

Country Name	The Tourism Development Project Through Strengthening Public-Private Partnership
Ghana	

**I. Project Outline**

Project Cost	253 million yen	
Project Period	February, 2006 – February, 2009	
Implementing Agency	Ministry of Tourism and Diasporan Relations (MOTDR) at the time, currently Ministry of Tourism (MoT)	
Cooperation Agency in Japan	PADECO	
Related Projects (if any)	• Japanese Counterpart Fund for the construction of the Accra Visitors Center (AVC), which was founded as a deliverable from PPP Forum established by this project.	
Background	In recent years, Ghana has made large strides in the area of economic development. Tourism is recognized as an important non-traditional export sector that can play a vital role in achieving economic growth and poverty reduction by generating foreign exchange and creating job opportunities. Therefore, Ministry of Tourism and Diasporan Relations (at that time. Currently Ministry of tourism or MoT) requested JICA to support its effort on the establishment of successful public-private partnership (PPP) for tourism promotion in the scheme of Technical Cooperation Project.	
Inputs	Japanese Side	Ghana Side
	<ol style="list-style-type: none"> <li>1. Experts: 6 persons for Short term</li> <li>2. Trainees Received in Japan: 8 persons</li> <li>3. Equipment: 3 million yen</li> <li>4. Local Cost: 35 million yen</li> <li>5. Others: study tour to South Africa</li> </ol>	<ol style="list-style-type: none"> <li>1. Staff allocated: 7 persons</li> <li>2. Equipment: 1 personal computer</li> <li>3. Office room with telephone, internet, furniture, etc.</li> </ol>
Project Objectives	Overall goal Tourism industries along with hospitality services are well developed to attract more tourist arrivals and increase receipts.	
	Project Objective(s) Successful Public-Private Partnership (PPP) is established.	
	Output(s) <ul style="list-style-type: none"> <li>• Output1: Functioning PPP Forum is in place.</li> <li>• Output2: Capacity of the Forum is well-developed.</li> <li>• Output3: Activity plans and strategies for the future PPP Forum are formulated.</li> <li>• Output4: Capacities for monitoring and evaluation are enhanced.</li> </ul>	

**II. Result of the Evaluation****Summary of the Evaluation**

In Ghana, tourism was the third largest source of foreign currency earning and recognized as an important non-traditional export sector at the time of Ex-Ante Evaluation. However, the sector lacked tourism resources, public relations/promotion and investment. The private sector was still weak with insufficient government support. There was an urgent need to develop a mechanism of PPP to promote sustainable tourism development.

This project has largely achieved for the project purpose of establishing successful PPP by realizing a total number of 18 PPP forums (as the platform of PPP) as of now. And the overall goal of development of tourism industries along with hospitality services to attract more tourist arrivals and increase receipts was largely achieved since the number of tourist and amount of receipts have been gradually increasing and 60% of tourists surveyed were satisfied with the beauty of attraction sites in 2011, and the project has indirectly contributed to such development through PPP Forum and many deliverables from the Forum. As for sustainability, problems have been observed in terms of institutional, technical and financial aspects due to the frequent changes in political heads (Ministers) and Chief directors, inadequate qualified persons/human resources (public and private sectors) to drive the PPP Forum activities, and the inadequacy of government budget to the implementing agency. For relevance, the project has been highly relevant with Ghana's development policy, development needs as well as Japan's ODA policy. For efficiency, the project cost exceeded the plan.

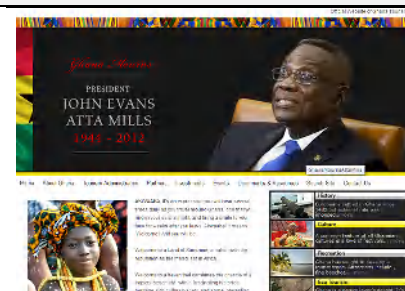
In the light of the above, this project is evaluated to be partially satisfactory.

**1 Relevance**

This project has been highly relevant with Ghana's development policy "seeking to develop tourism sector" as set in Growth and Poverty Reduction Strategy (GPRS II) 2007 (draft as of 2005), National Tourism Development Policy (draft as of 2007) and Ghana Shared Growth and Development Agenda (GSGDA) 2010-2013, development needs (high demand of PPP both in public sector and private sector), as well as Japan's ODA policy "Japan's Country Assistance Program", at the time of both ex-ante evaluation and project completion. Therefore, its relevance is high.

## 2 Effectiveness/Impact

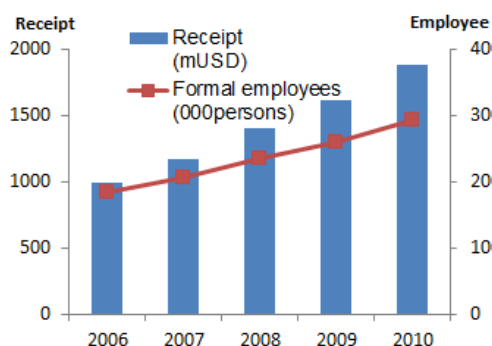
This project has largely achieved the project purpose of establishing successful PPP as well as overall goal of development of tourism industries along with hospitality services to attract more tourist arrivals and increase receipts. For the project purpose, the project established PPP Forum with the Secretariat within the MOT, and 10 PPP forums were held during the project period and 8 more were held after the project completion by August 2012, each participated by 50-100 members from public and private sectors. Pilot activities of the project generated a number of initiatives that are still on-going/ developing (see Table below). Although frequency of forums is decreasing after the project (see 4. Sustainability for the reasons), PPP Forum is still very much appreciated by both public and private stakeholders interviewed for the ex-post evaluation, because the Forum still is the main mechanism for cooperation between both stakeholders for the development of tourism sector.



National Tourism website

The overall goal was achieved for its target indicators: the number of tourist and amount of receipts were gradually increasing and 60% of tourists surveyed were satisfied with the beauty of attraction sites in 2011. Also, the number of licensed car rent companies, hotels and employees are steadily growing. Such development is contributed by the PPP Forum and its deliverables indirectly but certainly<sup>1</sup>. Therefore, its effectiveness/impact is high.

Tourism indicators of Ghana



Source: Interviews with MoT and GHATOF.

Table: On-going initiatives as a result of pilot activities of this project (excerpts)

Pilot activities of PPP Forum	Current situation
Strengthening of the organizational structure of Ghana Tourism Federation (GHATOF)	The organization is still weak, but a few strides have been made at strengthening it.
Preparation for establishing the Ghana Tourism Authority (GTA)	Established by Tourism Act, 2011 (Act 817)
Preparation for establishing the Ghana Tourism Fund (GTF)	In process (bill should pass the parliament)
Establishment of Accra Visitor Centre (AVC)	Under construction
Improvement of the national tourism web site ( <a href="http://www.touringghana.com/">http://www.touringghana.com/</a> )	Viewed and utilized by many visitors, although the accurate number of access is not available.

## 3 Efficiency

While the inputs were appropriate for producing the outputs of the project and the period of the project was within the plan (ratio against the plan: 100%), the project cost was higher than the plan (ratio against the plan: 127%) because of unexpected needs of addition identified after launch of the project. Therefore, efficiency of this project is fair.

## 4 Sustainability

This project has major problems in institutional, technical and financial aspects of the implementing agency due to the frequent changes in political heads (Ministers) and Chief directors, still inadequate qualified persons/human resources (public and private sectors) to drive the PPP Forum activities, which resulted in the recent decline of the frequency of the forums (4 times in 2009, 2 times in 2010, once in 2011 and once in 2012). According to the private sector (GHATOF), their roles were to cooperate with the public sector to enable the PPP work, but officials in the public sector who were supposed to convene PPP Forum meetings could not do so<sup>2</sup>. Also, the inadequacy of government budget to the implementing agency has affected the stagnating PPP Forum. No major problem was however observed with the policy background as this project is consistent with the Tourism Sector Medium Term Development Plan (2010-2013) of Ghana in an ongoing manner. The sustainability of the project is therefore low.

## III. Recommendations & Lessons Learned

### Recommendations for Implementing agency

The MoT is expected to:

- review the PPP Forum organizational structure to suit the current situation.
- review the frequency of PPP Forum meetings and activities, in close collaboration with GHATOF, in order to share

<sup>1</sup> The direct contributing factor to tourism sector is Ghana's strides in over two decades of political stability and peaceful environment. The factors inhibiting the thriving of the tourism industry is the following: still weak private sector (GHATOF), weak tourism and trade associations under GHATOF, lack of tourism training institutions, budgetary constraints and lack of political commitments from the public sector. PPP Forum has indirectly contributed to growth of the tourism sector in a way it has enabled public and private sectors to discuss and find solutions to problems or constraints for the sector.

<sup>2</sup> The PPP Secretariat does not exist anymore because MoT has placed the PPP in the ministry's mainstream activities. The responsibility to coordinate PPP is currently in the PPME (Policy Planning, Monitoring and Evaluation) Division of MoT, and holding of the forums depends on the decisions of Ministers and chief directors.

relevant information, develop strategies and find solutions to emerging problems in the tourism industry. They are expected to ensure the complete revitalization of the PPP concept.

- re-strengthen the private sector through continuously strengthening GHATOF and the trade associations under it.

#### Lessons learned for JICA

- After the completion of the project, implementation of PPP Forum has become rather stagnant, but the private sector's role in maintaining PPP Forum was limited compared to the government. Therefore, in a project that aims to establish a mechanism involving various stakeholders, all parties actively involved in the project should be given the mandate or be involved in project initiation and planning activities right from the onset of project implementation.