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EVALUATION OF DANIDA'S FELLOWSHIP PROGRAMME

Ghana Country Case Study Report

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Acknowledgements

Two country case studies were carried out as part of the evaluation of the Danida Fellowship Programme (DFP), in Ghana and Uganda. This report sets out the findings of the Ghana case study.

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This case study will not be printed but will be available from www.evaluation.dk.

Responsibility for the content and presentation of the findings rests with the authors.

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Abbreviations

CHIP	Community Healthcare Improvement Project
CHRAJ	Commission on Human Rights and Administrative Justice
DFC	Danida Fellowship Centre
DFP	Danida Fellowship Programme
DKK	Danish kroner
ELSP	Emerging Leaders Scholarship Programme
GIMPA	Ghana Institute of Management and Public Administration
GoG	Government of Ghana
GSGDA	Ghana Shared Growth & Development Agenda
JICA	Japan International Cooperation Agency
LSDGP	Local Service Delivery and Governance Programme
MDG	Millennium Development Goals
MFA	Ministry of Foreign Affairs
MIH	Master of International Health
NGO	Non-Governmental Organisation
OPM	Oxford Policy Management
SPSD	Support to Private Sector Development
STI	Southern Training Institute
ToR	Terms of Reference

1 Introduction

1.1 Purpose of the case studies

This country case study is one component of an evaluation of the support provided by the Ministry of Foreign Affairs (MFA) and Danida programmes to the Danida Fellowship Programme (DFP). The overall purpose of the evaluation is to document and assess both the activities supported and the results they have achieved. The evaluation is intended to cover the entire geographical scope of the DFP, which is very wide: in 2011, for example, 1,260 fellowship holders from 41 countries participated in DFP activities in Denmark and abroad. In order to ensure sufficient depth and specificity in the analysis, including the possibility of locating specific examples of changes induced by the activities at the level of outcome and impact, the Terms of Reference (ToR) for the evaluation determined that fieldwork would be conducted in two selected partner countries.

Uganda and Ghana were proposed in the ToR as possible locations for these country case studies, as both have provided substantial numbers of participants for the DFP, and in both the Danida Fellowship Centre (DFC), which administers the DFP, is working with local training institutions to run training courses in-country (making possible direct comparisons between the provision of training in Denmark and locally). This choice of locations was confirmed during the inception phase of the evaluation.

1.2 Methodology

Further ToR were not prescribed by MFA for the country case studies. However, the methodology to be adopted was set out in a background note for each country which was prepared by the evaluation team prior to the country visits. Comments on these notes were invited and received from Danida's Evaluation Division. The background notes included an overview of national participation in the DFP based on information from DFC records, which had been examined during a previous visit to Copenhagen.

The evidence for the Ghana case study was derived largely from key informant interviews. These were preceded by analysis of the database to establish what courses had been attended by Fellows from Ghana over the period 2008-11 (and in the first quarter of 2012), both in Denmark and in Ghana, and to develop a sample frame of former Fellows to invite to participate in the study. While it was not possible to interview a statistically representative sample of Fellows, the frame was used to ensure that information was gathered from across the range of DFP activities in Ghana, including training for both the private and the public sector, Masters programmes as well as short training courses, and training courses held both in Ghana and in Denmark.

The collection of evidence was structured so as to contribute to answering, within the country context, the four key evaluation questions on which the evaluation as a whole is focused:

- A. Relevance: are the objectives and approach of the DFP consistent with priorities, policies and needs?
- B. Effectiveness: have the objectives of the DFP been achieved?
- C. Efficiency: how economically have resources applied been converted to results?
- D. Impact and sustainability.

Within this overarching framework, particular issues were identified which needed to be investigated through the country case study. These were:

- The linkages between the goals of Danida's Ghana programmes and the training provided by DFP, including
 - The ways in which appropriate interdisciplinary training courses are identified;
 - The methods by which participants are selected;
 - The effectiveness of the training received in furthering programme goals, and any factors which limit effectiveness;
- The role of the embassy in
 - shaping the DFP portfolio of training opportunities;
 - participating in the selection of participants;
- The perceived effectiveness of exposure to Denmark through the DFP in furthering Denmark's public diplomacy objectives;
- Former fellows' perceptions of the effectiveness of the training received and the extent to which they have been able to put their learning into practice;
- GIMPA's perception of its relationship with DFP, including
 - ownership of the courses;
 - process for commissioning courses;
 - DFP support for training preparation, delivery and evaluation;
 - quality assurance;
 - capacity building.
- The perceived results of the DFP within counterpart organisations who have sent substantial numbers of staff on DFP courses, including
 - the benefits experienced within the organisation from the training;
 - the extent to which the learning acquired has been retained and utilised within the organisation;
 - any efforts that have been made internally to increase the chances of retention and utilisation through disseminating and recording what has been learned.

1.3 Conduct of the Ghana case study

The case study was carried out by a member of the evaluation team, Dr. Andrew Wyatt (OPM), supported by a freelance local consultant, Mrs. Sante Andah. The majority of the interviews were carried out in Ghana in the week 11-15 June 2012 by Dr. Wyatt and Mrs. Andah; further follow-up interviews and group discussions were carried out between 19 and 25 June by Mrs. Andah. In total 21 interviews involving 44 individuals were carried out. The people met are listed in Annex A.

Interviewees included former Fellows from the public and private sectors who had attended Interdisciplinary and Private Sector Courses in Denmark, former Fellows from the public and private sectors and an NGO who had attended Developing Country courses at the Ghana Institute of Management and Public Administration (GIMPA), a participant in the Emerging Leaders Scholarship programme, and students from the Master of International Health (MIH) programme. Personnel of the embassy were interviewed, including H.E. the Ambassador, the DFP focal point (who provided support throughout), and the officers responsible for the main Danida programmes. Also interviewed

were representatives of GIMPA and other potential local training providers, managers of organisations which had sent employees on DFP courses, and the officer responsible in Ghana for the comparable JICA training programme.

Table 1.1 Invitations to Focus Group Discussions

Invitations were issued to those working in or near Accra who had taken part in the following courses:

GIMPA Courses (Ghana)	Governance in Local Government (May 2011)
	Public Sector Procurement Management (September 2011)
	Women in Management (September 2011)
Interdisciplinary Courses (Denmark)	Financial Management and Good Governance (January-February 2008)
	Financial Management and Good Governance (April-May 2010)
	Financial Management/Good Governance (October-November 2010)
	Financial Management/Good Governance (February-March 2011)
	Gender Mainstreaming (March-April 2008)
	Gender Mainstreaming (February 2010)
	Gender Mainstreaming (November-December 2011)
	Organisational Change Management (April-May 2008)
	Organisational Change Management (February-July 2010)
	Organisational Change Management (April-July 2011)
	Public Sector Leadership (June-August 2008)
	Public Sector Leadership (February-May 2011)
	Public Sector Leadership: Taking Charge of Public Sector Reforms (Jan-March 2012)
Private Sector Courses (Denmark)	Occupational Health and Safety Training Course (September-October 2009)
	Occupational Health and Safety Training Course (May-June 2010)
	Occupational Health and Safety Training Course (April-May 2011)
	Occupational Health and Safety Training Course (January-February 2012)
	Entrepreneurship and Innovation in the Agricultural Industry (November-December 2009)
	Entrepreneurship and Innovation in the Agricultural Industry (September 2010)
	Entrepreneurship and Innovation in the Agricultural Industry (January-February 2011)
	Entrepreneurship and Innovation in the Agricultural Industry (January 2012)
	Social Partnership for Business Development (September-October 2010)
	Social Partnership for Business Development (May 2011)

Some interviewees were proposed by the embassy, but to reduce the risk of any positive bias amongst this group other DFP participants were contacted directly by the evaluation team and invited to attend focus group discussions. These included all participants in the DFP courses run so far by GIMPA, and those who since 2008 had attended in Denmark the seven courses (Interdisciplinary and Private Sector) which between them accounted for the largest number of Ghanaian participants. This filter was applied to ensure that the evidence gathered was as representative as possible of the experience of the majority of fellowship holders. The courses concerned are shown in Table 1.1 above. For practical reasons the invitations were also restricted to individuals for whom an e-mail address was on record, who appeared to be located in or close to Accra, and who had not already been interviewed individually or as part of another group.

Only limited contact was possible with Fellows who had been nominated by the Health Sector Support Programme to undertake the MIH programme at the University of Copenhagen. At embassy level the programme had (up until 2011) an annual budget provision for at least 10 MIH participants in addition to attendance on DFC short courses. These are selected from deprived areas in the three northern regions of Ghana and Central Region, and most of those with whom the evaluation team were able to make e-mail or telephone contact were at their posts in those regions and unavailable. Members of the present cohort had recently returned to Denmark for the final phase of their studies. However, one former participant happened to be in Accra and attended a group discussion, and another took part in a telephone interview. Other former Fellows who expressed a wish to contribute their views but were unavailable for interview were encouraged to complete the online survey instead.

An important objective of the country case studies was to attempt to trace through the impact of DFP beyond the experiences and perceptions of course participants to find evidence for behaviour change or organisational impact resulting from the training received. It was not possible to try to collect information from the organisations supplying course participants at the aggregate level because DFC does not maintain records with contact details for employing organisations, nor does it require or seek to collect any monitoring information from them. Similarly, information which would have shown the numbers of Fellows sent by which partner organisations on which courses was not readily forthcoming, and does not appear to be recorded either centrally or in-country. It can be obtained partially from the field in the database which records Fellows' addresses, but these are not always shown in consistent form and do not always name the organisation concerned.

Even at the level of an individual country, the lack of such information on the organisations supplying DFP course participants made it practically difficult in many cases to identify key informants in each organisation who could provide an informed view about the value to the organisation of their involvement in the DFP except in a small number of cases. Information which linked Fellowship holders to their employing organisations is an essential prerequisite for any systematic monitoring of the outcomes and impact of the DFP and in general one-off evaluations cannot substitute for the lack of systems to maintain such information and to monitor results.

2 Country Profile

The purpose of this chapter is to present a summary of Denmark's evolving development cooperation relationship with Ghana and the part played in this by support to capacity development, as context for and background to an examination of the contribution made by DFP to these broader capacity development efforts.

2.1 Danida's engagement with Ghana

Development agencies' bilateral aid programmes generally represent a medium-to-long-term commitment to large-scale and complex interventions; these take considerable time to plan, agree with stakeholders and bring into execution, and even longer to bear tangible results. Whilst they must reflect the intentions of the national government concerned, they are therefore necessarily slow to change to reflect changing policy priorities. For this reason the relevant policy framework for the DFP in Ghana for most of the period under review was provided by the Danish Government's 2007 Africa Strategy, which was set out in *Denmark in Africa – A Continent on its Way*.¹ This identified Ghana as one of 10 countries in Africa which would be assisted by Denmark; assistance would be focused on young people, gender equality and employment, supported by measures to promote good governance and respect for human rights.

In May 2010 the Government published a new strategy for its overall development cooperation policy, *Freedom from Poverty, Freedom to Change*, which set out five policy priorities:

- Growth and employment;
- Freedom, democracy and human rights;
- Gender equality;
- Stability and fragility;
- Environment and climate.²

Most recently, a strategy document *The Right to a Better Life* was published in June 2012 setting out the priorities of the new Government. This identified four strategic priority areas for Denmark's development policy:

- Human rights and democracy;
- Green growth;
- Social progress;
- Stability and protection.³

¹ Danish Government, *Denmark in Africa – A Continent on its Way: The Government's Priorities for Denmark's Cooperation with Sub-Saharan Africa*. August 2007.

² Ministry of Foreign Affairs/Danida, *Freedom from Poverty, Freedom to Change: Strategy for Denmark's Development Cooperation*. May 2010.

³ Danish Government, *The Right to a Better Life: Strategy for Denmark's Development Cooperation*. June 2012.

Whilst this latest statement of priorities is too recent to be reflected in the DFP activities that are the subject of this evaluation, it should – as required by the Cooperation Agreement between the MFA and DFC – increasingly shape what is delivered by the programme in the current year and in future. Indeed, the embassy reported that the Addressing Climate Change in Development Assistance course, which had attracted little interest previously, had been the subject of five applications this year.

The main activities in Denmark's current development cooperation with Ghana are general budget support for the implementation of Ghana's Shared Growth & Development Agenda (GSGDA) 2010-13, and four large programmes aligned to the GSGDA: private sector development, the health sector, local service delivery and good governance. DKK 357 million is being provided as general budget support for the implementation of the GSGDA, together with additional minor support for a Public Financial Management component.

The Support to Private Sector Development programme 2010-14 (SPSD II) is promoting and contributing to inclusive private sector development, aligned closely to the priorities of the Government of Ghana (GoG), by supporting the creation of sustainable and decent jobs, and facilitating access to credit for micro, small and medium sized enterprises, with special attention to supporting selected agricultural value chains and providing rural finance. The programme has a budget of DKK 400 million and five components:

- Private Sector Development Strategy;
- Business Advocacy Challenge Fund;
- Skills Development Fund;
- Rural Finance;
- Agricultural Value Chain Facility.

The Ghana Health Sector Support Programme IV (2008-12), for which the budget is DKK 425 million, provides sector budget support to the Ministry of Health in implementing its strategic plan and annual programme of work. It also seeks to promote the health needs of the poor and vulnerable through assisting the institutional development of the private not-for-profit sector, by providing core funding to the secretariat of the Christian Health Association of Ghana, and provides support to the fight against HIV/AIDS. Phase V (2012-16) is similarly configured, but without the HIV/AIDS component.

DKK 600 million is budgeted for the Local Service Delivery and Governance Programme 2009-13 (LSDGP), which provides:

- institutional support and capacity building, to strengthen the Local Service Secretariat and build capacity for decentralised service delivery;
- support for the District Development Fund, which provides funds for service delivery at the district level;
- support to Ghana Audit Service, to strengthen the yearly auditing of the districts.

The Good Governance and Human Rights Programme II (2009-13) has a budget of DKK 170 million in support of independent government institutions, civil society and media. The programme has two components:

- Support to independent governance institutions, to improve access to justice at the district level through strengthening the outreach and district presence of the Judicial Service and the Commission on Human Rights and Administrative Justice (CHRAJ);
- Support to the development of an independent civil society and the independent media, to strengthen the demand side for good governance and human rights.

In addition to these main programmes, Danida is also supporting a programme of capacity building in the Ghana Immigration Service.

2.2 Capacity development issues

The need for greater and more coordinated efforts on capacity development has been a matter of concern in Ghana for some time.

An evaluation in 2008 of Danish development cooperation with Ghana stressed the need for enhanced and sustainable capacity, without which development support is ultimately useless, and for long-term approaches to be adopted to tackling capacity development in each sector.⁴ It found that in general Danida's capacity development support to the individual sectors had been relevant but that results in terms of effectiveness were mixed. While Danida support could help address urgent needs regarding policy, organisational and institutional changes in the sectors progress would remain stalled if the GoG did not progress more rapidly with the required policies and changes in institutional frameworks; a stronger GoG vision to guide capacity development was required. The evaluation recommended that Danida should maintain its strong focus on supporting policy development and institutional frameworks in the sectors it supports, as well as a related continued focus on capacity development.

The evaluation also recommended that Danida should itself draft a capacity development support strategy for Ghana across all sectors. This strategy should include civil society, and private sector associations, unions and other stakeholders in the private sector, as well as public sector institutions and independent governance institutions. It should also help to ensure that gender and gender mainstreaming mechanisms become internalised. Finally, the evaluation noted that decentralisation would require considerable efforts to develop administrative capacity at district level and in the Local Government Service Secretariat (LGSS), and effort would be needed to ensure that the benefits of capacity development programmes were experienced outside the capital region, including in areas of high poverty.

In 2010 the Ghana Consultative Group's Annual Partnership Meeting concluded that building the capacity of the private sector and a new approach to public service reform that emphasised capacity development.⁵ In 2011 an analysis produced in connection with the Ghana Joint Assistance Strategy found that "the performance and organizational capacity of the public sector has been a persistent structural problem for Ghana" and was becoming more urgent; whilst there "have been significant investments in capacity building over long periods of time" by both GoG and its development partners, "the results achieved have been mixed."⁶ Also in 2011, a paper prepared by the Public Sector Reform Sector Group in the context of the review of the Multi-Donor Budget Support programme

⁴ Ministry of Foreign Affairs, Joint Evaluation of the Ghana-Denmark Development Cooperation 1990-2006. August 2008.

⁵ Ghana Consultative Group, Annual Partnership Meeting 2010 Communiqué. 27 September 2010.

⁶ Oxford Policy Management, Proposed Government of Ghana-Development Partner Compact: Contextual Analysis. December 2011.

argued that capacity development could not be achieved through the skills training of individuals alone, but needed to be undertaken at the institutional and organisational level and to be approached as organisational change; in fact, a number of public sector institutions are said to have already begun or to be planning such change processes.⁷

The GoG has not yet produced the kind of comprehensive approach to capacity development that the 2008 evaluation proposed, and decisions on providing access to training and study opportunities through the DFP are not at present guided by a corresponding Danida capacity development support strategy. The embassy has emphasised that its approach is to align with country strategies, systems and processes and that it will not therefore be developing such a strategy of its own, but will look to support GoG strategies in the respective sectors. Progress is in fact being made in this direction in some sectors. For example, the Ministry of Health has collaborated with Danida and other development partners in producing an institutional and organisational assessment of the health sector, which is seen as the first step in developing a systematic capacity development plan for the sector. In the meantime, the Ghana Health Service appears to have an annual plan for at least its participation in the MIH programme, with a list of potential participants being submitted by regional directors for consideration even before the course is advertised. The Ministry has confirmed that graduates of Masters programmes are recruited to serve as District Directors of Health Services, as heads of Public Health Departments in hospitals, or in research institutions, which suggests that its involvement is driven by some overview of capacity development and workforce development needs even if a full plan for the sector does not yet exist.

More generally, programme officers at the embassy emphasised that capacity development is built into all of their programmes to help ensure sustainability. Moreover, the way in which capacity building activities are being carried out through the DFP corresponds in many respects with what was recommended in the 2008 report, with the involvement of participants from the district, the private sector and (to a lesser extent) the third sector, and the targeting of the MIH in particular on the deprived regions.

⁷ Buckland, L. and R. Allotey, Cross-Cutting Issue: Public Sector Management Capacity: Issues, Challenges, and the Possible Way Forward. Public Sector Reform Sector Group. (Revised draft, 3 May) 2011).

3 The Danida Fellowship Programme in Ghana

3.1 Historical perspective

Denmark has provided development assistance to Ghana since independence in 1957. Up to the end of the 1980s the assistance comprised social support through NGOs, and various projects funded by loans and grants in the fields of water, electricity supply, cold stores, and agricultural equipment. Ghana was among the first Danish programme cooperation countries identified in 1989, and in 1991 the Danish embassy (which had closed in 1983) was reopened in Accra. The Ghanaian-Danish development cooperation has expanded gradually from 1990, and in 2008-09 Ghana was the fourth largest beneficiary of Danish official development assistance, receiving USD 87 million.⁸ In 2009 Denmark was the fourth largest bilateral donor to Ghana, after the UK, USA and Japan.⁹

Analysis of successive DFC Annual Reports indicates that Ghanaian participation in the DFP has been quite variable over the years, representing (at a low point) only 2.1% of fellowship holders (16 out of 760) in 2003, but increasing to 12.7% (160 out of 1,260 Fellows) in 2011. During the period from 2008 to April 2012 the 441 Fellows from Ghana represented 8.7% of the total number of 5,079 participants in all DFP activities.

3.2 Institutional issues: how relationships with DFC are structured

The DFP focal point in Accra sees it as the role of the embassy to take responsibility for all stages of the process of getting applicants in to their chosen courses, from drawing the attention of organisations and individuals to potentially interesting opportunities, processing fellowship applications and visa requirements, and providing some pre-course briefing. Former Fellows reported uniformly favourable impressions of the administrative process, and a smooth handover from the embassy to DFC as applications progressed. Good and regular communications clearly exist between the embassy and DFC in Copenhagen, and programme officers reported that during 2011 they had had the opportunity to contribute to DFC's strategic planning for 2012 onwards. They had also participated in the process of localising some training at GIMPA, through discussions with the DFC training adviser when she visited to develop this initiative.

The training programmes offered in the DFP were seen as relevant to and fitting well with programme needs, particularly with regard to the decentralisation agenda, with a large number of applications coming from local government. Publication of programme announcements was said to be greeted enthusiastically in counterpart organisations, and to arouse keen – even aggressive – interest in exploiting the opportunities offered. Demand for places is increasing. Although there was felt to be some unmet need for more specialised inputs, for example for the Immigration Service, this had not been strong enough to prompt consideration of commissioning a tailor-made course from DFC. More generally, the size and broad scope of Danida programmes – especially the SPSD – would make it difficult to identify a special topic which would be of relevance to a sufficient number of participants.

⁸ OECD Development Assistance Committee (2011), Denmark Peer Review 2011.

⁹ OECD Creditor Reporting System, at <http://stats.oecd.org/Index.aspx?DatasetCode=CRSNEW>, accessed 16 July 2012.

The perceived relevance of the training portfolio offered to the needs of programmes, their counterpart organisations and individuals within them is beyond doubt, but the mechanism by which this is achieved is less clear. Discussions with DFC training advisers when they visit clearly play a part, but the process of determining the shape of the portfolio is apparently more supplier driven than demand driven, in that there seems to be relatively little opportunity for programme officers to comment on the proposed portfolio or on the content of courses before they are offered. However, it has to be recognised that the content of any training programme is unlikely to need to undergo radical change from year to year; capacity building requires a long-term commitment and many of the training needs that have to be met are deep-seated and persistent. Well-designed training products can therefore have a shelf-life of many years, provided materials are kept updated, and only a small proportion of a portfolio of courses should need to be replaced or fundamentally re-engineered in any year if they are well-designed and effective. The need is for those responsible to be alert to changes in the operating environment and to emerging policy priorities, so that they are able to keep the portfolio refreshed as necessary; experience in Ghana suggests that at present they are succeeding in doing so.

3.3 Management of the programme

The focal point plays a very pivotal role in communicating with DFC, disseminating information about the DFP, communicating with applicants, liaising with programme officers, and overseeing the progress of applications. This role occupies some 40% of her time, which is more than is formally recognised in her job description.¹⁰ It appears likely that the profile of the DFP in any country will depend to quite a large extent to the personal enthusiasm and commitment that the designated focal point brings to the task.

Programme officers also play a part in promulgating information about courses and in the scrutiny and approval of applications. Once the course information has been published the process becomes very demand-led and dependent on the initiative taken by individual applicants and the managers in their organisations who endorse (or in some cases block) their applications. The point was made that the increasingly lean management of Danida programmes, with perhaps only two officers overseeing expenditure of many hundred million kroner, makes it unlikely that there will be direct personal knowledge within the embassy of individual applicants and their suitability for the training. If any tightening up of selection procedures is required, to ensure that the most appropriate people are receiving fellowships, this must therefore depend on providing approving managers with more stringent and specific criteria to follow and report on, and perhaps on requiring greater accountability from them for the outcomes achieved as a result of the training received.

Provision is made within programme budgets for counterpart funding where this is required for DFP participants; programme officers rely on the finance office to track and keep them informed of expenditure, and little monitoring and evaluation information seems to be available to programme officers to enable participation in the DFP to be actively managed as an integral part of their programme activities and expenditure.

3.4 Overview and main characteristics of programme

The DFC's database shows that in the period 2008-12 (to April) 441 participants from Ghana took part in activities of all the kinds that are administered by the Centre, with the exception of tailor-made

¹⁰ The embassy has reported that it intends to change these arrangements, so that DFP administration rests with the finance/administration team and dialogue with partner institutions with programme officers.

courses, none of which have been commissioned by Danida programmes operating in Ghana. An overview of participation is shown in Table 3.1.

Table 3.1 DFP Participants from Ghana

Activity type	2008	2009	2010	2011	2012 (Jan-Apr)	Total
Admin system (research visits, Ph.D. studies, etc)	4	3	16	8	12	43
Business Fellowships	0	16	0	0	0	16
Commercial Services	0	0	12	8	2	22
Degree Programmes	4	11	13	12	0	40
Developing Country	0	0	23	63	0	86
Emerging Leaders Scholarship Programme	0	0	1	2	0	3
Other	2	0	0	1	0	3
Private Sector	4	22	12	25	12	75
Interdisciplinary	31	26	35	41	19	152
Study tour	0	0	1	0	0	1
Tailor-made	0	0	0	0	0	0
Total	45	78	113	160	45	441

Source: DFC database, accessed 13.04.12.

The types of DFP activity shown are the categories used in the DFC database which is used to manage the programme. Of these, the Emerging Leaders Scholarship Programme (ELSP) ran for five years (2007-11) and has now ended, and the Business Fellowships scheme has been phased out from April 2011.

There has been a steady increase in participation in the years under review, with the number of Fellows increasing more than threefold; this can be compared with an increase of 4.3% in the number of fellowships in the programme as a whole over the same period. The most dramatic area of growth is linked to the development of training in-country (Developing Country courses), but this has not been matched by any decline in demand for either Private Sector or Interdisciplinary courses, numbers for both of which have been higher in 2011 than in previous years. All of the Danida programmes operating in Ghana have been active in supporting nominations and providing counterpart funding where necessary for participation in the DFP.

It is apparent that individual Fellowship applications are handled carefully and efficiently, and mechanisms are in place to ensure that programmes' budget allocations for counterpart funding are not exceeded. However, the form in which records are kept both centrally by DFC and locally has not made it possible easily to attribute participants to programmes. It appeared that this could only have been achieved with disproportionate effort, which was not justified by the value of the information likely to have been yielded. Nevertheless, it would have been helpful to have been able to examine

which programmes were directing what numbers of participants towards which study and training opportunities. Similarly, information which would have shown the numbers of Fellows sent by which partner organisations on which courses was not readily forthcoming, and does not appear to be recorded either centrally or in-country. Information which linked fellowship holders to their employing organisations would seem to be an essential prerequisite for any systematic monitoring of the outcomes and impact of the DFP.

While it is apparent that individual fellowship applications are handled carefully and efficiently, and mechanisms are in place to ensure that programmes' budget allocations for counterpart funding are not exceeded. However, no attempt is made to monitor systematically the results achieved through the DFP or to assess how far it is contributing to wider objectives. Although the DFP is thought highly of by programme officers and is seen as making a positive contribution to their programmes, it cannot be said to be managed systematically as a strategic resource to support the achievement of programme objectives. The embassy's view is that the DFP is too minor a component of the aid portfolio to justify greater attention on the part of programme officers. However, the issue appears to be one, in the first instance, of the form in which management information is captured, so that the contribution being made by DFP funding to the achievement of programme objectives can be observed and decisions on applications adapted accordingly, rather than of significantly greater effort being required.

Participation by Ghanaian Fellows in the different categories of DFP activity is discussed in more detail in the following section.

3.5 Profile of participants

The categories of activity in which the largest numbers of Ghanaian participants have been involved are those designated as Interdisciplinary courses (held in Denmark), Developing Country courses (those run in an overseas location rather than in Denmark), and Private Sector courses (interdisciplinary courses run in Denmark for private sector participants).

The 152 participants in Interdisciplinary courses have attended 22 different course titles, although some of these may represent different names for, or different versions of what is substantially the same course, as in the two Public Sector Leadership courses, or the two Human Rights courses. The courses attracting the highest numbers of participants over the years in question, as shown in Table 3.2, have been Financial Management and Governance (20), Gender Mainstreaming (12), and Organisational Change Management and Public Sector Leadership (11 each). If the two Public Sector Leadership titles are taken together the number of participants increases to 16.

Table 3.2 Participants from Ghana: Interdisciplinary Courses

Course name	2008	2009	2010	2011	Jan- 2012	Total
Financial Management and Good Governance	2	1	3 +6	3 +5		20
HIV/AIDS Mainstreaming	3		4			7
Integrated Environment and Water Management	1	7				8
Gender Mainstreaming	2	2	4	4		12
Information and Communication	2					2
Organisational Change Management	2		6	3		11
Environmental Mainstreaming	2	5	1			8
Public Sector Leadership	1	3	3	4		11
Public Sector Leadership: Taking Charge of Public Sector Reforms					5	5
Public Private Cooperation	2			2	2	6
Anti-Corruption	3	1	1			5
Integrating Human Rights in Development Programming	10					10
A Human Rights Based Approach to Development Programming			4		4	8
Conflict Management	1	5	3			9
Conflict Transformation				5		5
Addressing Climate Change in Development Assistance		1		3		4
Capacitation of Journalists Covering COP15		1				1
Towards 2015: Effective Management for Development				3		3
Capacity Development, Adult Education and Training Delivery				3		3
Role of Civil Society in Aid Effectiveness				2		2
Disaster Risk Reduction				4		4
Meeting the MDGS: Results-based Management for Sustainable Development					8	8
Total	31	26	35	41	19	152

Over the same period 75 private sector participants have attended 10 different course titles, as shown in Table 3.3 below), of which those attracting the largest numbers have been the Occupational Health and Safety Training Course (15), Social Partnership for Business Development (13) and Entrepreneurship and Innovation in the Agricultural Industry (10).

Table 3.3 Participants from Ghana: Private Sector Courses

Course name	2008	2009	2010	2011	Jan-2012	Total
Corporate Social Responsibility	1	2	1	4		8
General Tools and Concepts in Agribusiness SME Development	1	4		4		9
Course for SMEs within Productive Industries and Services	2	3			3	8
Course for Export-oriented SMEs		3	1			4
Occupational Health and Safety Training Course		6	1	2	6	15
Entrepreneurship and Innovation in the Agricultural Industry		4	2	2	2	10
Social Partnership for Business Development			1 +6	6		13
Organic Agriculture and Products in Developing Countries				4		4
Green Energy and Carbon Markets				3		3
Public Private Cooperation					1	1
Total	4	22	12	25	12	75

The database also shows that 86 participants from Ghana attended six different courses in the Developing Country category in 2010 and 2011. 2011 was the first year of cooperation between DFC and GIMPA, which ran three of the courses concerned (see Table 3.4); these are discussed in more detail in Section 3.6 below. Of the others, two were run by DFC's partner training institutions in Uganda and Kenya respectively, and one, the Aid Effectiveness course in 2010, was run in Ghana by a Danish training provider in collaboration with GIMPA.

Table 3.4 Participants from Ghana: Developing Country Courses

Course name	Provider	2010	2011	Total
Aid Effectiveness	INKA Consultant Aps.	23		
Governance in Local Government	Ghana Institute of Management and Public Administration		19	
Promoting Government Integrity and Anti-Corruption	International Law Institute – African Centre for Legal Excellence, Uganda		6	
Public Sector Procurement Management	Ghana Institute of Management and Public Administration		15	
Women in Management	Ghana Institute of Management and Public Administration		22	
Public Policy Analysis	Kenya Institute of Administration		1	
Total		23	63	86

Of the degree programme participants listed, 38 out of 40 undertook the MIH course, the other two being enrolled in Ph.D. programmes.

Taking the group of fellowship holders in all categories together, 158 (36%) are women and 284 (64%) men. The average age of all those participants for whom a date of birth is recorded¹¹ was 40.6 years at the point when they began their programme of study; the age difference between men and women was insignificant, with male participants being just six months older on average than the women. The disparity between men and women is striking, but is consistent with figures for women's labour force participation in Ghana more widely; data published by the Government Statistician suggest that in 2000 women represented 36% of those in professional, technical, administrative and managerial employment.¹² While some interviewees for this case study remarked on the importance of applying stringent selection criteria to ensure that DFP fellowships were awarded to those most likely to benefit, the view was also expressed that the selection process should be adapted to enable the participation of a larger number of more junior women from middle management grades. It was felt that building the capacity of this group would help ultimately to redress the relative scarcity of women at top management levels in Ghanaian organisations.

¹¹ This information was missing for 15 women and 31 men, about 10% of the total.

¹² Agyeman-Duah, K. et al (2006), Women and Men in Ghana: A Statistical Compendium, Ghana Statistical Service, p.48, at [http://www.statsghana.gov.gh/docfiles/Gender%20Statistics%201%20%20\(Women%20&%20Men\).pdf](http://www.statsghana.gov.gh/docfiles/Gender%20Statistics%201%20%20(Women%20&%20Men).pdf).

3.6 Country Southern Training Institutes

One of DFC's strategic objectives, set out in its Cooperation Agreement with MFA, is to continue to increase the utilisation of training institutions (Southern Training Institutes, or STIs) to deliver DFP courses. The only STI in Ghana with which DFC currently has a cooperation agreement is GIMPA, which began to deliver DFP courses in 2011, following discussions with the DFC training adviser in late 2010. Three courses – Governance in Local Government, Public Sector Procurement Management and Women in Management – were run in 2011 with 56 Ghanaian participants in total. All three are being run again in 2012, and GIMPA expects to run them again in 2013. The first two courses were specified by DFC (based on a small needs-survey conducted amongst embassy desk officers in May 2009), but GIMPA proposed Women in Management to DFC. Prior to these, an Aid Effectiveness course was run in 2010 by a Danish training provider in collaboration with GIMPA.

GIMPA is a large and (according to local interlocutors, including those from the other institutions visited) highly-respected institution in Ghana; it has (according to the same sources) substantial residential facilities which are regarded as being of international standard, though these were not seen by the evaluation team. GIMPA was founded in 1961, and is now an independent self-financing tertiary institution with a mandate established in statute. It has established institution-wide quality assurance processes, which have been applied to the assessment of the courses run for DFC in the same way as to its own programmes. For the Governance in Local Government course GIMPA drew on resource persons from the Institute of Local Government Studies (ILGS), a smaller specialist institution in this field. Although ILGS might have been an alternative provider for this course, there is little doubt that GIMPA is the more prestigious and better-resourced organisation. The only other potential provider for any of these courses, with equivalent institutional reputation and cachet is the University of Ghana Business School, which was approached by DFC but had little apparent interest in taking on the task.

4 The Evaluation Questions

4.1 Overview

This chapter sets out the evidence acquired during the case study field work that has a bearing on the four main groups of questions around which this evaluation is structured. These can be considered under the headings of Relevance, Effectiveness, Efficiency and Impact and Sustainability. Not all of the sub-questions related to these headings that were proposed in the Inception Report are capable of being answered at country level, so the numbering of the sub-sections below is not always consecutive.

4.2 Relevance

How relevant is the DFP to Danida's capacity development and programme objectives, the requirements of beneficiaries and the priorities and policies of partners?

The relevance of the DFP to Danida capacity development and programme objectives has already been discussed in Section 3.2 above; a high degree of relevance to programmes was found.

All of the former Fellows who were consulted spoke positively of the relevance to their work of the training or study opportunities from which had benefitted. This was consistent with results of the online survey, where 98.7% of respondents from Ghana agreed or strongly agreed that the training received was relevant to their job (compared with 88.9% of respondents from elsewhere).¹³ Interestingly, 93% of Ghanaian respondents agreed or strongly agreed that the training was relevant to the job they were doing at the time, 89.3% that it was relevant for their current job and 90% that the training had helped them advance their careers. This implies that the selection of training is well aligned with employees' career progression. One former MIH student asserted that her attendance on the course had earned her promotion and contributed to her ability to manage a whole health district with confidence.

One interviewee had found the Results-Based Management for Sustainable Development course less directly related to the Millennium Development Goals than she had expected, but nevertheless found the training highly practical and applicable in her work. An MBA participant under the ELSP spoke highly of the DFC's help in recommending a very appropriate course with a strong sustainability component when his first choice was not available for a year; although he had been forced to resign from his job to undertake the course he found it highly relevant to his career development plans and entrepreneurial ambitions.

The relevance of the training to the capacity development priorities of partner organisations was also favourably assessed. The evaluators spoke both to senior managers who had been Fellows themselves and also sent other staff from their organisations on DFP courses, and to managers who had not benefitted personally but who had either nominated staff to attend or who coordinated the programme for their organisation. All spoke highly of the relevance of the courses offered by the DFP to their needs and to the functions performed by the staff concerned. In one public sector organisation, the Commission on Human Rights and Administrative Justice which had put 28 employees through the DFP, it was possible to say that the courses selected were linked to the employees' individual

¹³ The survey results are shown in Annex B. See Section 4.3, heading B2 below for a discussion of the appropriateness of student self-assessment as a measure of training relevance and quality.

development plans, but this did not seem to be common practice in the organisations approached. In this particular case, participants were nominated for the DFP based on the relevance of the programme to their present position or expected additional responsibilities, and employees were not allowed to independently apply for the programme. In another, private sector, body the head of the organisation took the initiative in examining what was being offered, and deciding who amongst his staff would be best able to acquire and implement new skills (and, critically, train others in them). Elsewhere it appeared to be the norm that nominations were driven to a greater extent by demand from individual employees.

How effectively is the continuing relevance of individual DFP activities ensured?

This question has already been discussed to some extent in Section 3.3 above. In addition, some former Fellows spoke favourably of the practice of prior consultation of participants by course providers, and the extent to which the content of the programme had been tailored to meet the needs which they identified. The management tools imparted were of continuing relevance to the circumstances of Fellows and their organisations, and in some cases were very timely in relation to current developments – for example, the move this year in Ghana towards carrying out performance audits alongside financial audits.

However, arrangements for systematic feedback to DFC from participants on the content of the DFP portfolio or the need for new or adapted courses appear rudimentary. In 2011 DFC carried out a post-course outcome evaluation of all interdisciplinary courses conducted in 2010 in Denmark by means of an electronic questionnaire, but as described in the 2011 Annual Report seems to have been aimed more at assessing learning outcomes than at shaping the portfolio. Embassies have the opportunity to comment on DFP Activity Plans in the annual hearing process, which should in principle help to ensure the continuing relevance of courses to the needs perceived by programme officers, although the only example given to the evaluation team of a suggestion for change made by the embassy had not yet been put into practice.

4.3 Effectiveness

Outputs delivered against plans and objectives (quantity and quality)?

No question-marks were raised by any interviewees about the delivery by DFP of what was promised in the course advertisements and programmes, in terms of course content and quality. 93% of online survey respondents from Ghana rated the quality of the training as high or very high, and 95.3% agreed or strongly agreed that courses were well taught; nothing emerged in the interviews to challenge these assessments. In addition, as already mentioned, the ability of course providers to tailor course contents to a certain degree to satisfy the expressed needs of participants was favourably commented on.

Two interviewees expressed some reservations about the sequencing and logical flow of the course programme, one of whom rated the course quality as only “quite good”.

Learning objectives/learning outcomes for participants achieved?

Only one organisation from which evidence was obtained for the case study reported having systematic training and development plans for its employees, against which the achievement of planned learning outcomes might be assessed. The training programme coordinator here reported positively on levels of satisfaction with DFP courses delivered both in Denmark and in Ghana.

Otherwise, achievement can only be assessed in terms of the extent to which courses have met participants' own explicit or implicit learning objectives, and the evidence for this is wrapped up in the generally high survey scores recorded for the relevance and quality of delivery of training.

The limitations of self-assessment as a measure of the learning achieved through training have been established in the research literature, with students tending to overestimate results.¹⁴ However, alternative approaches to measuring learning (e.g. through objective testing) are costly and difficult in practice to apply, and of doubtful validity unless a prior baseline has been defined. The evaluation team therefore concluded that self-assessment, validated to a certain extent by a limited number of managers' assessments obtained through interviews in employing organisations, represented the best available means of examining both the relevance and effectiveness of the training, provided that the likelihood of some (unquantifiable) upward bias was borne in mind.

Desired behavioural changes of participants and their organisations achieved?

Numerous examples were noted of changes resulting from participation in the DFP. At the most general level, embassy staff thought that they observed tangible results in the health sector, with less bureaucracy and more effective behaviour being visible.

The instances given by former Fellows were not in every case very specific, but included:

- being able to apply specific skills and techniques acquired to management problems within their organisations within a month of returning from the training;
- being able to deal with people management problems to resolve the issue of a non-functional registry;
- having enhanced presentation skills;
- understanding and being better able to manage the respective mandates of technocrats and politicians at local level;
- providing regular feedback on progress and keeping managers in the picture;
- being equipped to take over leadership of an entire public sector organisation;
- managing meetings more effectively;
- internalising the skills learned and doing a better job with improved skills.

One participant, the founder of a small NGO, also listed improved language skills as a benefit. Both some former Fellows and a training coordinator identified increased confidence as a major benefit of participation in the programme.

Although evidence was gathered from one organisation which had put forward a substantial number of Fellows (28 to date) and could link participation to specific training plans and needs, it was recognised by others that there was a problem of "critical mass", and that isolated individuals were unlikely to be able to bring about significant behavioural changes in their organisations. It was suggested that it was important to have at least two or three people in an organisation who "spoke the same language" and

¹⁴ The methodological issues this raises are discussed more fully in the main report of the evaluation of which this case study forms part.

were applying the same tools. This might mean broadening selection beyond the direct counterparts of a particular project.

A very positive example was observed in a group of 11 officials from several different local and central government bodies, who had undertaken various DFP courses, and who agreed that the training had produced visibly better motivation and skills amongst beneficiaries. A concrete result was that the whole LSDGP programme budgeting process now ran more easily, leading to better planning and allocation of resources.

Generally managers in the organisations approached showed a very high level of awareness of the need to extract the maximum value from training opportunities. It appeared to be the norm in both public and private sector bodies that full reports were written by those returning from training and circulated, and that training materials were made widely available; in some cases participants were expected to develop and deliver training courses to disseminate what they had learned. However, although in one Ministry it was said to be Directorate practice to require production of a post-training report, management did not appear to be taking any other action to ensure that benefits were gained from participation of a number of staff on various DFP courses, or to support the application of learning in a coherent way.

The use of Action Plans is a standard DFP technique to focus learning and help ensure its practical application. This approach was spoken of positively by all interviewees, but success in implementing these plans has been patchy; one organisation reported that none of 28 participants had yet implemented their Action Plans. Lack of resources was cited by some as a reason, and in the online survey 34.9% of respondents agreed or strongly agreed that lack of resources had limited their ability to apply what they had learned; only 18.3% agreed or strongly agreed that application of learning had been restricted by their position in the organisation, 16.7% by lack of management support and 15.9% by lack of follow-up support.¹⁵ There was a recognition amongst interviewees, however, that buy-in and support from managers was essential to the implementation of Action Plans.

JICA's broadly comparable programme of overseas training similarly requires Action Plans, but these are produced by participants before travelling to Japan for training and are then checked by a Japanese expert. There is no check on whether they are implemented, but JICA will exceptionally provide some funding to help implementation (e.g. to help meet the cost of workshops).

Appropriate and effective DFP relationship with Danida and Danish embassies?

No difficulties were observed. Interlocutors in the embassy seemed content with the relationship, with communications with DFC over the management of the DFP and with the degree of influence they had over the content of the programme. This is consistent with the generally favourable responses in the online survey of embassies concerning the quality and timeliness of information provided by DFC and the opportunities for embassies to provide feedback. In its response to the DFP 2013 Activity Plan, during the hearing process in June 2012, the embassy proposed that a monitoring and evaluation course should be developed at GIMPA in addition to those already in operation there. It remains to be seen whether this suggestion will be adopted for future years.

¹⁵ Ability to apply learning is of course not precisely the same as implementing an Action Plan; some may have found difficulty in carrying through an Action Plan for their organisation but were able to apply their learning in other ways in the performance of their own tasks.

Some former Fellows commented favourably on the smooth coordination between the embassy and DFC.

Appropriate and effective DFP arrangements for the whole cycle from identification of course requirements to follow-up (including processes of course facilitator selection and of partner institutions, follow-up, and information systems)?

No problems could be observed in the identification of course requirements or in the selection of an appropriate local training partner. Some weaknesses in information systems have already been commented on; whilst DFC maintains a very extensive database at the heart of its internal management system this does not make it easy to analyse DFP participants in terms of the organisation from which they originate or the programme which has supported their nomination. The availability of this information would help to strengthen the links between the DFP and the achievement of either programme objectives or organisations' own capacity development plans, and perhaps make it easier to encourage the formulation of such plans; the existing configuration of information reinforces the assumption that training exists primarily for the benefit of the individual recipient.

The survey results show that the great majority of respondents believed that their courses were well taught by well qualified facilitators, and the views expressed by interviewees were consistent with this. However, interviewees reported little or no follow-up activity after their training, although some mentioned that a social portal had been created which enabled them to keep in touch with former participants, and it was clear that some alumni were very active in maintaining the networks they were able to establish with other participants from across the globe.

More active post-training follow-up would be useful for a number of reasons. By providing opportunities for former fellows to exchange knowledge and experience it could help to amplify and consolidate learning, provide mutual support and encouragement in the application of new skills and behaviours, and thus increase the impact of and value added by the training. Some interviewees also suggested they would value being kept up to date with best practice by their course providers. By way of comparison, the JICA office in Ghana has actively supported (and is just in the process of reviving) an Alumni Association for its training programme participants, and will provide some funding to support specific activities such as seminars and site visits.

Appropriate and effective role for Danish embassies and Danida programmes (including in dissemination of programme information, recruitment of fellows, and follow-up activities)?

Another aspect of follow-up would be tracking more closely, with former Fellows and their managers, progress made in applying learning on return to the workplace, which might encourage organisations not to lose sight of the importance of this, and would certainly aid accountability for the programme and DFC resources used. Programme officers at the embassy suggested that surveys of Fellows and their managers, possibly as follow-up to the end-of-course evaluations carried out by participants, would be valuable and that they would be willing to be involved in these.

As already discussed, programme officers as well as the focal point person play an active part in disseminating information about DFP opportunities (although it was argued that they would be more effective in doing so if they had themselves received at least some overview training in areas covered by the courses). Applications are scrutinised and endorsed by programme officers in the embassy. The DFC's standard fellowship application forms request information about both programme or organizational objectives and plans for the application of learning, and it is understood that examination of this forms part of the scrutiny process. It is not, however, evident that these statements

can as a rule be linked back to existing capacity development strategies in the employing organisations concerned.

No dissatisfaction was expressed about how the selection process operates in practice, or the demands it places on embassy staff. However, programme officers have only limited knowledge of individuals in their sectors, and while they can ensure that eligibility criteria have been met they are not in a position to judge whether the most suitable people who will be best able to benefit from the training and apply their learning are being selected, or whether the organisations concerned have the ability to make effective use of the training received.

Some former Fellows spoke of the importance of stringent selection so that the most appropriate people attended, and there was widespread agreement that this could only be met by ensuring that managers in employing organisations apply rigorous selection criteria and are accountable for the results achieved as an outcome of the training.

Arrangements for fellows in Denmark have helped the programme to achieve its objectives?

All former Fellows who had been trained or studied in Denmark spoke positively of the experience. At a practical and logistical level, arrangements worked well, coordination between institutions was smooth, and the arrangements made for welcoming participants at the airport and facilitating their onward travel were valued.

The picture was not entirely unmixed: some commented on the cold weather, on too much walking in the cold, and on the food (particularly cold food in winter), and some found the standard of the DFC accommodation too basic though they valued the experience of living and eating together with Fellows from around the world. Some valued the social activities that were available whilst others found themselves too exhausted by a packed and rigorous programme to take part; some valued the visits and activities that provided them with exposure to Danish life and culture more generally, whilst at least one found these a distraction that could be dispensed with. Some found the experience of travelling and living in another country a formative and enlightening experience in itself, whilst others had already travelled or studied abroad previously and found this aspect less important.

The most commonly cited benefits of training in Denmark were:

- the opportunity to see examples in best practice (for example in municipal government, health and safety in the workplace or large-scale agricultural production) that were simply not available in Ghana;¹⁶
- learning from and developing networks with counterparts from other countries across the world;
- being free from distractions and able to focus on learning without being called back to the office.

Transfer of some courses to Southern Training Institutions has helped the programme to achieve its objectives?

The localisation of some training at GIMPA has been successful from the point of view of participants, organisations and programme officers. However, almost all of those interviewed said that if they had a choice they would opt for training in Denmark, and the head of one organisation commented that

¹⁶ 95.2% of survey respondents from Ghana agreed or strongly agreed that their training had provided them with examples of good practice.

given a choice between courses with the same content in Denmark or in Ghana he would opt to send staff to Denmark, citing the advantages of exposure to best practice through the field visits and of being free from distractions. All stakeholders supported vigorously the benefits of training in Denmark and were anxious that a balance should be struck – it was important that opportunities for training abroad should be retained.

It was recognised that providing training in-country potentially enabled a larger number of people to benefit for the same amount of money, and the point was also made that the examples seen in field visits were of immediate practical relevance to participants. Training in-country did also offer some opportunity of mixing with students from other countries; for example the Governance in Local Government course at GIMPA had participants from Uganda. The idea of combining training locally and abroad, with for example one module being held in-country and one in Denmark, was mooted by several interlocutors, in order to combine the advantages of both approaches.

Collaboration with Southern Training Institutions has contributed to capacity building in these institutions?

From GIMPA's point of view, development of the programme represented an important collaboration in which good relationships had been built both with the embassy and with the DFC training adviser. There had been good dialogue about course design and what would work, and the training adviser had observed delivery of the whole of the first programme. The training adviser's own report of that mission presents a favourable picture of the academic and managerial professionalism of GIMPA, and apart from the need to rectify some misunderstanding of DFC's approach to Action Planning on the part of the course coordinator it is not evident that any development of GIMPA's capacity was called for in this context.

In the other direction, GIMPA has five years' experience of running an annual programme called the Management Development Institute for Health Care Organisations on behalf of the University of California at Los Angeles, sponsored by Johnson & Johnson. This programme has places for 36 participants from 18 organisations across the region, and places great emphasis on the development and implementation of a Community Healthcare Improvement Project (CHIP) to resolve a significant problem in their region, nation or organisation; the faculty follow-up on progress after six months with a site visit, and participants only gain their certificate of completion when they have delivered 50% of their planned CHIP results. DFC might be able to learn some lessons for the further development of their own Action Planning approach from this experience.

Appropriateness of DFP intervention logic? Implicit assumptions supported by evidence?

The generic intervention logic outlined in the Inception Report suggested that training might be used to achieve a range of different outcomes at the organisational and institutional level, in addition to simply improving the performance of tasks by those trained. Nothing observed in the case study challenged this theory, but equally we did not observe any instances where DFP participation was driven by the need to acquire the knowledge, skills or motivation to bring about a planned organisational or institutional transformation, or to deliver a strategic capacity development plan.

More commonly, the impression received was of substantial capacity deficits and a considerable appetite on the part of individuals and their managers to seize on opportunities to acquire new skills to help them improve performance. Capacity building needs could not generally be traced back to specific change plans or objectives.

4.4 Efficiency

To what extent have activities been undertaken as planned (implemented on time, using resources planned, and delivering outputs as planned)?

It is evident that DFP courses run predictably, as and when planned, and Danida programme budgets for counterpart funding are generally fully spent. The case study did not have access to any financial management information which could provide insights into the financial performance of individual courses, and whether they run to budget. Some participants commented that they would appreciate receiving the full programme and course materials in advance, and one organisation commented that not enough notice was given of course dates. A minimum of three months' notice was needed to plan for the release of a member of staff for three weeks.

As regards the efficiency of programme delivery, one participant – who had attended a course divided into two two-week modules in January and March 2012 – felt that three continuous weeks in Denmark rather than returning home between modules would have been preferable, but recognised that the time back in Ghana had given an opportunity to think about the application of learning.¹⁷ Many commented that programmes were very full and intense, but others felt that if the content had been spread over a longer period time would have been wasted.

Sometimes the dates of advertised courses clashes with busy periods around the government's budget calendar, which restricts the availability of potential participants, but it is hard to see how this can be avoided when dealing with multiple governments operating different systems across the globe.

The budget for GIMPA courses was built up from DFC guidelines and using DFC fixed rates for different components, with some negotiation around fee rates for faculty. GIMPA finds the resulting financial package at least acceptable. However, the application of DFC guidelines has resulted in GIMPA paying resource persons from another training institute USD 50 an hour for preparation and delivery of a four-hour session, which they say is substantially below the rate they would themselves pay external contributors. This approach may not be sustainable in the longer term, and may not enable the programme to continue to benefit from expert inputs from outside. More generally, GIMPA has some concerns that DFC's restrictions on the number of external contributors, which they feel may hinder the extent to which courses can draw on the insights of practitioners.

4.5 Impact and sustainability

Evidence of sustained impact at organisational, institutional or sectoral level, including through collaboration with Southern Training Institutions?

It was difficult to identify concrete examples of impact at organisational, institutional or sectoral level resulting from DFP participation. Even where substantial numbers of participants had come from a single organisation, and the programme was seen to be yielding benefits in terms of the increased confidence of staff, it was hard to pin down precise evidence of impact in terms of improved performance. Programme officers felt that they could observe changed behaviour and reduced bureaucracy in one sector, and there were signs that the training received was contributing to improvements in the cohesion and management of the local service delivery programme. Otherwise,

¹⁷ This modular pattern of provision was employed in seven out of 49 courses advertised in the DFP programme for 2012 (mainly to be run in Denmark, but including one in Nepal).

measurable impact is limited by the relative isolation of trainees in many organisations, the lack of linkage between their training and an organisational strategy or capacity development, and the frequent inability to put Action Plans into practice.

Added value from the DFP beyond the specific objectives of the activities (e.g. in public diplomacy terms)?

Several participants commented that their training experience had given them greater understanding of Denmark, the Danish people and Danish values, and this is consistent with the results of the online survey where 80.7% of respondents agreed or strongly agreed that this was the case. Embassy staff felt that the programme is an important part of Denmark's diplomatic effort. It helped cultivate a positive image of Danish development cooperation, and provided a human face for development in-country and at home, which is important when instruments such as budget support are more impersonal and remote. Programme officers would like any post-course follow-up to try to capture the less tangible benefits of exposure to Denmark through the DFP.

Although participants clearly identified courses attended at GIMPA as part of the DFP, these events provided little of this additional image-building benefit.

How can the likelihood of achieving sustainable results be improved?

Sustainable impact beyond the level of the personal and professional development of individuals is likely to be achieved less by improving the content or delivery of the courses than by ensuring that training is firmly embedded in organisational capacity development strategies, with clear management support for the adoption of new approaches, and conscious efforts to create a critical mass of alumni and to help them bring about change.

5 Implications for the Evaluation

The findings of this case study would support the conclusion that the DFP is generally providing high quality courses and study opportunities that are relevant to the needs of and valued by individual participants, the organisations within which they work and the Danida programmes which support their nominations. The movement of some courses to provision in-country is appropriate and successful, but should not displace the provision of courses in Denmark which offer a number of benefits not available in country. However, the programme seems to be still to a high degree focused on the development of skills and understanding by individual participants, and to give relatively little attention to how this training is embedded in a more holistic training and development cycle.

This would require placing more emphasis on, on the one hand, the Danida programme or organisational objectives the achievement of which the training is intended to support, and on the other the means (including the implementation of Action Plans) by which the application of learning within organisations is intended to be supported, monitored and evaluated. It has been suggested that DFC should develop more rigorous tools and guidance to support the selection (in the first instance by their managers) of suitable participants, and that managers nominating participants should in doing so commit themselves to a degree of accountability for the achievement of practical results. This would increase their incentive both to select the people most likely to benefit and to support actively the application of learning. This would in turn require new follow-up mechanisms to be developed – in which Danida programme officers would in principle be willing to play a part – and the possibility of some sanctions being applied for weak performance when future applications from the organisation concerned are considered.

Although developing more elaborate pre- and post-training mechanisms of this kind would undoubtedly increase the unit costs of providing any particular course, if it increases the impact of training it is likely to result in improved value for money for the programme as a whole. Similar considerations apply to a greater use of programme officers' time in post-course follow-up. While the evaluation team appreciate the considerable pressures on staff and the complex responsibilities they bear with limited resources, consideration should be given to the possibility that a modest increase in input in this regard would yield significant benefits in terms of the application of learning in support of programme objectives, or at the very least greater assurance that the greatest possible value for money was being obtained from the DFP.

The issue of the relative roles and responsibilities of DFC staff, the embassy and Danida programmes for achieving and monitoring results needs to be articulated by MFA through clearer policy guidance for DFP.

Annex A Country Case Study programme – people met

Interview No.	Date	Organisation/participants
1.	11.6.12	Danish embassy: Anita D'Almeida, (DFP Focal Point)
2.	11.6.12	Danish embassy: Irene (Finance Programme Officer); Fred (Programme Officer for Ghana Immigration Service); Angela (Macroeconomist/ Programme Officer for General Budget Support); Suzan Hermina-Yemidi (Good Governance and Human Rights Programme Officer); Anita D'Almeida (Health Sector Programme Officer)
3.	11.6.12	Danish embassy: Lars Jøker, Support to Private Sector Development Programme Coordinator
4.	11.6.12	Ministry of Health: Rahilu Haruna, Policy, Planning, Monitoring and Evaluation Division
5.	11.6.12	Ghana Employers Association: Victor Atta-Amponsah; Joseph Kingsley Amuah; Eric Panford Peters
6.	12.6.12	Local Government Service Secretariat: Mabel Adjaottor (LGSS); Nana Agyekum-Dwamena (Management Services Department); Ebenezer Pappoe (Regional Coordinating Council, Accra); Victor Aboagye Kunii (Ghana Road Fund); Samuel Frimpong-Manso (Audit Service); Eunice Osae (LGSS); E. Oppong-Aboagye (LGSS); Olivia Opoku-Adomah (Ministry of Tourism); Nariel Quayson (LGSS); Deborah Kuworno (Department of Rural Housing); Fay Ephrim (Community Water and Sanitation Agency)
7.	12.6.12	Institute of Local Government Studies: Dr. Esther Ofei-Aboagye (Director); Dr Callistus Mahama (Deputy Director)
8.	12.6.12	Ghana Institute of Management and Public Administration: Dr. Afua Kufuor (Director of International Programs and Development)
9.	12.6.12	University of Ghana Business School: Marjorie Beeko (Business Development Manager)
10.	13.6.12	Enoch Agyepong (ELSP beneficiary)
11.	13.6.12	Association of Ghana Industries: Seth Twum-Akwaboah (Executive Director)
12.	14.6.12	Ghana National Chamber of Commerce and Industry: Emmanuel Doni-Kwame (Acting Chief Executive)
13.	14.6.12	Women's Action Group: Felicia Ankrah
14.	14.6.12	Danish embassy: Ambassador Carsten Nilaus Pedersen
15.	15.6.12	JICA: Hajime Usukura (Representative in charge of training)
16.	19.6.12	GHS Tamale: Alice Tang, Acting District Director (MIH student) – by telephone

17.	19.6.12	Focus Group Discussion: Effie Ansah (Bsystems); Gifty Sunkwa-Mills (GHS Cape Coast; MIH student); Akua Asare (Margins); Mavis Andoh (CHRAJ); Josephine Akaba (CHRAJ)
18.	19.6.12	Ghana Immigration Service: Evelyn Deeku [nb only invitee to attend focus group discussion]
19.	20.6.12	Focus Group Discussion: Kwaku Nuamah (Association of Road Contractors); Felicia Owusu-Nyantakyi (Agro Input Dealer Association); Dr. Dennis Addo (Kahntact West Africa); Jeffery Agyepong (Stratcomm Africa)
20.	25.6.12	Association of Ghana Industries: Nathaniel Quarcoopome (Director Finance and Administration) – by telephone
21.	25.6.12	Commission on Human Rights and Administrative Justice: Gloria Gyedu (Programme Coordinator) – by telephone

Annex B Survey of participants

GHANA

Please indicate the types of DFP training that you have received

Answer Options	Response Percent	Response Count
Short course in Denmark	55.2%	48
Short course in your home country	12.6%	11
Short course in a third country	4.6%	4
Private sector fellowship	2.3%	2
Postgraduate training	20.7%	18
Study tour	3.4%	3
Other	1.1%	1

ALL EXCLUDING GHANA

Please indicate the types of DFP training that you have received

Answer Options	Response Percent	Response Count
Short course in Denmark	64.8%	445
Short course in your home country	10.0%	69
Short course in a third country	7.4%	51
Private sector fellowship	4.4%	30
Postgraduate training	8.2%	56
Study tour	3.2%	22
Other	2.0%	14

GHANA

How would you rate the quality of the DFP training in which you participated?

Answer Options	Response Percent	Response Count
Very low	0.0%	0
Low	0.0%	0
Moderate	4.7%	4
High	48.8%	42
Very high	44.2%	38
<i>answered question</i>		86
<i>skipped question</i>		0

ALL EXCLUDING GHANA

How would you rate the quality of the DFP training in which you participated?

Answer Options	Response Percent	Response Count
Very low	0.6%	4
Low	0.0%	0
Moderate	6.6%	41
High	54.2%	335
Very high	38.8%	240
<i>answered question</i>		618
<i>skipped question</i>		0

GHANA

Please indicate to what extent you would agree with the following statements, in relation to the DFP training in which you have participated

Answer Options	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	No view/not applicable
The training was relevant to my job	0.0%	1.2%	0.0%	18.5%	80.2%	0.0%
The level of training was appropriate to my skills and knowledge	0.0%	1.2%	1.2%	29.8%	67.9%	0.0%
Course tutors were well qualified	0.0%	1.2%	0.0%	29.8%	67.9%	1.2%
The course was well taught	1.2%	1.2%	1.2%	42.9%	52.4%	1.2%
There was a good follow-up process to the training provided	1.2%	19.0%	13.1%	40.5%	13.1%	13.1%
Travel and accommodation arrangements were well organised	0.0%	2.4%	2.4%	28.9%	65.1%	1.2%
The training enhanced my technical skills	0.0%	0.0%	2.4%	39.3%	54.8%	3.6%
The training enhanced my skills in managing people, resources and work	0.0%	2.4%	3.6%	39.3%	52.4%	2.4%
The training has helped advance my career	0.0%	0.0%	8.8%	45.0%	45.0%	1.3%
The training provided me with relevant examples of good practice	0.0%	0.0%	3.6%	43.4%	51.8%	1.2%
The training provided me with a better understanding of Danish life and values	1.2%	1.2%	7.2%	51.8%	28.9%	9.6%
The training provided me with a better understanding of Danish aid policies and practices	1.2%	4.9%	17.1%	48.8%	23.2%	4.9%

ALL EXCLUDING GHANA

Please indicate to what extent you would agree with the following statements, in relation to the DFP training in which you have participated

Answer Options	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	No view/not applicable
The training was relevant to my job	1.3%	0.3%	0.6%	22.4%	74.8%	0.5%
The level of training was appropriate to my skills and knowledge	1.1%	0.7%	1.1%	36.7%	59.7%	0.7%
Course tutors were well qualified	1.0%	0.5%	1.3%	33.3%	63.2%	0.7%
The course was well taught	1.1%	0.8%	1.6%	43.8%	52.1%	0.5%
There was a good follow-up process to the training provided	4.2%	15.1%	19.5%	35.3%	21.3%	4.6%
Travel and accommodation arrangements were well organised	1.0%	3.1%	2.9%	27.8%	63.7%	1.5%
The training enhanced my technical skills	1.3%	0.6%	2.3%	33.1%	61.9%	0.8%
The training enhanced my skills in managing people, resources and work	1.0%	1.0%	7.5%	43.3%	44.1%	3.1%
The training has helped advance my career	0.8%	2.9%	12.9%	38.3%	41.2%	3.9%
The training provided me with relevant examples of good practice	1.1%	1.0%	3.4%	38.3%	55.0%	1.1%
The training provided me with a better understanding of Danish life and values	2.0%	4.7%	10.6%	39.4%	37.4%	5.9%
The training provided me with a better understanding of Danish aid policies and practices	1.8%	6.5%	15.3%	41.6%	29.5%	5.2%

GHANA

To what extent have you been able to apply what you have learned from DFP training in your job?

Answer Options	Response Percent	Response Count
Not at all	4.8%	4
To a limited extent	7.1%	6
To a moderate extent	17.9%	15
To a considerable extent	46.4%	39
To a very great extent	23.8%	20
<i>answered question</i>		84
<i>skipped question</i>		0

ALL EXCLUDING GHANA

To what extent have you been able to apply what you have learned from DFP training in your job?

Answer Options	Response Percent	Response Count
Not at all	0.5%	3
To a limited extent	4.8%	30
To a moderate extent	24.5%	152
To a considerable extent	48.2%	299
To a very great extent	21.9%	136
<i>answered question</i>		620
<i>skipped question</i>		0

GHANA

Please indicate to what extent you would agree with the following statements in relation to the DFP training in which you participated

Answer Options	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	Not applicable/No view	Response Count
At the time of the training I was working in a job for which the training was relevant	0.0%	1.2%	1.2%	31.3%	63.9%	2.4%	83
I am currently working in a job for which the training was relevant	1.2%	0.0%	3.6%	31.0%	58.3%	6.0%	84
My ability to apply what I learned has been limited by my position in the organisation for which I worked	23.2%	39.0%	9.8%	15.9%	2.4%	9.8%	82
My ability to apply what I learned has been limited by lack of management support	16.7%	46.4%	8.3%	15.5%	1.2%	11.9%	84
My ability to apply what I learned has been limited by lack of resources	9.6%	34.9%	12.0%	26.5%	8.4%	8.4%	83
My ability to apply what I learned has been limited by lack of follow-up support	11.0%	42.7%	18.3%	11.0%	4.9%	12.2%	82
<i>answered question</i>							84
<i>skipped question</i>							0

ALL EXCLUDING GHANA

Please indicate to what extent you would agree with the following statements in relation to the DFP training in which you participated

Answer Options	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	Not applicable/No view	Response Count
At the time of the training I was working in a job for which the training was relevant	1.1%	1.8%	3.2%	32.5%	59.4%	1.9%	616
I am currently working in a job for which the training was relevant	1.1%	1.6%	5.2%	32.6%	55.6%	3.8%	611
My ability to apply what I learned has been limited by my position in the organisation for which I worked	13.6%	38.3%	15.2%	20.8%	6.7%	5.4%	611
My ability to apply what I learned has been limited by lack of management support	12.0%	41.5%	14.0%	19.9%	7.7%	4.9%	609
My ability to apply what I learned has been limited by lack of resources	7.9%	29.8%	15.5%	29.8%	12.6%	4.4%	611
My ability to apply what I learned has been limited by lack of follow-up support	8.7%	34.6%	17.5%	25.9%	8.5%	4.8%	610
<i>answered question</i>							619
<i>skipped question</i>							1