PD-ABW-428

Field Report: Tom Welsh
11 November 1999

Field Visit Duration:

Sunday 24 October. — Friday 12 November 1999.
Workdays: 18
Total 20 days

Effort
Week 1

- Preparing materials for the M&E Seminar with Wes and Becky
- Completing Bibliography for TMG
- Initial consultation with Mr. P. Yerriyellah, Director PBME, to discuss PBME development plan formulation. Documentation Collection.
- Brief meeting with director Scrimpr.
- Dinner with Ed. Officer World Bank

Week 2

- Completion and Submission of Seminar materials -Wes and Becky
- Prepare Seminar materials for my teaching sessions
- Initial drafting of the PBME plan - discussions with Director of PBME.
- Met with Steve Snook IFES - background information.
- Met with Ricci Ossei -Ghanaian Businessman
- Meetings with Director of PBME

Week 3

- Implementation of the M&E Seminar - seminar sessions
- Discussions with USAID -P.Kresge
- Meetings with USAID and PBME -(Delayed and missed by PBME)
- Exchange initial PBME Development drafts with USAID and PBME
- Redrafting
- Meeting with Minister of Education.

Deliverables:

1. **Bibliography**
2. **Seminar Materials**
3. **Plan for Capacity building in PBME**
4. **Report on Minister Meeting**
5. **Briefing Chief of Party**

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DRAFT: A Discussion Paper

Proposal for the Building of the Capacity of the PBME Division, Ministry of Education, Ghana

> "Capacity building is the process of establishing and strengthening organizations to perform a key functions, improve the vision of leadership with respect to those functions, strengthening the commitment of leaders to the achievement of these functions, increasing the resources available to these institutions and functions by strengthening fund mobilization, improving the resource allocation process and strengthening mechanisms to ensure that allocate funds reach their destination." World Bank, Africa, Region, July 1998.

Prepared by Tom Welsh

Purpose of this paper.

This paper proposes a medium-term (five year) plan for the organization and activities of the PBME within the Ministry of Education. The purpose of this paper is (a) to present the proposed plan, (b) to identify questions that still need to be resolved and (c) to stimulate discussion. Based on these discussions, the paper may be revised.

PART I. Why is organizational capacity building in the PBME needed?

A. The Four Major Factors impacting Management Performance at Ministry of Education

This plan arises from the convergence of four major factors negatively shaping the performance of Ministry of Education (MoE).

1. **The Command/Control management culture of the MoE and GES.** The current management culture of the MoE and GES is Command/Control rather than performance oriented. This command orientation pays little or no attention to the setting of goals, objectives and the quality of performance. This focus allows the MoE and the implementing agency, Ghana Educational Services (GES), to operate as a very loose and fragmented alliance of interest groups with little accountability for the management of the provision of educational services. To counter this fragmentation the management culture must become performance driven and aspire to higher levels of performance and accountability.

2. **Professional and technical shortcomings in the areas of planning, budgeting, monitoring and evaluation encourage and sustain the command/control management culture.** Command management it is grounded in compliance to regulation, the *ad hoc* interests and behaviour of superiors. The PBME directorate in all ministries is the Directorate legal mandated to provide these services. The MoE - PBME needs to be rebuilt to fulfill its mandate. The Directorate (PBME) currently lacks the staff with the knowledge, skills, aptitudes and experiences needed to provide the mandated services to the MoE and the implementing agency, the GES. Note has to be taken of the importance of replacing seconded GES officers in PBME with Civil Servants. Clarifying the mission and goals of the Directorate will help clarify the specific skill mix of the staff that should be recruited and trained.
   The Civil Service has set norms for the structure and staffing of all PBME's in all Ministries[1]. There is an urgent need to re-establish the PBME subject to Civil Service Law rather than by the short-term focus of vested interest within the MoE-GES matrix. The MoE must be distinct from the GES and the PBME must be able to carry out the role assigned to it under the Civil Service Laws and related regulations. The reestablishment of the PBME will require that significant investment be made in Staff Development

3. **The MoE has been denied the capacity to effectively manage the relationship with lending and donor agencies.** Under the law the PBME is responsible "...to develop short, medium and long term plans and projects for the sector for international funding."[2] In recent years the PBME has been bypassed by the creation of parallel organizations as such as FCUBE secretariat and the Donor Coordinator's office. The MoE lacks an in-house and sustainable 'Investment Management' capability. The PBME needs to be equipped to provide an effective and efficient investment management capacity and capability. At the same time, international donors and lenders must recognize the law of Ghana and work through the PBME to ensure the production of the timely and relevant investment plans and oversight capability.

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[1]Civil Service Law, 1993 (PNDC Law 327) empowered all ministries and other central government agencies with development responsibilities to establish Planning, Budgeting, Coordination, Monitoring, and Evaluation Divisions.
Circular No. OHCS/GEN/AD.361/425/01. 22nd March 1996.
Organizational Manual Ministry of Education. Office of the Head Civil Service, 1998
A scheme of Service for the 4 line Directorates. Ref: AC447/449/01, Office of the Head of the Civil Service. 23 August 1999.
[2] Ibid Planning and Budgeting, page 13, Section 3 (iv).

4. **The MoE lacks the capacity to effectively and efficiently implement Performance Monitoring and Evaluation.** For effective and efficient performance management the monitoring and evaluation of implementation is essential. By law the PBME:
" Facilitates the monitoring and evaluation of all policies and foreign aid for all agencies in the sector in relation to national needs. Monitors and evaluates the implementation of all programmes and projects in the sector for the achievement of sectoral goals, and, *Develops early warning* strategies and corrective measures for the implementation sector." [3]
Currently the Monitoring and Evaluation unit of the PBME is understaffed and not oriented towards executing these mandated duties. It lacks the trained civil servants needed to execute these mandated responsibilities. This deficiency results in the Moe and GES not being held accountable for their performances and the MoE denied the capacity to evaluate its own performance. To shift to performance management the MoE needs to make the human, financial and physical investments in the PBME needed to remedy this deficiency. Without high quality Monitoring and evaluation capability the MoE cannot hope to change its culture from centralized control to Performance Management[4].

B. The Legal provision for PBME

1. PBME Activities and Staffing

Staff/Level	ACTIVITIES[5]							
	Planning		Finance		Design & Implement Monitoring & Evaluation Systems			
	Strategic	Corporate	Cost	Budget	Policies	Plans	Progs.	Budgets
Assistant Director IIB (8) A43, 46, A.51								
Assistant Director IIA (0) A.58, 63								
Assistant Director I (4) A.67, 70								
Deputy Director (2) A.73								
Director (1) A.78, 81								

Table 1: Current Activities domains and Staffing ranks of the PBME

[3] Ibid page 13, Section a (i), (ii), (iii).

[4] " The Ministry is not considered to be fulfilling its role effectively. In support of this, one may point to the fact that the Ministry has no mechanism for the effective monitoring of GES's performance. Indeed the ministry does not determine the scope and content or set the quality standards of the type education it seeks...No targets have been set as benchmarks for measuring GES's performance."
Nti Report, September 1997, page 13.

[5] Definitions for this table forward from page 4.

2. **Staff: Ranks and Levels.**
The Staff ranks and levels shown in table 1 are those permitted to all PBME's under the Civil Service Provisions. The Office of the Head of the Civil Service specifies the activities[6]. Currently the PBME staff is made up of a majority of officers seconded from the Ghana Education Services but for the first time in many years the director is a senior Civil Servant. The number of established positions within the PBME is fifteen (15) as shown in column one. The codes A43, 46 and so on are the Civil Service salary scales for each position.

3. **Activity Domains**
The specification of the activity domains is drawn from Civil Service Guidelines for all ministries and PBME's. There are three main activity domains:

a) **Planning** involves the clarification of system purpose, goals and the organization of human and material resources to achieve those goals. It is undertaken to suggest a course of action before these actions are undertaken. There are two major types of planning –Strategic and Corporate.

The PBME Directorate is authorized by law and regulation to facilitate Strategic and Corporate planning for the MoE.

> "To facilitate the preparation of **sustainable strategic and corporate planning** for the sector (i.e. defining sector output targets and performance indicators, and, drawing up implementable plans)."

b) **Finance** addresses Public Sector Financial Management as related to budgeting, auditing, accounting, purchasing, debt management and sector investment

c) **Monitoring and Evaluation.**

[6] Schemes of Service for the Four Line Directorates in Ministries and Central Management Institutions. Accra June 1999.

C. Planning

1. **Strategic planning**[7] is concerned with long-range forecasting of the impacts and consequences of events. An important dimension of strategic planning is to anticipate and organize the flow of inputs to a system within the timeframe needed in order to realize the purpose of the organization. Strategic planning for education must be situated within the framework of the overarching National Development Plan in the case of Ghana. The PBME directorate would cooperate with the National Planning Commission and other agencies in formulating its Strategic Plan. A strategic plan for education cannot be formulated by an exclusive internal reference to the MoE and GES. Higher Education, Health Services, Public Works, and other related Ministries and agencies will impact the education planning process[8].

   Strategic planning within the PBME is non-existent or by-passed as indicated by the fact that that the current MoE strategic plan was formulated by the GES led a foreign agency. The contracted implementing agency, GES, wrote the plan it was to implement! Parliament was presented with and approved a strategic plan that had not been prepared the MoE-PBME.

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[7] The 1999 MTEF and budget passed by Parliament this year contain the approved Strategic Plan of the MoE with 7 Strategic Objectives and an approved budget to support it. The Seven Objectives include the original three from FCUBE and BESIP. These are approved by parliament and binding on the MOE, but doubt persists as to their validity. The Strategic Plan was not prepared by the PBME. *(Draft: Republic of Ghana Ministry of Education, Education Sector Strategic Plan 1998 – 2003, May 1998: Medium Term Expenditure Framework (MTEF) 1999 – 2001 and Annual Estimate for 1999).* This Strategic Plan evolved from co-operation between DFID, and Ghana Education Services at a London workshop. A World Bank representative participated in this workshop. *(Ghana Working Group Planning Session, Ghana Ministry of Education/ DFID – Ghana Education Service, Working Group Meeting, Mandeville Hotel London, 9 –13 March 1998.).*

7 The current strategic objectives of the MoE. *Education Sector Strategic Plan 1998 – 2003, May 1998: Medium Term Expenditure Framework (MTEF) 1999 – 2001 and Annual Estimate for 1999)*

1. To improve management efficiency
2. To improve access, participation and equity
3. To improve management efficiency

4. To decentralise and sustain management
5. To improve access to Science and Technology education as well as training
6. To make education responsive to the Manpower Requirements of the Nation.
7. To improve national Functional Literacy
8.

2. **Corporate Planning**[9] is concerned with setting annual performance targets, resource requirements and performance monitoring and evaluation objectives for each MoE and GES division and unit, and for all other implementing agencies contracted by the MoE. These targets and requirements must be linked to the goals of the Five Year Development Plan and reflected in the annual budget. Corporate focuses upon performance to inform the process of the strategic plan by telling the MoE what is being done well and what needs to be improved. Each Directorate of the MoE and the Divisions of the Ghana Education Service contracted to implement the Strategic Plan of the MoE, are responsible for their own corporate plans. It is the responsibility of the PBME to provide these divisions with the technical and professional capability and advisory needed to formulate these plans.

   On the **Corporate Planning** front within the PBME the situation is patchy. There is little evidence that the PBME has provided a corporate planning mechanism and technical services for the MoE and for the implementation agency, the GES.

3. **PBME's management of Foreign aid Planning and Relationships** has fallen by the wayside. Parallel non-ministry systems organized via the office of the Minister and manned by local consultants, claim to manage this domain. The political and civil service authorities have ignored PBME's legal mandate and responsibility for this work. This by passing of the law must be corrected if this function is to be exercised as specified and mandated by the Civil Service law and regulations. However, the most critical deficiency in this domain is the conceptual failure to grasp that foreign aid funds together with loans constitutes the Investment Plan of the MoE. The Districts responsibility for the educational development budget makes this a very challenging area for PBME. *The PBME needs to acquire an Investment Management cast of mind together with the capacity and capability to apply it.*

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[9] There is a process of performance planning currently underway at the MoE and the GES.
Over view of Performance Agreement: Deputy Director-General (ADMIN) GES1998
Performance Agreement between The regional Director of Education, UPPER WEST and Director – General of Education. Agreement Period: Jan – December 1999.
Ghana Education Service: Draft Report. Integrated Planning of 1999 Divisional Activities. Feb. 1999. (A recommended baseline document to start any planning and reporting format)
It is not clear what role, if any, PBME played in the formulation of these Performance Agreements and *Corporate Activity statements* of the GES.

4. **Financial Planning by the PBME is more or less confined to an annual budget negotiation with the Ministry of Finance and the Divisions of the Ministry.**
   "The Planning Budgeting, Monitoring and Evaluation Directorate shall exercise sector wide responsibilities of a central Management Institution for the formulation of policies for the achievement of the following objectives.
   Financial planning, costing and budgeting (i.e. translating programmes into money); and,
   to design and implement **monitoring and evaluation systems** for the assessment of sectoral policies, plans, programmes and budgets."[10]
   Financial Planning in the PBME is constrained by two factors. First, the Finance ministry allocates a gross budget limit to the MoE and the PBME must plan within that limit. Second, all assigned revenue is reduced by the amount needed to service debt payments. The annual revenue flow and total may also fluctuate. This is a very constraint situation for the PBME but it cannot be used as an excuse to avoid Financial Planning.

5. **Performance Monitoring and Evaluation is not done by the PBME** –"to design and implement monitoring and evaluation systems for the assessment of sectoral policies, plans, programmes and budgets". The central MOE monitoring and evaluation staff does not execute these mandated tasks of monitoring, evaluating and reporting on the performance of the various implementing agencies. The PBME does not provide this service. The PBME does not provided the services as mandated by the Civil Service requirements.

C. PBME's mandate

The Mission of the PBME

The mission of the PBME is clearly defined in Civil Service documents and guidelines. The following is abstracted from these documents.

1. To prepare strategic and corporate plans for the MoE in coordination with the National Development Commission.

2. To assist the operational divisions of the MoE and the GES to formulate their operational plans to ensure integration and coordination leading to greater effectiveness and efficiency in the use of scarce resources.

3. To prepare recurrent and investment budgets for the MoE and reconcile these with the operational plans of the other divisions and operational units of the GES.

[10] Ibid page 12 Section 3 (i), (ii), (iii).

4. To coordinate with Donor agencies to ensure that the national educational investment plan is supported and when needed, relevant and timely reports can be made to the Ministry as well as donors and lenders.

5. To Monitor and Evaluate Programmes and budgets on behalf of the MoE and feed back the results to the planning and budgeting processes.

6. Where appropriate, to conduct policy and budgetary research studies that respond to the preceding agenda and to interpret and evaluate programme impacts. To submit to the Ministry in a timely and relevant format the findings and recommendations for policy and practice resulting from these activities.

D. Building Organisational Capacity

1. What is Capacity?

The PBME must have the capacity to act to implement its mandate and execute its duties. It must have the capacity to do the following:

a) Create a vision for education, formulate policies, strategies, programmes and projects.
b) Acquire and allocate MoE assets and resources – human, financial, physical – from various sources to realize the vision by implementing the policies, strategies and programmes.
c) Monitor, evaluate, report and advise on the performance of those organizations, agencies, divisions and units contracted to implement on behalf of the MoE. These capacities will exist when the PBME is built within the MoE as defined by the Laws and Civil service regulations.

2. Capacity and Leadership

When this organization is established it must have a quality of leadership capable of defining and exercising its capacities. The Director of the PBME must be able to:

a) Develop a vision for the PBME that is political acceptable and ensure the continuing existence of the PBME.
b) Provide clear goals and objectives that lead to action by the units and staff constituting the PBME.
c) Continually reviews and articulates the PBME vision with the supporting goals and objectives
d) Demonstrate commitment to the PBME.

To the appropriate degree and level Deputy Directors within the PBME must be able to do the same.

3. Capacity and the Acquisition and Allocation of Resources.

The PBME will have capacity when it can:

a) Acquire funds to implement goals and objectives and realize its vision.
b) Allocate and reallocate these funds as the result of the evaluation of its performance and the change of priorities emerging from the internal and external environment.
c) Control and account for expenditures in keeping with its planned allocation

4. Capacity and Staff

The PBME will have capacity to act it has:
a) The appropriate number of civil servants with the relevant knowledge, skills, experience and attitudes,
b) Placed in the appropriate level of management and operations
c) Develop the relevant and appropriate training programmes for all grades of staff
d) And, fully affiliated to the PBME.

5. Capacity and Political Support

The PBME Will have capacity to act and survive in an effective and efficient manner when the *political authority* of the MoE publicly supports The Vision, the goals and objects and the Leadership. Without *overt political support* the PBME will fail in the within the MoE – Ghana. Support is not patronage but an overt political commitment to all aspects of the national Constitution and Vision 2020 as articulated by the government.

These five dimensions of capacity have to be built and demonstrated with the MoE – PBME. Unless this commitment is made the PBME cannot function as specified within the terms of its legal mandate.

PART II: Capacity Needs Analysis of PBME

Steps to be taken to establish the capacity of the PBME.

A. Director of the PBME drafts his/her initial statement of the Vision – what will the PBME look like by the year 2005.

It is essential that the Director of the PBME articulate the vision that is to be the foundation and purpose of the PBME. This will provide a statement of commitment and a means to engage with his Unit Assistant Directors in order to build his Team.

Resources Needed

In formulating the vision statement the Director should have access to the assistance of external support - a) consultancy, b) materials and c) resources to visit and exchange ideas with other PBME directors.

Schedule
PBME Vision statement to be drafted by Director Friday 21 January 2000 for discussion with Unit Heads on Tuesday 25 January. Final Draft by 12 February 2000.

B. The Deputy Director of PBME Prepare staff inventory
The Deputy Director of PBME will produce a staff inventory of current staff as follows and including any other items judged applicable by the Director and Unit heads:

1. Gender,
2. Age
3. Years of experience with PBME
4. Rank
5. Affiliation – MoE, GES other.
6. Education Level
7. Specialist training received while with PBME
   i. Long term e.g. IIEP Paris
   ii. Short term e.g. HIID, USA
   iii. Participation with Projects – specify the projects and duration
8. Current position
9. Job Description
10. Annual Products

Validate the data by reference to Manpower Division Moe and GES

Resources Needed.

1. Programmer to prepare application for data base
2. Computer operator to manage the data base and produce reports
3. Access to a computer as needed

Schedule

1. Produce survey instrument by Tuesday 30th. November 1999 and finalise with Director and Unit heads by Friday 10 December 1999.
2. Produce computer application by Friday 31 December 1999
3. Produce report by Friday 28 January 2000

Staff/Level	ACTIVITIES							
	Planning		Finance		Design & Implement Monitoring & Evaluation Systems			
	Strategic	Corporate	Cost	Budget	Policies	Plans	Progs.	Budgets
Assistant Director IIB (A43, 46 (A.51)	Number of Staff. Status. Education							
Assistant Director IIA (A.58, 63)								
Assistant Director I (A.67, 70)								
Deputy Director (A.73)								
Director (A.78, 81)								

Table 2: Who is in the cells- Inventory?

Using the table it is essential to identify the current staff at each level attending to the particular activity. The inventory of staff provides the HR need for the PBME.

C. The Director, Deputy and Assistants to Establish the capacity to execute the duties of the PBME

Development Goal	Strategy	Sub-Strategy	Tasks
Establish a Planning culture in the MoE and contrasting agencies.	Strengthen the capacity of the Planning Unit	Training staff in: Strategic & Corporate Planning	Director and Unit heads identify staff to be trained and the institutions to provide the training.
			Contract agency to provide training

Table 3: Capacity to do what?
Once the Leadership Vision is established and published then work can begin to define the development goals for the PBME as shown in the above table.

Step C Director and Deputy Directors and Assistant Directors Define its Development Goals and the Priorities

The capacity building process demands that the PBME be able to define its Development Goals and the Priority among these goals. This is essentially an exercise in translating the Vision into Goals, objectives activities/tasks. The illustration given above demonstrates how each row should be addressed and defined. The Director together with his Unit Heads must lead this Step. This step should be completed at a three-day workshop away from the MoE.

Resources: Advisable to have an external Planning-Organization Development Consultant as a resource and workshop leader.

Schedule: Step C must be initiated as soon as possible to ensure that the resource requirements flowing from this exercise are requested in the 2000-2001 budget submissions. The exercise must be integrated with the completion of Steps A and B. Completion by Friday 17 March 2000.

Identify the tasks for which capacity is required and specify who is responsible to execute the tasks.

Staff/Level	ACTIVITIES							
	Planning		Finance		Design & Implement Monitoring & Evaluation Systems			
	Strategic	Corporate	Cost	Budget	Policies	Plans	Progs.	Budgets
Assistant Director IIB (A43, 46 (A.51)	Tasks. Work Responsibility Managerial Responsibility	Tasks Work Responsibility Managerial Responsibility	Task	Tasks	Tasks	Tasks	Tasks	Tasks Work Responsibility Managerial Responsibility
Assistant Director IIA (A.58, 63)	Ditto	Ditto	Ditto	Ditto	Ditto	Ditto	Ditto	Ditto
Assistant Director I (A.67, 70)								
Deputy Director (A.73)								
Director (A.78, 81)								

Table 3: Whose Capacity and Responsibility: Who does what when and why?

The above table can be used to assess the current and future manpower needs for the PBME. The tasks that have been defined in step C have to be assigned here.
The **Work Responsibility** designates who actual does the task.
The **Managerial Responsibility** designates who manages and reports. The World Bank[11] offers another approach to this as shown in the table below:

Specific Tasks	Managerial Responsibility	Task Responsibility
Director and Unit heads identify staff to be trained and the institutions to provide the training.	Directorate	Each PBME unit.

Table 4: Determining who is empowered to do what.

Once the tasks are specified in Step C then Step D can be started. This step can be assigned to Unit Heads to complete. The Unit head should take the a) Vision statement (StepA), b) the HR inventory (Step B), c) Capacity – Goals and objectives (Step C), with all of these products available the responsibility and activity profiles of the PBME can be formulated. In effect at the end of this activity all of the materials are available to prepare the overall development plan for the PBME. *It is essential that this Step be completed via an open discussion process among the staff of the particular unit. Every effort needs to betaken to avoid an arbitrarily imposed response.*

Resources: The Unit heads will need external assistance to facilitate this task.

Schedule: Start March 2000 Complete Friday 28 April 2000.

When each of these steps is completed the ground will have been prepared for the formulation of the PBME's Development Plan 2000 – 2005.

PART III: The PBME Development Plan 2000-2005 is contingent upon the Completion of the Capacity Needs Analysis

The Development plan for the PBME is contingent upon the completion of the Capacity Needs Analysis. The Information provided by this set of exercises will provide the raw material for the formulation of the plan. It is advised that no attempt be made to formulate a development plan on the basis of some theoretical model. The completion of the Capacity Needs Analysis is a means by which the staff of the PBME can be brought to the place of decisions and choices about their commitment to the Directorate and the Educational provisions for Ghana. This approach is suggested for the following reasons.

[11] Organisational Capacity and Capacity Building. World Bank, Africa, region, July 1998.

A. Previous planning Investments at the MoE did not change the culture to a performance focus

Under the EDSAC project[12] in the late eighties and early nineties very significant investments were made to establish the planning capacity of the Ministry. The reports submitted by Cambridge Consultants to UNDP and the MoE claims that 1500 MoE and GES staff were trained. It is extremely difficult to measure the return on this investment today. What is clear is that such a prescriptive-consultancy approach did not change the culture of the MoE or GES. In 1996 the BESIP project, also IDA supported to the tune of $50m, included a significant amount for the improvement of the PBME functions in the MoE and GES. Regretfully this investment was focused on improving a secretariat composed of consultants and not on the permanent staff of the MoE-PBME. Again there is little evidence of any cultural change.

The challenge of shifting the MoE from a culture of control-centered behavior to performance-based management cannot be achieved by simply formulating and handing over a prescriptive model of a 'good' PBME. The challenge is to initially change the culture of the staff of the PBME by exploring routes that will help them to devise a workable response to the context and demands in which they operate.

B. The Phases of the PBME Capacity building are different learning opportunities

By breaking the process of rebuilding and equipping the PBME into three phases:

1. **Formulation of PBME Vision, Goals, Objectives and tasks.**
   There has been no leadership vision for PBME in recent years. As noted earlier all PBME functions had been transferred to parallel organizations. This left the Directorate with no direction and locked into a responsive mode. The outcome has been a moribund and disillusioned directorate simply adrift with the rest of the MoE. This staff has received so many 'expert' inputs that there is a cynical and lethargic cast of mind. The staff has no reason or emotion to believe that they have any say in defining their working environment. The net effect is that the MoE lacks a PBME in all but name.

[12] EDSAC, IDA Funded Project, 1987-90: Loan Amount = $88.5m , "...making educational planning more efficient and equitable...ensuring financial stability."

This phase of the activity should involve the staff of the directorate in defining and formulating their Vision, Goals, Objectives and tasks. This phase is the most critical in Capacity building as it has to establish the processes and the environment to exorcise the culture of fear that has inhibited all civil servants working within the MoE. The intended outcome is a motivated and committed staff ready to pursue the agenda that they have realistically formulated for the PBME over the next five years.

2. **Assessment of capacity to implement 'a'.**
   The aim here is to get a realistic statement of the work that can be done in the realities of the setting of the MoE. While phase 'a' is the foundation this phase demands the struggle with trying to translate all of the findings and decisions into an effective and efficient operational set of statements. It is the movement from conceptualization to operations. This again is a critical transition has the past holds many examples of elegant and comprehensive conceptual models that could never be operationalised in the every day realities of the MoE. Recent workshops with the staff of the PBME has illustrated only too well the temptation to assume that an over elaborate conceptualization is a product. It is not a product for a working Ministry.

3. **Formulating the five year development plan for the PBME 2000-2005**
   The formulation of the development plan is the translation of the first two phases into a published commitment of what the staff of the PBME has agreed to be judged by in the next five years. Any plan is a set of intentions expressed in a particular technical format, but remains a set of intentions backed by commitment or it is nothing.
   This phase cannot be realized until the rational, technical, emotion and social understanding and transformations have been achieved.

4. **Model for the development of planning, budgeting, monitoring and evaluation staff for all levels of governance.** If this effort can be successfully done and each step of the way recorded and evaluated it may serve as a model for the establishment of other PBME's within the civil service. Thought may also be given to creating a model for the training of PBME type staff for all divisions of the MoE, GES at the center, region, district and local levels. This would need to be linked with a local university or college as the MoE could not be a training agency.