle of Japan's ODA that values the ownership of the counterpart organizations based on partnership, and the MOE expects that this style of assistance will promote sustainability of the education sector. Although the MOE had refused to allow foreigners to be directly committed in actual basic education scenes, it requested that JOCVs be sent to support circuit supervisors for basic education in 2004. This indicates that the Ministry highly appreciates Japan's cooperation to the development of basic education.

Outcome 3: Regarding the enhancement of the management capacity of the basic education system, the following macro-level problems are pointed out: 1) the absolute shortage of budgetary allocation to the MOE, 2) lack of budget formulation capacity and policy making capacity, and 3) capacity gaps among the district education offices. To cope with this, instead of supporting specific administrative departments, Japan has been supporting the whole Education Administration Block ranging from the top to the grassroots level (Chart 1). In the beneficiary areas, Japan's cooperation has helped capacity building of people concerned.

Macro-level indicators for the "Mid-term Objective 1", which is the upper-level objective for Outcomes 1, 2 and 3, reveals regional gaps in GERs (the rate is especially low in three northern regions), and low achievement levels among public school children (for example, 4.4% in mathematics and 9.6% in English in CRT, and the approval rate for BECE is generally decreasing except for social studies). Japan's cooperation certainly contributed to enhanced capacity on the district and grassroots levels in its main beneficiary areas (3 districts), yet its influence has not reached the macro-level. This problem began to be addressed by providing institutional support for INSET and for the school-based teachers retraining, aiming at the spill over effects, and with these new efforts, Japan is expected to contribute toward the achievement of the Mid-term Objective 1.

4) Mid-term Objective 2: <Post-basic Education>

To expand the infrastructure for developing human resources required for industrial development

Outcome 4: Access to senior secondary education has shown small improvement since 1998 as indicated in the increase in the number of enrollments and a rise in the ratio of girls to boys. Currently, 35% of graduates from JSS advance to some upper level secondary educational institutions, but as the number of those graduating from JSS is expected to increase, upper level educational institutions must be urgently expanded to accommodate them. To meet such demands, Japan has provided 6 Grant Assistance for Grassroots Projects amounting to US\$309 thousand: 4

projects to build dormitories (one for girls' dormitory.), and 2 projects to improve school facilities and equipment. Even though the amount of assistance is small, its impact is big as few other donors have provided their assistance in this area.

Outcome 5: It was difficult to analyze the quality of senior secondary education because relevant data had not been sufficiently collected. However, if we see the ratio of trained teachers in SSS, for example, it has stayed at a level-little higher than 50% since 1998, which shows that there is much to be improved in this area. Japan had cooperated in this field by sending JOCVs for the past 27 years, and during the evaluation period, 65 teachers in science and mathematics were working at SSS. Recently, more JOCV teachers have been assigned to needy schools such as those in deprived areas and those suffering from teacher shortage. These JOCVs have transferred new teaching methods, and contributed to increase students' motivation. They are also displaying attitudes punctuality, discipline, and diligence to teachers, students and community people. In this way, although the impact may be small, Japan's cooperation is bringing positive changes at the Grassroots Block (in Chart 1).

Outcome 6 and 7: It was difficult even to identify the current situation of the access to and quality of technical and vocational education (Outcome 6 & 7). Although measures were proposed after the Education Reform in 1987, priority has been placed on the expansion of basic education, and no concrete measure has been taken in this field. However, as for polytechnics and universities, the number of entrants has increased remarkably after the Tertiary Education Reform in 1991, although many problems are found in the quality of education in these facilities.

Japan's cooperation to improve the access (Outcome 6) and the quality of vocational and technical education (Outcome 7) include the Development Study on technical education (US\$2.7 million), Grant Assistance for 12 Grassroots Projects (US\$477 thousand), JOCVs (21 in vocational training, 7 in tertiary education), and a feasibility study using the local expenses of the policy advisory expert to the MOE (US\$31 thousand). The Development Study Team formulated the Master Plan for the improvement of technical education at the tertiary level. The participatory approach adopted in this process is highly appreciated as helping enhance Ghana's ownership, and promoting capacity building of the counterpart personnel both in terms of knowledge and attitude. Also, the Competency-Based Training (CBT) proposed in the Master Plan has drawn the attention of other donors, being incorporated in the World Bank's new projects, and has affected the future orientation of technical and vocational education in Ghana. Among 12 projects under Grassroots Grant Assistance, 6 projects are for vocational training schools and the like, and 5 projects are for the

Integrated Community Centers for Employable Skills (ICESS). Many of the projects for the ICESSs are linked with JOCV activities, and are producing positive results in the improvement of the quality and quantity of vocational training at the community level. In general, Japan's cooperation in technical and vocational training is making great contributions from the national policy level to the grassroots level, in spite of its small amounts, taking advantage of the specific characteristics of respective schemes.

The macro-level indicators of the degree of achievement of the Mid-term Objective 2, which is an upper-level objective for the above Outcomes 4 to 7 mentioned above, are still low in both access and quality. Gaps in enrollment rate in senior secondary education are large among different regions: while the nationwide GER is 17.6%, the GERs in three regions are less than 14%. As for the indicators of the quality of education, the approval rate of the Senior Secondary School Certificate Examination (SSSCE) has been rising since 1998 in English, but in science and mathematics it has not shown any increase; especially in mathematics, it has largely fallen in 2001 and is a source of future concern. Also, the gap in the approval rate between the highest and lowest regions is more than double. In this situation, small in scale as may be, Japanese cooperation is contributing to the Mid-term Objective 2 at the upper level and the grassroots level. As well, Japan's presence in this area is high as other donors' participation is very limited. Further, as a new project in technical education at the tertiary education level is being planned based on the Master Plan, it is expected that, the achievement of the Mid-term Objective 2 will be accelerated with its implementation.

5) Long-term Goal:

To train people who will bear the responsibility of socio-economic development of Ghana

Japan's ODA in the past has aimed to, and to train people who will bear responsibilities of socio-economic development of Ghana which is similar to the final goals in the GPRS. It is feasible to consider that this goal be achieved by around 2020, but for reference, the level of achievement at the time of this evaluation study was far from achieving the goal of "Education for All" judging from several indicators, such as the current literacy rate and educational attainment rates (the level of education attained by population at the age of 15 and over). Seen from the employment situation and the types of occupations, the development of private sector industries has not progressed, and at the same time, people with knowledge and expertise that are needed to develop such industries are still insufficient.

(2) Impact

An impact on the upper policy-making level can be seen in that the concept and methodology of the Master Plan by the Development Study are reflected on the ESP. It should be also noted that after the 3rd conference of SMASSE-WECSA was held in Ghana, morale has risen among people related with science and mathematics education in Ghana, and they began to be more motivated to convey their experiences to their colleagues in neighboring countries. Now that the SMASSE-WECSA has come to draw participants from the entire African continent, it will serve as a ground for Japan to take the initiative in promoting cooperation in science and mathematics education in Africa.

In Japan, experiences in cooperation in Ghana has exerted influence on the formulation of BEGIN, and hence there was an important on the ODA policy as a whole. Further, a model of a national university (which would become an independently administered institution in April 2004) to be involved positively in an ODA project is presented. Since many people engaged in education and working for educational administration in Ghana received training in Japan, these training programs provided opportunities for international exchange and understanding for the universities (teachers and students), prefectural boards of education, municipalities, communities, and elementary and junior secondary schools in Japan. This can be considered as a positive impact in Japan.

(3) Sustainability

Education sector in Ghana is hardly sustainable unless the fundamental problem of financial difficulty is solved. However, Japan's stance of cooperation that values the ownership of the counterpart organizations is highly appreciated from the perspective of promoting sustainability, as it is contributing to the creation of human resources in the organizations involved.

6 Lessons Learned and Recommendations

6-1 Lessons learned and recommendations on the objectives

(1) Appropriate response to changes in the development administration system and foreign aid modality in Ghana

The basic policy of Japan's ODA for the education sector in Ghana was based on the ODA Country Policy for Ghana until 1999, and after 2000, on the Country Assistance Plan for Ghana. However, after 2001, major policy changes occurred in Ghana including regime, change application for the expanded HIPC Initiative, and the formulation of GPRS. Further, beginning in January 2004, a comprehensive administrative and financial system linking the GPRS, MTEF and ESP is in place, and this is going to be geared with MDBS, a new foreign assistance modality for the general budget

support. As such, the development system and the assistance modality are drastically changing in Ghana. To respond to these changes, Japan needs to make a fundamental review on the cooperation policy toward Ghana including the Country Assistance Plan for Ghana, in order to enable an effective cooperation on education sector.

6-2 Lessons learned and recommendations on the process

(1) Future project formulation

Since the ESP as a SWAP for education began to function in full scale in May 2003, the premise is that future project formulation in the education sector should be carried out within the ESP framework. Greater coordination and agreement with other development partners such as the Ghana government and other development partners are required for planning future projects.

For this purpose, the outcomes and advantages of the approaches taken so far in Japan's cooperation should be analyzed and summarized in a persuasive way, and the result should be used as an important reference when formulating future projects. From this point of view, two proposals, as later described, are given under 6.3 (2) Future Assistance toward Improvement of the Quality of Basic Education, and (3) Support to the "Education Administration Block."

(2) Reviewing personnel placement for project formulation

As mentioned under 6-1, the development system in Ghana and the foreign aid modality have entered a new phase. It is anticipated that there will be an unpredictable process without antecedence in revising the assistance policy and formulating new projects. It is therefore necessary to make a general review of personnel placement including an increase in the number of officers and staff members. In planning the personnel placement, consideration should be given to assigning people in a comprehensive manner so that they can have an overall picture of Japan's ODA in Ghana, and formulate and coordinate cooperation projects and programs not only in the education sector but in multiple sectors with a view on MDDBS. The employment of persons, including Ghana experts, who are well versed in the education community in Ghana as well as in the trends of other donor agencies will become essential.

(3) Involving university faculty members and JOCVs in project formulation

The involvement of university faculty members from both Ghana and Japan in the planning process of projects has proven useful to enhance the quality of cooperation. Therefore, active participation of university members in the two countries is called for in the future. As JOCVs keep first-hand information on the needs and problems in the field, their knowledge and information should be

systematically utilized to improve the quality and efficiency of ODA implementation.

6-3 Lessons learned and recommendations on the results

(1) The scale of future cooperation in the education sector in Ghana

The Country Assistance Plan for Ghana urges Japan to take a leading role in the education sector in Ghana. However, the total assistance provided in the target period of this study was about US\$15.8 million, ranking 6th among the donors. Further, considering the present project formulation and implementation system, it should be avoided to expand the scale of assistance without having clear objectives for the next two or three years. For the time being, Japan should pay careful attention to the reaction of other donors toward MDDBS and consider what stance it should take to this new assistance modality and in case Japan joins MDDBS, how to organize the assistance implementation system for Ghana, and how to monitor and evaluate it.

(2) Future support to enhance the quality of basic education

The urgent task for the education sector in Ghana is to improve the quality of its basic education. In particular, the structural problems of the teachers' system should be solved. Japan has been helping to improve this situation through a program-level cooperation that centers around STM project. Even if the activities aiming at the spill over effect such as the institutionalization of teachers' retraining turn out to be successful in the future, some kind of follow-up activities will be necessary in order to help the buds of the project to grow after the STM project is terminated in 2005. Plans for such follow-up activities should be prepared now.

Since the commencement of fCUBE, many development partners have been implementing projects aiming for the quality improvement of basic education in quite great scales. Yet, there has been no opportunity for these development partners to meet together to discuss the results of their assistance, the effectiveness of their approaches, or the problems they found and means for improvement. Thus, it would be significant if Japan were to take the initiative to organize such meetings to discuss assistance methods in connection to ESP monitoring.

(3) Support to the Education Administration Block

Currently, the poor capacity of district education offices is a great setback. This evaluation study found that the vertical linkage among the MOE – GES – Regional Education Offices – District Education Offices – Schools Communities is insufficient.

Japan's cooperation so far has considered this vertical relationship as a set of "Education

Administration Block,” and has been providing assistance to each level by building direct partnerships with counterpart organization. This is a unique point in Japan’s cooperation approach, and is effectively leading to capacity building at each level. For future cooperation, this approach toward the Education Administration Block should be strategically used in order to foster capacity building of the education sector as a whole in a systematic manner.

(4) Toward Educational Development in Africa

The SMASSE-WECSA has expanded its scale each time the conference is held, and is helping enhance Japan’s presence in cooperation in science and mathematics education in Africa. It is expected that the education sector of Ghana will be more actively involved in the activities of the SMASSE-WECSA to perform an important role in the promotion of educational development in Africa.

Ghana is trying to establish itself as a political and economic leader in the western Africa. Taking this chance, South-South cooperation in the education sector could evolve under a JICA scheme. On the other hand, taking advantage of the experiences in Ghana, Japan could develop new cooperation initiatives to strengthen mathematics and science education in western Africa.

Other development partners in Africa expect Japan to become a member of the Association for the Development of Education in Africa (ADEA). It is recommended that Japan join the Association at the earliest possible time, help the improvement of quality of education through assistance to strengthen mathematic and science education, and establish its position in the promotion of educational development in Africa.