

Final Terms of Reference
Joint Evaluation of the Ghana-Denmark
Development Cooperation from 1990 to 2006

1. Introduction

A Ghana Joint Assistance Strategy (GJAS) between key development partners is currently being developed. In early 2007, a general, common part had been submitted by the development partners in Ghana to the Government of Ghana for comments. Denmark is participating in the process. By the end of 2007, it is expected that a specific individual part, describing the future Danish development assistance for 2008-10, will be drafted.

Denmark has provided development assistance to Ghana since independence in 1957. Up to the end of the 80s the assistance was comprised of social support through NGOs and various projects funded by Danish government loans and grants tied to industrial purposes, water, electricity supply, cold stores, and agricultural equipment. A Danish Embassy was opened in 1961, but closed in 1983 as a consequence of the continuous political and economic decline in the country. Initiated by the Danish Strategic Action Plan of 1988 Ghana was among the first Danish 12 programme cooperation countries identified in 1989, and in 1991 the Danish Embassy was reopened in Accra. The Danish assistance (including NGO-support and technical assistance) has grown substantially from a modest contribution of DKK 6.9 million during 1990 reaching a high peak in 2002 of DKK 404 million to a reduced level of about DKK 340 million in 2005 and DKK 367 million in 2006. At the turn of the millennium Ghana was the fourth largest receiver of Danish bilateral assistance, and in 2002 even the second largest. Ghana also ranked second among recipients of Danish bilateral assistance in 2005, while in 2006 it ranked fourth. The total Danish funded assistance during 1990-2006 has been about DKK 3.8 billion.

Many development partners have contributed to Ghana's own development efforts, which have been seen as a positive example of country-led development and partnership, with an encouraging peaceful transition from military regimes to democracy and rule of law. The Danish development assistance has been a relatively stable part of all the international development assistance to Ghana. From an inception level of less than 1% of all multilateral and bilateral aid it reached 9% in 2002, and is now again at the level of 5-6% of all aid. The total aid delivered to Ghana during 1990-2005 is estimated at the level of USD 10 billion equivalent of about DKK 70 billion. The Dan-

ish aid contribution thus is at the level of 5% of all aid to Ghana during the last 15 years.

Ghana's political, social and economic development since independence has been turbulent, but since the end of the 80s steady improvements have been observed. Some of the key steps forward and results have been:

- Introduction of a decentralisation reform in 1988, and regular holding of election to the District Assemblies in 1989, and every fourth year since then.
- Transition from military government, adoption of a new Constitution establishing a parliamentary democracy and elected government in 1992; subsequent Presidential and Parliamentary election in 1996 (re-election of President Jerry Rawlings); elections held in 2000 (of President John Kufuor), and re-election in 2004.
- After several years of domestic economic imbalance, and massive terms-of-trade shock by the end of the 90s, the economy is in a more positive track with growth rates of about 5 percent through 2002-05.
- Ghana is one of the few African countries with a potential to achieve most of the Millennium Development Goals. The first Ghana Poverty Reduction Strategy was adopted in 2002, and a second GPRS for 2006-09 was approved by the parliament in November 2005.¹
- Infant and child mortality rates have almost halved in the last 20 years, and the total fertility rate shows a drop from 6.4 to 4.6 children per woman.

However, many challenges are still to be faced, including the following:

- Although the incidence of poverty² declined from 52 percent in 1991/92 to below 40 percent in 1998/99, large regional disparities persist.
- The maternal mortality rate is still high compared to many African countries. About a quarter of all children under five are stunted and underweight.
- In spite of the stabilization of the economy and some economic growth, Ghana remains a poor country, with an average per capita income of USD 380 in 2005. Moreover, the country is dependent on income from few sources such as cacao, gold and minerals.
- Ghana is also heavily dependent on aid (and remittances from abroad). Many sectors remain under-financed and financial sustainability is a key concern e.g. in the health, education and water & sanitation sectors.
- The country is facing increasing problems of energy supply (excessive dependency on hydro-power from the Volta Lake region).

¹ The poverty reduction strategies are available i.a. from the NDPC website: www.ndpc.gov.gh

² The poverty surveys conducted in Ghana mainly refers to consumption (rather than income) poverty.

Initially, the Danish support was composed of a multitude of separate projects within many sectors, as outlined in the first country assistance strategy in 1993. Following the general 1994 Strategy for Danish Development Policy towards the Year 2000 containing a sector programme focus, from 1998 the Danish-Ghana co-operation was based on the second five-year strategy up to 2002 focussing on support to four sectors: health, transport, energy, and water & sanitation. In addition, support was given to the private sector development, and to democratisation, human rights and good governance. A country evaluation of the Ghana programme was expected in 2000, as part of the readjustment of the strategy. However, this was not undertaken, but in 2002 an assessment of the Danish-Ghanaian co-operation was carried out by national consultants providing input on lessons learned for the development of the third strategy for 2004-08. This strategy sustained the chosen sector programme support (adjusted to cover health, water & sanitation, transport, and business), and a thematic programme concerning good governance and human rights including general budget support and support to decentralisation as two out of the five components³. However, the strategy also linked the Danish assistance much closer to Ghana's poverty reduction strategy. The support programmes have been regularly reviewed, and Danida's Quality Assurance Unit has undertaken Performance Reviews of the Ghana programme in 2004 and 2007 respectively.

The considerable long-term Danish development cooperation with Ghana has been partly evaluated through inclusion in a number of sector-wise or thematic evaluations (capacity development within water & sanitation and decentralisation in 2005, private sector development in 2004 and 2001, Danish assistance to health in 2000, and human rights and good governance in 1999, etc.). The joint evaluation of the roads sub-sector from 2000 is also available for possible comparison. The most recent is the joint evaluation of the general budget support (MDBS) to Ghana, which will most likely be ready by April or May 2007. However, an evaluation of the substantial Danish-Ghanaian development co-operation in its totality has so far not been carried out.

The Danish Development Cooperation with Uganda through 1987-2005 has recently been evaluated (MFA, Danida 2006c). This evaluation approach has shown the benefits of conducting a country programme evaluation together with the partner government at a stage prior to embarking on a joint assistance strategy in order to finalise and collect the valuable experiences from the bilateral development cooperation during the past decades. It is expected that future evaluation of the impact of the Danish development assistance to Ghana, as stated in the 2004-08 Ghana-Denmark Strategy, will be based on the total results of activities supported by the group of development partners and the Government of Ghana, to be carried out as a joint evaluation of the Ghana Joint Assistance Strategy (GJAS), probably led by the Government.

³ Lately a separate and increased allocation for general budget support has been approved for 2006-2010.

The Terms of Reference includes the following chapters: Ch. 2 includes the evaluation purpose. Ch. 3 outlines the main users of the evaluation. Ch 4 presents the evaluation approach and Ch. 5 the evaluation questions. Ch. 6 includes the timetable and Chapter 7 the composition of the evaluation team. Ch. 8 has a description of how the evaluation will be managed, and finally Ch. 9 lists the expected evaluation outputs. There are two annexes to the Terms of Reference: Annex I is the Evaluation Matrix and Annex II the List of references.

2. Purpose of the Evaluation

2.1 Main evaluation objective⁴

The main purpose is to evaluate achievements against the overall development objectives as formulated in development strategies, including the development strategy presented by Ghana in Paris in June 1993; the Ghana Vision 2020; the Ghana Poverty Reduction Strategy from 2002; the Interim Poverty Reduction Strategy (2000-02); the Ghana Growth and Poverty Reduction Strategy (September 2005) as well as the Danish Strategy 'Partnership 2000' and the country strategies for collaboration between Ghana and Denmark published in 1993, 1998 and 2004. The efforts and achievements will be assessed against the contemporary context and standards prevailing at the time, when decisions were made.

While the evaluation will cover the whole period from 1990 to 2006, main emphasis will be on lessons learned from 1998 (second country strategy for collaboration between Ghana and Denmark) to the present. Particular attention should be paid to the lessons learned from implementation of the most recent country strategy (2004-2008).

In line with the up-dated Danida Evaluation Guidelines (MFA, Danida 2006a), the evaluation is carried out to generate knowledge and accountability information about developments interventions in Ghana and shall contribute to the improvement of development cooperation by collation, analysis and dissemination of experience. Further, the evaluation shall provide parliamentarians and the general public in Ghana and Denmark (as well as other interested parties) with professional documentation for the use and results of development cooperation.

2.2 Specific evaluation objectives

Specifically, the evaluation will answer if, and to which degree, Danish assistance to Ghana:

- Adheres to overall Danish and Ghanaian policy goals concerning poverty

⁴ In line with articles 32 & 45 of the recent Paris Declaration on Aid Effectiveness of April 2005, all efforts to ensure common arrangements and alignment with the partner country to the maximum extent possible will be taken for this evaluation, in particular through a close collaboration with the National Development and Planning Commission, the designated focal point for overall monitoring and evaluation in Ghana.

- Adheres to policies concerning cross-cutting issues (gender, environment, human rights, popular participation and good governance) and priority themes (children and youth, HIV/AIDS, private sector), as stipulated in the partners' policies
- Was *relevant* in relation to country poverty needs as expressed in national poverty reduction strategies and sector policies and strategies?
- Was *effective* in making contributions to the overall political, economical and human development of Ghana - both at the national and local level - and in specific sectors
- Was *efficient*, *i.e.* compared to different ways of delivering assistance, and efficiently aligned with national policies and harmonised with assistance of other development partners
- Was *sustainable* in relation to its choice of modalities, *i.e.* whether it was developed and undertaken in co-operation with relevant national and local authorities and in different sectors?
- And was *sustainable* in the sense that it strengthened the organisational capacity of relevant national and local authorities or organisations.

Danish assistance⁵ will be evaluated in light of Ghanaian national policies, and in the context of activities of other development partners. Achievements will, to the extent necessary, be assessed against contemporary goals and standards. Assessment of *long-term effects* will generally be restricted to the overall level of achievements of the combined support from development partners to Ghana and the country's own efforts.

Finally, the evaluation should review the progress against the specific indicators of the Danish 2004 country strategy – and make recommendations to possible adjustments of the current and future strategies.

3. Intended Users of the Evaluation

The main users of the evaluation are Ghana's National Development Planning Commission (NPDC, which carries the overall responsibility for monitoring progress on the Ghana Poverty Reduction Strategy, GPRS); the Board of Danida and Danish and Ghanaian parliamentarians as well as relevant Ghanaian partners (ministries, public and private plus civil society institutions), the Royal Danish Embassy, Accra, the country desk and other relevant departments in Ministry of Foreign Affairs, Copenhagen.

The general public and civil society in Denmark and Ghana will constitute secondary target groups for the evaluation.

⁵ The evaluation will comprise Danish *bilateral assistance* to Ghana, including NGO assistance, and the Private Sector Programme. Danish contributions to multilateral organisations and multilateral programmes supporting Ghana (e.g. EU and UNDP) are not included.

4. Approach and Methodology

The evaluation must be carried out in accordance with the DAC Quality Standards (2006) and the Danida “Evaluation Guidelines” (October 2006). There are two main components of the evaluation:

1. Danida has initiated a *pre-study* aimed at collecting and systematizing available documentation at the Ministry of Foreign Affairs in Copenhagen as well as at the Danish Embassy in Accra. The pre-study will identify key issues for the evaluation; establish a documentary-based overview of sectors, programmes and projects; identify significant changes over the period covered by the evaluation; establish an overview of the financial resources involved, the key resource persons involved; and of the agreements and policy dialogue between Denmark and Ghanaian authorities. The pre-study will be conducted from January through May 2007 and a final report will be submitted before 11 May 2007. The pre-study will provide an important preparatory input to the work of the main evaluation team. The pre-study consultants have been commissioned by a separate contract, and the consultants are to be available for briefing the evaluation consultant during the inception phase.

2. External independent consultants contracted through international tendering will carry out the *main evaluation*. The evaluation team should commence its work as early as possible after the contract clarification meeting scheduled for 14 May 2007. The evaluation work will comprise desk and field studies, including a *perception study* based on interviews of Ghanaian and other partners⁶. Based on the input from the desk-study major key issues of debate, implementation modalities and observed results of the Danish assistance will be empirically founded and analysed through the perception study, which is to be carried out in the field by local consultants. The methodology for the perception study used in the recent evaluation of Danish Assistance to Uganda should be applied.

Other elements of the main evaluation will be focus-group discussions, analysis of national and regional statistics and poverty profiles, international development trends, etc. To the extent that district or regional poverty profiles can be identified, such profiles should be made use of e.g. in order to evaluate possible effects of geographically specific interventions funded by Danida. *Thematic papers* covering key aspects of the

⁶ Persons to be interviewed include representatives of different public and private institutions in Ghana that have been working with Danida during the period covered by the evaluation. Civil society representatives – including representatives from institutions and geographical areas that have not benefitted from Danish assistance - should be consulted with a view to revealing their perception of strategic choices made (selection of sectors and geographical emphasis of the country programme). Danida staff who have been working with Danish development cooperation with Ghana and representatives of other donors will also be consulted.

evaluation should be prepared as part of the evaluation process⁷. Finally, an *evaluation report* will be prepared covering the main findings and recommendations of the evaluation.

The incumbent consultancy team should present details on the methodology and a work plan for the evaluation based on the proposed evaluation methodology (see Chapter 4 and 5 in the ToR as well as the Evaluation Matrice in Appendix 1) in the Tender Document. The incumbent consultant will further refine the methodology and work-plan based on desk-review of background documentation (to be made available to the incumbent evaluation team only) in the Inception Report. This report will be discussed in Reference Groups in both Accra (Ghana) and Copenhagen and should be approved by the Management Group (see Chapter 9). Draft versions of the various documents (including thematic papers, the perception study and the synthesis report) produced by the evaluation team will be commented upon at workshops before being finalised.

While the synthesis report and the perception study will be published (hard-copies), thematic papers and other background documents will, when finalized, be published on the web-site of the Evaluation Department and the web-site of the National Development and Planning Commission in Ghana.

The approach to the Evaluation is inspired by current debates among partners in the DAC Network on Development Evaluation concerning evaluations of development assistance at country level. As noted by the DAC⁸, most country programme evaluations are concerned mainly with the activities of individual development partners at project, sector and programme levels. Evaluations that are limited to the perspective of a single development partner leave out important aspects of the interaction or incoherence of the contributions of different actors to the same process.

As an alternative approach, the DAC Room Document 2 (Paris, 9 November 2004) suggests a hierarchy of evaluation of aid effectiveness:

- i. Evaluation of the *impact of the combined support from development partners to a particular country and the country's own efforts* – an assessment of development outcomes; based on the policies and priorities of the Government, using the quantitative and qualitative data available as indicators, etc., increased capacity of national institutions, changes in international context.

⁷ Such thematic papers may cover e.g. general issues such as the political, economic, social and cultural development trends in Ghana; cross-cutting issues (e.g. gender) or priority themes (including e.g. support to private sector development), but might also focus on particular sectors targetted or modalities used in the development cooperation.

- ii. Evaluation of the *effectiveness of the development co-operation itself* (total ODA contribution), focussing on questions concerning partnership, alignment of support, harmonisation (e.g. comparison without the ODA-inputs), government revenues, remittances, possible negative effect of ODA.
- iii. Evaluation of the *contribution of an individual development partner* to the effectiveness of the larger development co-operation effort: whether the agency and to what extent it operates in a supportive manner, and which contribution to the development results?
- iv. Evaluation of the *internal effectiveness of a particular development partner*, questions concerning the institutional effectiveness, and of the *efficiency of delivery of support*.

The principles suggested by DAC were used in the Uganda evaluation and have proven to be a valuable framework for assessing the development cooperation at country level, even if they may not solve all methodological problems related to assessments of total ODA at country level.

5. Evaluation Questions

Inspired by the DAC Room Document 2 referred to above, the evaluation questions are structured under four headings or levels. The main emphasis of the evaluation will be at level three and four, which relate to the contribution of Danish financed activities to Ghana's development and to the modalities used. The four levels are:

1. Context and framework conditions relating to overall development processes in Ghana: Questions concern changes in the context and the framework conditions for the Danish financed efforts and the developments achieved as a result of the combined Government and development partner efforts. In particular the national poverty reduction plan(s), good governance, general reforms of public institutions, including decentralisation of the administration, the legal system and control bodies and reform of legislation will constitute a significant point of focus in the evaluation.

2. Combined development partner efforts and their effects on development trends in Ghana: Questions concern the effects of the combined development partner effort. The focus will be on questions concerning partnership, alignment of support, harmonisation (e.g. comparison without the ODA-inputs), government revenues, remittances, and possible negative effect of ODA. Questions related to the relative importance of development aid (vis-à-vis e.g. trade and remittances) should be discussed and likewise the implications of changes in the aid structure (including emergence of new donors) should be assessed to the extent possible.

3. The contribution⁹ of Danish financed activities to Ghana's development. Questions concern relevance and effectiveness of the assistance. The evaluation will document the processes and concrete results achieved through Danish efforts and assess the long-term effects of Danish support, not least as regards cross-cutting issues (gender, environment and human rights, good governance, democracy and popular participation).

4. Implementation modalities and follow-up to Danish development cooperation with Ghana: Questions include strategies used for capacity development at different levels, exit strategies, and the efficiency and sustainability of the assistance. This includes the utilisation of parallel systems vs. national systems (i.e. use of project, programme and financial assistance such as general budget support), adviser assistance, NGO assistance, accounting procedures, cost-efficiency and monitoring systems, i.e. important aspects of harmonization and alignment as reflected in different international declarations (Rome, Marakech and Paris).

The focus – and hence the major part of resources – will be allocated to heading three and four, i.e. on the *contribution of Danish financed activities* to the effectiveness of the larger development co-operation effort and implementation modalities. Headings one and two will also be covered in the evaluation, but to a limited extent and based almost exclusively on *existing* data and knowledge¹⁰, and performed mainly as a desk study. The perception study of effects, issues and modalities of the Danish assistance will provide a major input to the headings three and four. The evaluation approach is outlined in the appended Evaluation Matrix for guidance. In the following, questions are further detailed under each of the four headings:

5.1. Context and framework conditions

The evaluation will (primarily as a desk study using secondary information) at a macro level provide an overview of the general development of Ghana since 1990. The overview will look at economic, political, socio-cultural and human as well as institutional aspects of development and the links between these. The combined government and efforts by development partners have contributed to development under each of these aspects.

5.1.1. Overall economic and political development and context

Evaluation questions concerning economic aspects: What level of development has Ghana achieved in absolute terms and relative to that of comparable countries? What have been the key obstacles – and positive driving forces - to economic development in the country?

⁹ In this part of the evaluation, a distinction is made between *contribution* (results of Danish assistance that was achieved because of a combined effort by Danida, Government and/or other donors), and *attribution* (results achieved primarily as a direct result of Danish financed activities).

¹⁰ World Bank reports and reports from other development partners, including e.g. recent evaluations of DfID, EU and CIDA's development cooperation with Ghana.

To understand the conditions for providing development assistance, it will be important to describe the overall macro-economic development of the country and compare it to similar countries that have received similar levels of development assistance. Also, a relationship between sound economic policies of governments/development partners and positive economic results may be assumed, and *vice versa*, even if combined government and development partner efforts can obviously be overtaken by international events (marginalisation of the African continent, international oil crisis, international financial crisis, etc.).

The section should be based on general indicators of economic development available from known sources (GRSP reviews, World Bank, African Development Bank, UNDP, Bureau of Statistics, University of Legon). The indicators assessed should include i.a.:

- Government revenue
- GDP, GNI, etc
- Multiplication effect, and hence expected effect of development investment
- Investment climate, Participation in "globalisation", FDI
- Trade - import/export, including variations of international coffee prices
- Debt and debt ratios over the period
- Credit ratings from IBRD, IMF and international credit institutions
- Trade quotas under the Cotonou and Lomé conventions
- Remittances and their importance to the Ghanaian economy and to different population groups
- Overall aid levels compared to Government expenditure and per capita.

The Ghana indicators should be compared to relevant international standards and where feasible developments over time in the Ghana rating should be included, taking into consideration the Ghanaian government's ambition to reach status as a middle-income country by 2015.

Evaluation questions concerning political aspects: How does the foreign policy condition of the country affect political choices made and the development climate in general? Which economic policies did the Government of Ghana follow from 1990-2006? And which general significant reforms/policies have been implemented? Have national policies and strategies been conducive for broad-based pro-poor growth and poverty alleviation? In which way has the dialogue with development partners developed during the period, and has the dialogue influenced overall political choices made?

Discussions concerning Danish assistance to Ghana were resumed in 1985-86 after a long period of political and economic decline, including various rounds of military coups. Key challenges in the first years of support related to the stabilization of the economy and democracy (including human rights) of the country. During the first years, Danish support was mainly given in the form of tied grants and multilateral assistance. Bilateral projects and programmes only took off from 1990 onwards.

It is important to go back to policy statements and plans that were launched and discussed at the beginning of the period and to recall what were the risks and opportunities that could be seen at that time. The evaluation should:

- Consider the policy dialogue between government and its development partners and efforts concerning state building, including poverty reduction strategy process, public sector reform, civil service, etc.
- Consider the democratisation process, multiparty system, role of Parliament, etc.
- Consider progress and outcomes of the decentralisation reform
- Consider the progress in people's security and democratic rights in light of the post-conflict situation and the country as a key regional player
- Military expenditure compared to overall public expenditure¹¹
- Corruption levels and policies

The political economy of Ghana plays a significant role for development potentials. The evaluation should describe national policies followed – including their strengths and weaknesses in terms of achieving broad-based economic growth and development - and consider the dialogue between Government and its development partners concerning these policies. The evaluation should consider i.a.:

- Policies of establishing/reducing trade barriers
- Policies of establishing/reducing investment barriers
- Policies characterised as either "open-or-closed economy" policy
- Privatisation policies and practices
- "Liberal" or state-controlled enterprise and investment policy
- Progress in land reform, and access to other factors of production,
- Taxation policies, in particular seen from an equity perspective

5.1.2. Overall socio-cultural and human context and development

Evaluation question: Is overall economic development reflected in actual poverty reduction, human and social development in absolute and relative terms? How do social and cultural factors such as e.g. religion, gender and ethnicity influence development trends in the country?

Human and socio-cultural development, including not least poverty reduction, is the ultimate goal of government efforts and international development assistance. Many countries experience impressive growth rates, increased investment, and greater participation in globalisation without this necessarily having any positive effect on the living conditions of the majority of the population. This is often the case for middle-income countries and may not be the case in Ghana, but the question should nevertheless be assessed.

¹¹ Realistic and full data on the subject can be difficult to come by and use as Ghana has considerable income from the posting of soldiers on UN-missions.

The evaluation should provide answers to the general development concerning key Ghana indicators like:

- Human Development Index
- Poverty reduction (using district and regional poverty profiles and comparing development in (regional) poverty over time)
- Gender-specific and aggregated indicators on health, social status, education and participation in decision-making at various levels
- Equity of income, property and access to land and capital according to gender, ethnicity and other socio-economic lines of division
- Environment
- HIV/AIDS

5.1.3. Overall organisational capacity context and development

Evaluation question: How has the capacity of organisations and authorities developed during the period of investigation? How has service delivery developed and is the institutional context in general facilitative for development?

The organisational capacity context in Ghana (like in any other developing country) provides an important framework for the provision of international development assistance. Hence, it is important to describe the context - and assess organisational development during the period being evaluated, including both public (national and local authorities) and private organisations. Changes in the organisations' outputs, i.e. their service delivery and products, should be indicators of development in capacity of the organisations.

Specific data sources of this aspect would be service delivery tracking studies, reports from the local governments, reviews of individual organisations and institutions, client's surveys, etc. If possible, studies of the development of employment conditions and salaries of public and private employees should be included.

5.2. Contribution of the combined development partner efforts

Evaluation questions: How did the international development partner community as a whole contribute to Ghana's development, to which degree was the support aligned with the national strategies and delivered in partnership with the Government and other partners, to which degree were the development partners harmonising their support, and how can the dialogue between the international community and the Government be described?

The evaluation will at a general level assess how the combined development partner efforts have contributed to the development of Ghana since 1990 as concerns economic, political, social and human as well as organisational development aspects. At this level, the evaluation will for instance describe development partners' share of the

combined development and recurrent budget on a sector basis. At this level, the evaluation should also consider

- Contribution to the PRSP-process, and results of the HIPC process
- The Public Expenditure Reviews (PER)
- The IMF assessments
- The content of SWAps
- The use of budget support
- Cooperation with lending institutions and use of loans, mixed credits, etc.¹²

The evaluation should consider the policy dialogue between Government and its development partners, and the strategic choices taken by development partners in selecting and supporting the various sectors, as well as how the organisational and capacity development of specific organisations has been supported. Key areas like e.g. the judiciary, land reform, decentralisation, Parliament, specific line ministries, and NGO could be assessed as examples at this level. Describing these aid forms, the proportion of external support in comparison with total budgets, their quantity and quality will provide a framework for comparison with Danish assistance.

New trends in the aid structure (emerging development partners, increased importance of remittances as compared to development assistance etc.) should be assessed to the extent relevant and possible.

5.3. Concrete results of Danish financed assistance¹³

Danish financed activities have been undertaken within the framework of the overall context and conditions/development trends in Ghana during the period under evaluation.. And Danish financed activities have constituted smaller or larger shares of the overall government and development partner financed activities in the respective areas and sectors. Results of Danish financed activities can thus not be assessed in isolation from overall efforts made and overall results achieved. The key question is: *what has been the value-added to Ghana's development by Danish assistance?*¹⁴

A primary source of evaluating this issue will be the *perception study* in which the "voice" of stakeholders (Ghanaian public and private institution representatives, representatives of civil society; representatives of Danida and other development partners) will be heard. After identification of a number of important issues experienced during the delivery of the Danish assistance key stakeholders from political and administrative positions as well as civil society representatives, academia, other devel-

¹² Note that Danida has only provided grants and un-tied aid.

¹³ Note the distinction between contribution and attribution mentioned in note 5.

¹⁴ As concerns assessment of *impact* this will normally be restricted to level one of the evaluation and to a lesser degree to the second level. Analysis of contra-factual *outcomes* (non-intended or non-planned, negative or positive) should, if possible, be most relevant at level three of the contribution of the individual donor.

opment partners and relevant representatives of the general public will be questioned on their perception (which by definition is subjective, but none the less important) of the relevance, modalities and performance of the Danish financed assistance.

5.3.1. Contribution of Danish financed activities to overall macro-economic and political achievements

Evaluation questions concerning economic aspects: To which degree has Danish assistance contributed towards the overall macro-economic development of Ghana from 1990 to 2006?? What was the content of the policy dialogue on economic policy - and which impact, if any, did it have on the policies followed by the Ghana Government?

The evaluation will collect and analyse information on the following indicators:

- The Danish financed share of total ODA.
- The Danish financed assistance compared to national budgets and contributions from other development partners.
- Involvement in productive sectors (industry, agriculture, infrastructure, research & development, transfer of knowledge).
- Export/import between Denmark and Ghana.
- FDI from Denmark.
- Private Sector cooperation in general, etc.
- Content of policy dialogue on economic policy, compared to e.g. IBRDs, IMFs and major bilateral development partners.
- Consider relevance, effectiveness, efficiency, and sustainability.

Evaluation questions concerning political aspects: To which degree has Danish assistance and the policy dialogue with Ghanaian authorities contributed towards the country's political development?

The evaluation should:

- Consider achievements against specific indicators of the previous and the current country strategy (2004-08).
- Consider the contribution to the GRSP-process.
- Consider the role of security and democratic rights for the people.
- Consider the role of the country as a key regional player.
- Consider the government/Danish policy dialogue concerning democratisation, gender issues, land reform, multi-party system, decentralisation, etc. in light of the historical development in Ghana including different periods of conflict.
- Consider relevance, effectiveness, efficiency, and sustainability.

5.3.2. Contribution of Danish financed activities to human and social development achievements

Evaluation questions: Did Danish assistance have any impact on key social and human development indicators? Did Danish assistance pay due consideration to cross-cutting issues? In which way does

Danish assistance distinguish itself from that of other development partners in terms of poverty orientation? In which way was Danish policy dialogue able to influence policies of the Government in the field of social development and poverty orientation?

The specific Danish contribution towards the overall development in key human, social and poverty indicators should be assessed. Hence, Danish involvement should be described and assessed, its significance (in volume, space – district distribution - and quality) compared to that of other development partners should be assessed, and the policy dialogue with the Government described:

- Consider achievements against specific indicators of previous and the current country strategy.
- Poverty reduction (general and gender specific).
- The general indicators: health status, social status, education status according to gender, ethnicity and other relevant socio-cultural lines of division.
- Cross-cutting issues (gender, environment, human rights, good governance, democratisation and popular participation) and priority themes (children and youth; HIV/AIDS, private sector development etc.).
- Performance as assessed in the Annual Performance Report of Danida.
- Relevance, effectiveness, efficiency, sustainability of Danish priorities and activities.

Particular emphasis should be given to documentation of achievements relating to the improvement in the situation of women and on gender equality.

5.3.3. Contribution of Danish financed activities to organisational capacity achievements

Evaluation question: To which degree has Danish assistance contributed to organisational and institutional development in Ghana? And how has the policy dialogue between Danish and Ghanaian authorities affected Government priorities and policies? What are the major similarities/ differences between Danish assistance and the international assistance in general?

Provision of assistance towards organisational and institutional capacity development may be more difficult than physical. Building roads have significant impact on development potentials - and may be relatively easy compared to supporting good governance. On the other hand, support to good governance may - although often very difficult and with results forthcoming only in the longer run - prove to be a highly effective way of supporting the overall development of a country. The key indicator of capacity development will be progress in outputs of the organisations (service delivery, policies or plans, production, etc.).

- Consider achievements against specific indicators of previous and the current Danish country strategy.

- Consider the Government - Danish policy dialogue, and the strategic choices made by Danida in supporting key organisations (e.g. organisations with a key impact on good governance and human rights, land reform, decentralisation, parliament, etc), in making choices on support to different Ghanaian regions, districts, etc.
- Consider changes in outputs of selected Danish-supported organisations, both at central and local government level and within 2-3 sectors
- Consider relevance, effectiveness, efficiency, and sustainability

5.4. Implementation modalities

Evaluation question: What specific aid modalities characterise the Danish assistance that has affected the economic, political, social & human and institutional development? What effects have changes in the use of different modalities had and what effects can be observed from different modalities in terms of organisational capacity development and the sustainability of this development? Which perception of the implementation modalities of the Danish assistance is prevailing among representatives of the Ghana Government, civil society and development partners?

- Consider to which degree Danish assistance policies and strategies and different Ghana Governments' strategies have been aligned
- Consider the policy dialogue on aid modalities and strategic choices regarding sector involvement
- Consider to which degree Danish assistance is harmonised with the assistance provided by other development partners.
- Consider choices made between general budget support, sector programme support (central government), support at local government level and support to civil society/NGOs.
- Consider choices made concerning modalities: bilateral, multilateral, EU and NGO support.
- Consider how issues of corruption and possible misuse of Danish funds have been addressed taking into consideration the Danida zero-tolerance policy vis-à-vis corruption
- Consider whether exit strategies have been formulated, how they have been implemented, and which are the sustainable effects?
- Consider whether TA (technical assistance) has been implemented in accordance with contemporary requirements of Denmark and Ghana.

The perception study will be a major source of data for the assessment of the implementation modalities of the Danish assistance. The pre-study will provide data and documentation on preparation, implementation, reviews and evaluation of completed (and current) projects and support programmes, and involved desk officers, advisers and counterparts. Time lines of major events and decisions (by

Danish or Ghanaian offices) should be established, and key documents like appropriation, minutes of annual consultations, programme document, appraisal, review and evaluation should be available in electronic format. Based on the pre-study identification of key issues, the perception study will assess how Danish assistance has been perceived among the Ghanaian and other development partners.

6. Timetable

It is anticipated that the evaluation will be ready for publication by January 2008, as indicated below. The time schedule for the evaluation is as follows:

Approval of Memorandum of Understanding	Latest by 22 January 2007
Establishment of Tender Committee (TC)	Latest by 22 January 2007
Draft Procurement Strategy and Contract Notice to TC	By 22 January 2007
E-mail consultations and 1 st Meeting in TC on the Procurement Strategy and Contract Notice	23 January 2007
Submit Contract Notice to Official Journal	29 January 2007
Proposal for constitution of reference groups	By 2 February 2007
Approval of reference groups	By 9 February 2007
Draft TOR ready for commenting by Reference Groups	By 9 February 2007
1 st Meeting in Reference Groups on Draft ToR	Latest by 27 February 2007
Dead-line for comments to Draft TOR	1 March 2007
Dead-line for PQ applications	1 March 2007
Draft PQ report forwarded to TC	9 March 2007
2 nd Meeting in TC: prequalification concluded (by video)	13 March 2007
Invitation letters incl. Final ToR to be sent to Tenderers	15 March 2007
Dead-line for submission of Tenders	24 April 2007
3 rd Meeting of TC: Evaluation of Tenders	8-14 May 2007
Pre-study report completed	By 11 May 2007
Contract Clarifications	14 May 2007
Mobilisation of Consultant	14 May – 14 June 2007
Briefing, desk-studies, drafting Inception Report	14 June – 15 July 2007
Submission of Draft Inception Report	15 July 2007
2 nd meeting in the Cph Reference Group to discuss Draft Inception Report	20 July 2007
Workshop in Accra with Accra Reference Group and other stakeholders concerning Draft Inception Report, including work plan for field work	26 July 2007
Approval of inception report	July/August 2007
Field-studies, perception study and preparation of thematic papers	August – 15 Sept 2007
Analysis, drafting of Draft Synthesis Report	15 Sept – End Nov. 2007
Submission of Draft Synthesis Report	1 November 2007
Workshop in Accra on Draft Synthesis Report	3 rd week November 2007

Finalization of report
Submission of Final Report
Presentation in Copenhagen of Final Report

Nov./Dec. 2007
31 December 2007
January 2008

A mission free period in Ghana (from 15 September to 15 November 2007) has been agreed upon between the Government of Ghana and the development partners. This period should be respected and makes adherence to dead-lines indicated above very crucial.

7. Composition of evaluation team

An evaluation consultant team, selected through international competitive proposal submission, will carry out the evaluation. The tendering is global and a maximum of 8 pre-qualified companies will be invited to submit tenders.

The Evaluation Team should consist of international and national/regional consultants with experience in evaluation of development assistance (i.e. evaluations that conform to the DAC evaluation definition). The Team Leader should be international. International consultants are defined as persons with an international background, e.g. a degree from an internationally recognised university and with a major part of the professional experience from assignments within developing countries.

The organisation of the team's work is the responsibility of the consultant and should be specified and explained clearly in the proposal. The evaluation team should cover the following competencies:

General qualifications for the Team-leader and team members:

- Higher relevant academic degree.
- At least 10 years of experience (15 years for the Team Leader).
- At least 3 references as team leader for multi disciplinary teams (for the Team Leader).
- At least 3 references as team member in multi disciplinary teams.
- Permanent employee of the Tenderer (for the Team Leader).
- Fluent in English.

Specific qualifications for the Team Leader

- At least three references of experience in evaluation of development assistance, preferably references in complex evaluations.
- At least five years of experience with international development assistance.
- Extensive working knowledge on development assistance policies and delivery systems (including strategies of harmonisation and alignment, etc.)

Specific qualifications for all team members:

- At least one reference of experience in evaluation of development assistance.
- Knowledge of development assistance policies, strategies and aid management
- At least three relevant references within the professional tasks assigned to each team member

Specific qualifications to be covered by at least **two** of the team members:

- Experience with harmonisation, alignment and different aid modalities.
- Experience related to public sector management.
- Knowledge of organisational capacity development, including experience with technical assistance at country, program and sector levels.
- Experience with cross-cutting issues such as gender, environment, human rights, good governance & public participation, and priority themes such as HIV/AIDS, children and youth and private sector development.

Specific qualifications to be covered by at least **one** team member:

- Experience from the Transport sector.
- Experience from the Water & Sanitation sector.
- Experience from the Health Sector.
- Experience with Business Sector Programme Support.
- Experience in land reform issues and legal aspects.
- Able to read and understand Danish.

The tenders should clearly state which of the proposed team members cover which of the above qualifications.

Experience from the Country/Region for all:

- Experience from Ghana
- Experience from other countries in West Africa

Eligible consulting companies or institutions are those, which have not been involved in the preparation, appraisal, implementation or review of activities related to the Ghana-DK Country Programme. Previous evaluation experience and minor contracts with a total value of no more than DKK 3 million will be accepted.

The individual team members in the evaluation team must not have been involved in preparation, appraisal, implementation or review of activities related to the Country Programme, apart from minor assignments of a total duration of less than six person-months over the evaluation period. Furthermore, individual consultants must not have been involved in strategic assignments (including assessments or implementation of the country programme or sector programme support). Finally, individual team members must not have direct attachment to the implementing organisations.

The Tender must contain a written statement that no such involvement has taken place, alternatively specify the name and the duration of minor references.

A manageable and balanced team should be aimed at. Moreover, the Tenders should specify how they will manage the team to ensure optimal use of resources in the team. The evaluation of the composition will be based on criteria such as:

- Relatively equal gender distribution in the Evaluation Team
- Manageable size of the Team
- Balanced input at head office and in Ghana (for international consultants)
- Compliance with demands for qualifications as listed in the ToR (chapter 7)

8. Input

The total budget for the consultancy services is a maximum of DKK 3.2 million. This includes all fees as well as implementation and personnel related reimbursable expenses required for the execution of the contract.

The budget ceiling includes a maximum amount of DKK 100,000 for fees for undertaking peer-reviews (to be included in the price part of the tenders as a reimbursable expense). The Management Group (Danida's Evaluation Department and the NDPC) will identify relevant peer reviewers (national or regional) and expenditures to be covered by these funds have to be agreed upon by the Management Group, prior to the initiation of the work.

The consultant will propose the detailed methodology of the evaluation, including the specific methodology of the perception study, taking as point of departure the stipulated approach (as outlined in section four), and the Evaluation Matrix (Appendix 1).

9. Evaluation principles, management and support

The basic DAC-evaluation principles of independence of those responsible for the design and implementation of the development intervention, and of utilisation of evaluators external to the development partners and implementing organisations will be applied.

Responsibility for the content and presentation of the findings and recommendations of the evaluation rests with the evaluation team. The views and opinions expressed in the report will not necessarily correspond to the views of the Danish Government, the Ghana Government, or the implementing organisations. The report of the evaluation will be available to all relevant stakeholders and submitted to the Board of Danida and to the NDPC board in Ghana.

Three sets of roles are contained in the evaluation process: the Evaluation Management, the Evaluation Team (Consultant), and the Evaluation Reference Groups:

Role of the Evaluation Management:

The Danish Ghana Programme Evaluation will be undertaken as a joint collaborative exercise of Danida's Evaluation Department (EVAL) and the Ghana National Development and Planning Commission (NDPC), the latter being responsible for coordination and the strategy for monitoring and evaluation in Ghana. EVAL and NDPC will each designate an officer and an alternate officer responsible for the evaluation. Together, the designated officers will form the Management of the evaluation.

Danida's Evaluation Department will take a lead role as regards funding, contracting and implementation management. Responsible officers from NDPC and MoFEP will participate in the tender committee's work. The direct participation by NDPC and MoFEP representatives in the management of the evaluation will serve to improve the transparency of the evaluation process and enhance the evaluation capacity of both institutions – as well of Danida - as far as joint evaluations is concerned. The experience will hopefully also be useful for future country programme assessments in Ghana, including future evaluation of joint assistance strategies.

The Evaluation Management will:

- Approve the ToR of the evaluation, and the tender process documents;
- Participate in the tender committee's selection of the evaluation team;
- Ensure quality throughout the evaluation process;
- Comment on and approve the draft version of Inception, Perception Study and Evaluation reports;
- Advise their own agencies and staff on the evaluation as well as coordinate internal agency contributions;
- Provide feed-back to the Evaluation Team and the Reference Groups;
- Ensure local offices are aware of the evaluation and fully involved and available to contribute to the evaluation;
- Chair meetings of the Reference Groups, and organise, facilitate and participate in evaluation workshops as per need;
- Organise the presentation of the evaluation results, and assist with necessary follow-up of the evaluation.

Role of the Evaluation Team (Consultant):

An Evaluation Team will carry out the evaluation based on a contract between Danida and the incumbent company/institution. The team will:

- Carry out the evaluation as per ToR; and

- Be responsible for the findings, conclusions and recommendations of the evaluation;
- Report to the Evaluation Management, be in regular contact, coordinate mission timing and key events with the Management and seek its advice when needed;
- The Team Leader is responsible for the team's reports, and for the organisation of the work of the team;
- The Team Leader will participate in workshops and Reference Groups' meetings as required.

Role of the Evaluation Reference Groups:

Two Reference Groups, one in Ghana and one in Denmark, composed of individual resource persons, researchers, and representatives of relevant offices, will be established. Representatives of other development partners may join the reference groups as observers. NDPC will chair the Ghanaian Reference Group, while EVAL will chair the Danish Reference Group. The Danish Embassy in Accra, and the Ministry of Finance, Planning and Economic Development representing the Danish and the Ghana Governments, respectively, is responsible for the implementation of the Danish assistance to Ghana. As such, they are key stakeholders to the evaluation process, and will be participating in the work of the reference groups.

The tasks of the members of the reference groups are:

- Advise on methodological issues, provide input to the draft evaluation approach and the evaluation ToR;
- Provide comments to the draft versions of reports, and participate in workshops and meetings as required; if brief written comments are specifically requested, the Evaluation Management will agree with the reference group member of the terms of the request;
- In general, support the implementation of the evaluation, and facilitate the work of the evaluation team, and the follow-up of the evaluation.

10. Evaluation outputs

The main outputs from the evaluation will be:

1. Pre-study of documentation (to be provided by a Danida-contracted consultant; distinct from the main evaluation team); (by 11 May 2007).
2. Draft Inception Report, max. 20 pages, excluding annexes, to be delivered (by 15 July 2007) in Word and pdf-files; a final Inception Report may be produced after receiving comments from the evaluation management;
3. Perception Study (as a separate report), max. 50 pages, excluding annexes, questionnaire, etc., to be delivered in Word, Excel and pdf-files; (October 2007).

4. Thematic studies on economic and political development in Ghana, sector specific and cross-cutting issues (should be submitted on a current basis during the evaluation process from July – September 2007)
5. Draft Evaluation Report, max. 80 pages, excluding annexes, to be delivered in Word and pdf-files, with cover photo proposals (by 1 November 2007). The consultant will adjust the draft report after receiving comments from stakeholders at the workshop scheduled for the third week of November 2007 and comments from the evaluation management.
6. Final Evaluation Report, max. 80 pages, excluding annexes, with attached CD-ROM (of all major evaluation documents), to be delivered in Word and pdf-files (by 31 December 2007)
7. Two workshops in Ghana (scheduled for 26th July and third week of November 2007 respectively) where key evaluation methodologies, conclusions and recommendations are presented and discussed among stakeholders.
8. One workshop in Copenhagen (presentation of final report) scheduled for January 2008.
9. Draft evaluation summary, 3-4 pages, for production of a pamphlet aimed at public audiences.
10. The evaluation team will also be required to deliver a ‘post-mortem’ brief report (max. 5 pages) of their evaluation process experiences.

11. Requirements for the Consultant’s Home Office Intervention

The Consultants home office shall provide the following, to be covered by the Consultant’s fees:

- General home office administration and professional back-up. The back-up activities shall be specified.
- Quality assurance (QA) of the consultancy services in accordance with the Consultant’s quality management and quality assurance system, as described in the Consultant’s application for qualification. Special emphasis will be given to quality assurance of draft reports prior to the submission of such reports.

The Tendere should select a QA Team, envisaged to consist of minimum two persons, to be responsible for Head Office QA. The members of the QA should not be directly involved in the implementation of the Component and their CV should be included in the Tender. The QA team should have the same competence and professional experience as the Evaluation Team.

All QA activities should be properly documented.

The Tenders shall comprise a detailed description of the proposed QA, in order to document that the Tenderer has fully internalised how to implement the QA and in order to enable a subsequent verification that the QA has actually been carried out as agreed.

- Implementation of the business integrity management plan, as described in the Consultant's application for qualification, in relation to the present evaluation. This implementation shall be specified.

12. Information and Data provided by the Client

Reference is made to Danida Procurement Guidelines – For award of service contracts according to the EU-Directive, October 2006.

The following background documents will be made available to the Tenderers either on-line or on a CD-rom together with the Tender Document:

- Evaluation Guidelines, Danida, October 2006 (Available on-line: <http://www.evaluation.dk>)
- Quality Standards for Evaluations, OECD/DAC, 2006 (available on-line: <http://www.oecd.org>)
- Evaluation report, Danish Assistance to Uganda, 1987 – 2005 (available on-line: <http://www.evaluation.dk>)
- Memorandum of Understanding between the Evaluation Department of the Ministry of Foreign Affairs of Denmark, The National Development Planning Commission in Ghana and the Ministry of Finance and Economic Planning in Ghana.
- Three Country Strategies concerning the Ghana-Denmark Development Cooperation (The strategies are from 1993, 1998 and 2004 respectively). The strategy from 1993 is available in Danish only. The strategies from 1993 and 1998 are included in the CD-rom, while the new strategy from 2004-08 is available at <http://www.um.dk/en>

13. Alternative Tenders

Alternative tenders will not be permitted.

14. Agreement of Exclusivity

The Consultant is not allowed to impose agreement of exclusivity on national sub-consultants.

15. List of Key Documents to be used in the Main Evaluation (incomplete)

1. Situations- og perspektivanalyse Ghana. Denconsult, for Danida, December 1990.

2. Strategy for Danish Bilateral Assistance to Ghana (1993-98), Danida, October 1993.
3. Strategy for Danish-Ghanaian Development Cooperation (1998-2002), Danida, Copenhagen, 1998.
4. Ghana-Denmark Partnership: Strategy for Development Co-operation 2004-2008, Danida, Copenhagen, February 2004.
5. Country Assistance Strategy Assessment Note 1998-2002, Part 1 Synthesis & Part 2 Main Report, Participatory Development Associates Ltd, Kumasi, July 2002.
6. Follow-up Study: Joint Evaluation of the Road Sub-Sector Programme, Ghana 1996-2000, Danida, Copenhagen, January 2006.
7. Evaluation Report 2005/1: Capacity Development Outcome Evaluation, Field-testing of Methodology, Danida, Copenhagen, April 2005.
8. Meta Evaluation 2004/6: Private and Business Sector Development Interventions. Danida, Copenhagen, December 2004.
9. Evaluation Report 2004/1: The Industrialization Fund for Developing Countries, Annex V: Africa Region, Danida, Copenhagen, April 2004.
10. Evaluation Report 2001/1: Private Sector Development Programme. Danida, Copenhagen, October 2001.
11. Evaluation Report 2000/6: Joint Evaluation of the Road Sub-Sector Programme 1996-2000, Danida, Copenhagen, November 2000.
12. Evaluation Report 2000/4: Danish Bilateral Assistance to Health 1988-1997. Danida, Copenhagen, November 2000.
13. Evaluation Report 1999/11-6: Danish Support to Promotion of Human Rights and Democratisation in Ghana. Danida, Copenhagen, February 2000.
14. Interim Poverty Reduction Strategy, July 2000.
15. Ghana's Poverty Reduction Strategy 2003-2005, Government of Ghana, 2003.
16. Final Performance Review Report, Danida, Quality Assurance Unit, October 2004
17. DAC Room Document 2: Assessing the contribution of ODA to national development results. DAC Network on Development Evaluation, 9-10 November 2004, Paris.
18. Programme Document, SPS Health phase I 1994-1998
19. Programme Document, SPS Health phase II 1998-2002
20. Programme Document, SPS Health phase III 2003-2007
21. Programme Document, SPS Energy phase I 2000-2002
22. Programme Document, SPS Water and Sanitation phase I 1998-2003
23. Programme Document, SPS Water and Sanitation phase II 2004-2008
24. Programme Document, SPS Transport phase I 1999-2003
25. Programme Document, SPS Transport phase II 2003-2008
26. Programme Document, SPS Business phase I 2003-2008
27. Programme Document, Support to District Assemblies II 1998-2004
28. Thematic Programme on Good Governance & Human Rights phase I 2003-2008.

29. Multi Donor Budget Support phase II 2006-2010
30. GPRS II
31. G-JAS
32. Peer review (governance)
33. Annual Progress Reports (GPRS)
34. Various review programme reports (2004- 2006)

Appendix 1: Evaluation Matrix

See next page

MINISTRY OF FOREIGN AFFAIRS

Evaluation Department

Appendix 1 to ToR: Evaluation Matrix.

The Approach

The Country Programme will be evaluated in its larger context, i.e. the *contribution of Danida financed activities* to the effectiveness of the larger development co-operation effort. Including whether - and to which degree - Danida operates in a supportive manner vis-à-vis the overall national (alignment) and international (harmonisation) development efforts? And with which resulting contribution to the development results, specifically concerning poverty reduction?

The Purpose

The purpose of the country programme evaluation is to answer if- and to which degree Danida's assistance to Ghana

- Was *relevant* in relation to country poverty needs
- Was relevant in relation to national policies and strategies, including the GPRS
- Adhere to overall Danida policy goals concerning poverty as well as cross-cutting issues
- Was *effective* in making contributions and/or attributions to the overall political, economical and human development of Ghana - both at the national and local level - and in specific sectors
- Was *efficient*, i.e. compared to different ways of delivering assistance. And efficiently aligned with national policies (e.g. GPRS) and harmonised with assistance of other donors
- Was *sustainable* in relation to its choice of modalities, i.e. whether it was developed and undertaken in cooperation with relevant national and local authorities and in different sectors?
- And was *sustainable* in the sense that it strengthened the organisational capacity of relevant national and regional and local authorities

Finally, the evaluation should review the progress against the specific indicators of the Danish 2004 country strategy - and make recommendations to possible adjustments to the strategy. Achievement of *long term effects* is only assessed in the context of the overall level of achievements of the combined support from donors to Ghana and the country's own efforts.

Heading 1 The context and framework conditions		
Questions/issues	Indicators and data	Data collection process/methods and sources
<p>Aspect 1. Overall economic and political context/achievements</p> <p>Economic:</p> <ul style="list-style-type: none"> - Consider investment climate - Consider Ghanas participation in "globalisation", - Consider whether national policies and strategies been conducive and effective for promoting broad-based, pro-poor growth and poverty alleviation? 	<ul style="list-style-type: none"> - Government revenue - GDP, GNI, etc - Multiplier effect, and hence expected effect of development investment - FDI - Trade - import/export - Debt and debt ratios over the period - Credit ratings from IBRD, IMF and international credit institutions - Trade quotas under the Cotonou and Lomé conventions - Remittances - International coffee prices - Overall aid levels compared to Government expenditure and per capita 	<p>Government, World Bank, African Development Bank, UNDP, Bureau of Statistics, University of Legon).</p>
<p>Political:</p> <ul style="list-style-type: none"> - Consider government policy concerning state-building, poverty reduction strategy process, public sector reform, CSR, etc. - Consider the democratisation, role of Parliament, multiparty system, etc. - Consider progress and outcomes of the decentralisation reform. - Consider the role of security for the people and the country as a key regional player - Policies of establishing/reducing trade barriers - Policies of establishing/reducing investment barriers - Policies characterised as either "open-or-closed economy" policy - "Liberal" or state-controlled enterprise and investment policy - Progress in land reform, and access to other factors of production - Taxation policies and equity perspectives 	<ul style="list-style-type: none"> - Corruption levels (use available indicators from e.g. Transparency International, etc. to describe developments compared to other countries) - Military expenditure compared to overall public expenditure 	<p>Scrutiny of key policy documents, laws. Interviews with policy makers, law makers, key players on the donor scene.</p> <ul style="list-style-type: none"> - Describe policies implemented, and results

<p>Aspect 2. Overall human/social development context/achievement <i>Is overall economic development reflected in actual poverty reduction, human and social development in absolute and relative terms?</i></p>	<ul style="list-style-type: none"> - poverty indicators (gender specific) - indicators on health, social status, education - Indicators on cross-cutting issues, i.e. gender, environment and popular participation 	<ul style="list-style-type: none"> - HDI - Make use of existing poverty surveys (Ghana Statistical Services) including district and/or regional specific data - make use of Annual Progress Reports concerning implementation of the Ghana Poverty Reduction Strategy
<p>Aspect 3. Overall institutional context and achievements Evaluation question: How has the capacity of organisations and authorities developed during the period of investigation, how has service delivery developed and is the institutional context in general facilitative for development?</p>	<p>Use tracking studies of service delivery of specific organisations</p> <p>Use reviews and reports of e.g. local governments' performance</p>	<p>Analyse the Government's and other responsible managers' strategic choices of organisational development, resource allocation, etc. e.g. within the judiciary, land reform, decentralisation, parliament, etc.</p>

MINISTRY OF FOREIGN AFFAIRS

Evaluation Department

Heading 2. Combined donor efforts		
Questions/issues	Data and indicators	Data collection process, methods and sources
<p>Aspect 1. Overall economic and political context/achievements</p> <p>Economic: The evaluation will at a general macro level assess the development of Ghana since 1990 as concerns economic, political, social and human as well as institutional development aspects. The combined donor efforts have contributed to development under each of these aspects.</p> <p>Political:</p> <ul style="list-style-type: none"> - Consider government/donor policy dialogue concerning democratisation, land reform, multi-party system, decentralisation in light of the post-war and security situation. - Consider the role of security for the people and the country as a key regional player - Describe policies followed - and consider the Government/donor policy dialogue concerning these policies. 	<ul style="list-style-type: none"> - Results of the HIPC process - Contributions to the PEAP-process - The Public Expenditure Reviews - The IMF assessments - The content of SWAps - The use of budget support - Cooperation with lending institutions and use of loans, mixed credits, etc. 	<p>Describing these aid forms, their quantity and quality will provide a framework for comparison with Danida assistance, since Danida has provided only grants and untied aid.</p> <p>Make use of existing evaluations of assistance from development partners to Ghana (e.g. DfID, EU and CIDA evaluations).</p>
	<ul style="list-style-type: none"> - Minutes of key meetings - Minutes from yearly policy dialogues/annual negotiations/agreements 	<p>Dialogue, focus groups, interviews, seminars with key policy players nationally and internationally.</p> <p>Make use of existing evaluations of assistance from development partners to Ghana (e.g. DfID, EU and CIDA evaluations).</p>
<p>Aspect 2. Overall human/social development context/achievement</p> <ul style="list-style-type: none"> - Consider the strategic choices made by the donor community within specific sectors, and their contributions or attributions to results achieved of actual poverty reduction, human and social development. 	<ul style="list-style-type: none"> - key development indicators - sector studies - sector evaluations from key donors 	<p>Contributions of donors towards specific social sectors (health & education) and production sectors (agriculture, infrastructure).</p> <p>Poverty profiles.</p> <p>Perception study</p>
<p>Aspect 3. Overall institutional context and achievements</p> <p><i>Evaluation question: Has the organisational capacity context developed during the period of investigation, how did the international donor community contribute to its development, how can the dialogue between the international community and the government on institutional devel-</i></p>	<ul style="list-style-type: none"> - assessments of development of institutions 	<p>Identify the key organisations or institutions (public & private) which have been supported by donors</p> <p>Consider under which modalities the donor</p>

<i>opment be described, and is the institutional context in general facilitative for development?</i>		support has been delivered OECD/DAC, World Bank, UN studies on capacity development. Donor/government SWOT workshop
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Heading 3. Concrete results of Danish financed activities - PRIMARY EVALUATION FOCUS		
Questions/issues	Indicators and data	Data collection process/methods and sources
<p>Aspect 1. Macro-economic and political development</p> <p>Economic: <i>To which degree has Danish assistance contributed to the overall macro-economic development of Ghana, 1990-2006? What was the content of the policy dialogue on economic policy - and which impact did it have on the policies followed by the Ghanaian Government?</i></p> <p>Political: <i>To which degree has Danish assistance and the policy dialogue with Ghanaian authorities contributed towards the country's political development?</i></p>	<ul style="list-style-type: none"> • The Danish financed share of total ODA • The Danish financed assistance compared to national budgets and other donors; • Danish involvement in productive sectors (industry, agriculture, research & development, transfer of knowledge). • export/import btw. DK-Ghana, • FDI from Denmark, • Private Sector cooperation in general, etc. • Content of /Danish/Ghanaian policy dialogue on economic policy, compared to e.g. IBRDs, IMFs and major bilateral donors. <ul style="list-style-type: none"> • Consider achievements against specific indicators of the current country strategy • Consider the role of security for the people and the country as a key regional player • Consider the government/donor policy dialogue concerning democratisation, land reform, multi-party system, decentralisation in light of the post-war and security situation 	<ul style="list-style-type: none"> • Interviews • Focus group discussions • Perception study • Study of policy documents <ul style="list-style-type: none"> • Perception study • SPS and other reviews • Seminar/workshop for key players, including SWOT analysis • Study of Danish-Ghana consultations
<p>Aspect 2. Human/social development <i>Did Danish assistance have any impact on key social and human development indicators? Did Danish assistance pay due consideration to cross-cutting issues? In which way does Danish assistance distinguish itself from that of other donors in terms of poverty orientation? In which way was Danish policy dialogue able to influence policies of the Government in the field of social development and poverty orientation?</i></p>	<ul style="list-style-type: none"> • Consider achievements against specific indicators of the current country strategy • Poverty indicators, also district-wise • The general indicators: health status, social status, education status • Data on cross-cutting issues (gender, environment, popular participation) • Data on themes (children and HIV/AIDS) 	<ul style="list-style-type: none"> • District or regional poverty profiles (if such profiles can be identified) • Perception study • Performance as assessed in the Annual Performance Report of Danida. • relevance, effectiveness, efficiency, sustainability of Danish priorities and activities

<p>Aspect 3. Organisational capacity development <i>To which degree has Danish assistance contributed to capacity development in general, and to specific organisations in Ghana? And how has the policy dialogue between Danida and Ghanaian authorities affected Government priorities and policies? What are the major similarities/differences between Danish assistance and the international assistance in general?</i></p>	<ul style="list-style-type: none"> • Consider achievements against specific indicators of the current country strategy • Consider the Government - Danish policy dialogue, and the strategic choices taken by Danida in supporting, e.g. the judiciary, land reform, decentralisation, parliament, etc. • relevance, effectiveness, efficiency, sustainability 	<ul style="list-style-type: none"> • Round table discussion (SWOT-like) btw. 8-10 key players including former heads of the national bank, ministers of finance, permanent secretaries, key business men to discuss development, aid and Danish contributions. • Make use of OECDs Donor Assessments. Danida usually get good grades. That can be used to argue for relevance and effect and efficiency of Danish aid.
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Heading 4. Implementation modalities and follow-up		
Questions/issues	Indicators and Data	Data collection process, methods and sources
<p><i>What specific aid modalities characterise international and Danish assistance, respectively as it concerns assistance that has affected the economic, political, social & human and institutional development?</i></p> <p><i>What effects can be observed from different modalities in terms of organisational capacity development and the sustainability of this development?</i></p> <p><i>Which perception of the implementation modalities of the Danish assistance is prevailing among Ghana Government, civil society and development partners?</i></p>	<p>Consider</p> <ul style="list-style-type: none"> - to which degree Danish assistance is aligned with the Ghanaian Government's strategies and modalities. - to which degree Danish assistance is harmonised with the assistance provided by other development partners. - how capacity development of organisations is addressed by Danish assistance, including use of technical assistance (pooling?), programme implementation units, management of support programmes, etc. - choices made between general budget support, sector programme support (central government), support at regional/local level and support to civil society/NGOs - how anti-corruption strategies have been implemented? - choices made concerning modalities: bilateral, multilateral, EU and NGO support - whether exit strategies of programmes or sectors have been formulated, how they have been implemented, and which are the sustainable effects? - the post-conflict starting point in 1986. What lessons can be learned in moving from providing support to demobilisation, over the provision of "transitional" assistance - and to actual development assistance. 	<ul style="list-style-type: none"> • Study of key policy documents • Interview with key players • Workshop with key players • Perception study • List of cases of corruption or misuse of Danish funding of assistance to Ghana