

PD-ABW-429

## Consultant Trip Report

Dr. Tom Welsh  
29<sup>th</sup> May to 30<sup>th</sup> June

The Mitchell Group, Inc.  
Performance Monitoring and Evaluation Project

The district workshop summary and the workshop materials  
were prepared jointly by  
Dr. Tom Welsh and Ms. Rebecca Corn

Quality Improvement in Primary Schools Program (QUIPS)  
USAID and Government of Ghana

A

Trip Report  
Tom Welsh, Monitoring and Evaluation Training  
22<sup>nd</sup> May - 30<sup>th</sup> June

## Background

The PME Project monitoring and evaluation training program consists of a series of residential and district level training. Participants include district officials from the Policy Budgets Monitoring and Evaluation Division (PBME) of the MOE and four regional and district education centers. To date, four residential training workshops have been conducted in Accra. This training program is the first of a series of district training workshops which seeks to develop awareness about the role that monitoring and evaluation plays in education development among a wider group of education stakeholders.

The materials generated for the district workshop include:

- 1) an overview of the lessons learned and recommendations coming from the workshop (Welsh trip report, pages 1-4);
- 2) schedule of meetings (Welsh trip report, pages 5-7).
- 3) workshop program (Appendix 1);
- 4) list of participants (Appendix 2);
- 5) summary of participant evaluations (Appendix 3);
- 6) presentation slides "Changing the Quality of Education" (Appendix 4);
- 7) presentation slides for the June 29<sup>th</sup> presentation to USAID, MOE, GES "District Workshops: Results and Recommendations (Appendix 5).
- 8) supporting documents and references (Appendix 6);

### *Results of the preliminary planning activity.*

The training program was preceded by a visit to two districts in order to help plan the district training program. Interviews were held with District Officials in the West Mamprusi and Assin Districts. The interviewees are listed in the Schedule of Meetings on pages 5-7 of this report. In summary, the district interviews underscored the need for education stakeholders to develop a better understanding about decentralized education management and the ways that education information can be used to support education management in general and education development planning in particular. The use of education information to inform local and district decisions in education development planning was essentially non-existent. The districts visited had not integrated information systems and no demand by managers for information. Furthermore, it was apparent from these interviews that there was little understanding about who was responsible for education development planning. The preliminary interviews also underscored the fragmented knowledge that members of the district assemblies and the district education officials have about the various donor activities in their districts. A common complaint was that there is little integration of development activity in the district at all and that the flow of information relative to impact was poor.

As an outcome of these preliminary meetings, it was decided that district training should focus the following components:

- 1) presentations of sections of the Constitution (Section 25) and Local Government Act (Section 240 and 241) that constitutionalize education reform and that identify the roles and responsibilities of district officials and relative to education development;
- 2) presentations of evidence from other countries that decentralizing education improves the operation of the system;
- 3) strategies for implementing education reform and the role that monitoring and evaluation plays in improving the quality of education;
- 4) the collection, management, analysis, and utilization of education information in the context of education development management;
- 5) monitoring and evaluation as a learning system;
- 6) effective communication strategies and constraints to communication within and across levels of the education system and to sectors outside of education;
- 7) barriers to education reform;
- 8) integrating school, community, and district level interventions.

Focus group discussions and participant activities were developed to stimulate dialogue about the above workshop components, including:

- 1) types of development activities that are needed in the district to reach the goals of Section 25 of the Constitution;
- 2) applying information presented about decentralized education in other countries to the Ghanaian context;
- 3) reviewing the current district education development plan and associated development activities that are a part of the plan;
- 4) identifying the monitoring and evaluation activities that are associated with the education development activities in the district and the persons responsible for reporting to the district assembly on the results of such program;
- 5) discussions about how information on education programs in the district is collected, archived, analyzed and reported on and the constraints to accessing and utilizing information in the district;
- 6) discussions about management changes in the district that would improve education quality; and
- 7) exercises on the prioritization of education reform activities in the district.

*Results from the focus group discussions.*

The results of the focus group discussions held during the workshops were consistent with the reports from the preliminary interviews. Local and district level elected officials who attended were essentially unaware of the constitutional, legal and procedural changes that define their roles, responsibilities. The local and district assemblies and education officers participating claimed that they were not fully informed about the development programs and donor activities in their districts.

When participants worked together to identify the positive outcomes of various education development programs, the following were reported:

- Increased enrolments
- Improved achievement
- Increased numbers of teachers
- Increased numbers of school buildings
- District Assemblies established
- Increased authorities have been transferred to the District Assemblies and District Government Offices
- Local democratic institutions and organizations have been created

In spite of these positive changes teacher shortages, classroom and building shortages, and inadequate delivery systems continue to be highlighted as the most pressing needs in addition to the needs for more teaching and learning materials. That is, expansion of the primary education system has resulted in mounting shortages or unanswered demands for primary education across the country.

The ability for the country to respond to the increased demands are limited by:

- Limited knowledge of the constitution and laws that establish bureaucracies. Elected and public service officers do not know their roles and responsibilities within the reform context.
- Citizens do not know their authorities and responsibilities within the reform context.
- Institutional and bureaucratic capacities and capabilities are spread thin. Staff training is used as reward/patronage system rather than a development investment.
- District assemblies have limited bureaucratic and technical capacities and capabilities to do their work.
- District education offices continue to be administered rather than managed as specified by the reform.
- Lack of integration and coordination of development programs and projects within and among levels.
- Perceived donor competition reduces the return on investments (ROI).
- Absence of integrated information and communication policies.
- No complete and integrated information systems and no demand by managers for information.
- Previous information system investment is non-functional in four districts visited.

#### *Recommendations*

1. Train public servants and elected officials to know, accept and implement the reform programs, including training in the following areas:
  - a. Constitution
  - b. Sector laws
  - c. Sector regulations
  - d. Administration

- e. Management
  - f. Monitoring and evaluation
2. Establish a human development program to equip elected and public servants with the knowledge and skills needed to execute and integrate their functions at their level of operation. The human resource development program must be focused by the District Medium-Term Development Plan and the approved National Medium-Term Development Plan.
  3. Establish a donor coordination capability at each level of the system to ensure the implementation of the appropriate sections of the Local Government Act.
  4. All monitoring and evaluation programs must have reform as well as technical performance indicators.
  5. All programs require baseline studies, on-going monitoring, evaluation and reporting linked to the performance indicators.
  6. Monitoring and evaluation reports should be communicated to the elected/legal authorities at each level to enable them to execute their legal duties and responsibilities (e.g., District Assembly Education Sub-Committee, District Education Oversight Committee, District Assembly Planning Committee).
  7. National and full-time counterparts from the relative authorities must be assigned for the duration of the project to institutionalize the outcomes.
  8. Ensure that elected officials at all levels are kept informed of project activities and progress so that they may execute their public functions.
  9. All capital investment, especially in terms of equipment, should be made on the basis of the availability of sustainable recurrent budgets. That is, if you do not have a recurrent budget that can sustain the investment, do not make the investment.

#### *Workshop Evaluation Summary*

The quantitative results of the workshop evaluation can be found in Appendix 3. Seventy-two percent of the (72%) participants reported that they felt the workshop was very useful, with the highest scores and responses given to the way and manner the presenter handled the workshop and the opportunity provided for participants to share opinions. The most common response given for how the program could be changed was to increase the number of days of the workshop. The strongest recommendation given by participants was that the workshop should be organized in other districts and periodically. Overall, it seems the participants were stimulated by the opportunity to discuss education reform in the context of Ghana's reform movement in primary education and that the education community is eager to have more opportunity for open dialogue about how primary education quality can be improved.

Tom Welsh, Monitoring and Evaluation Training Consultant. May 29 - June 30, 2000

#### Schedule of Meetings

- May 30 Met with PME Chief of Party to discuss travel schedule for preliminary visit to two districts in order to prepare for District Training Workshops. PME Chief of Party and consultant met with Patrick Yiriyelleh, the Director of the PBME Division of the MOE to discuss the nature of the preliminary district visits and to make the necessary travel plans for the trips to the West Mamprusi and Assin Districts. Arrangements were made to collect Mr. Yiriyelleh from his home at 5:00 AM on June 1<sup>st</sup> to meet consultant in Tamale.
- May 31 Traveled to Tamale.
- June 1 Arrived Tamale. Met with Foster Fia from Catholic Relief Services for an initial interview and to organize the trip to the West Mamprusi District for interviews. Mr. Yiriyelleh did not make it to Tamale to join Dr. Welsh.
- June 2 Foster Fia from CRS accompanied Dr. Welsh to Walewale for his interviews. In the West Mamprusi district center of Walewale, Dr. Welsh met with the following District Education Officials: Mr. Liedong, the District Director, Assistant Director for Planning; Assistant Director for Supervision; and the Assistant Director for Budgets. From the District Assembly, Dr. Welsh met with the Chairman of the District Coordinating Council and the Chairman of the District Education Oversight Committee. From the community Dr. Welsh met with the Chief of Walewale and other various opinion leaders.
- June 3 CRS/QUIPS accompanied Dr. Welsh to the office of the District Assembly where interviews were held with Mr. Karimu Nachina, the District Chief Executive and Mr. Alhaji Sadiq, the District Coordinating Director.
- June 4 Traveled to Accra
- June 5 Arrived in Accra
- June 6 Organized for interviews in Assin District. Mr. Yiriyelleh would not be able to accompany Dr. Welsh. Therefore the PME Chief of Party organized to accompany him on his trip. Traveled to Cape Coast.
- June 7 Interviewed the Regional Director for the Central Region and Emmanuel Gatugbe, the Regional Chief Inspector at the Regional Headquarters in Cape Coast. Then traveled to the Assin District.

in Assin Fosso. The District had organized a formal meeting of a wide range of education stakeholders including district officials, teachers, community members and traditional leaders, as well as members of the District Assembly and two parliamentarians (Honorable E.K. Fosu and Honorable Florence Kumi). This came as quite a surprise because arrangements had been made for informal interviews. Following the ceremony, the District Chief Executive, Mr. Abraham K. Fokuo invited Dr. Welsh and the PME Chief of Party to dinner at his house. The house was full and this provided an opportunity for Dr. Welsh to engage the officials in his discussion about the needs of the district relative to the upcoming workshop.

- June 9 Returned to Accra.
- June 8-10 Met with R. Corn to begin organizing the workshop and preparing the workshop materials.
- June 11 Traveled to Tamale.
- June 12 Arrived in Tamale.
- June 13-14 Workshop in Tamale. Participants included district education officials, district assembly members, school personnel, and community representatives (from school management and parent-teacher groups) from both Tamale and West Mamprusi. The list of all participants for all workshops are presented in the district training report, attached.
- June 16 Traveled to Kumasi.
- June 19-20 Workshop in Kumasi Metropolitan District. Participants included district education officials, district assembly members, school personnel, and community representatives (from school management and parent-teacher groups) from Kumasi Metropolitan District. The list of all participants for all workshops are presented in the district training report, attached.
- June 21 Traveled to Cape Coast.
- June 22-23 Workshop in Assin District. Participants included district education officials, district assembly members, school personnel, and community representatives (from school management and parent-teacher groups) from Assin District. The list of all participants for all workshops are presented in the district training report, attached.
- June 23 Returned to Accra.

June 26-28 In collaboration with Rebecca Corn developed the materials for the USAID presentation which summarized results from the district workshop.

June 29 Presentation at USAID: District Findings.

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