



TWENDE MBELE

FINAL DRAFT REPORT

**Baseline on M&E Culture: National Monitoring and
Evaluation Systems in Ghana**

September, 2019

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ABBREVIATIONS

APR	Annual Progress Report
CLEAR AA	Centre for Learning on Evaluation and Results Anglophone Africa
CSOs	Civil Society Organizations
DPs	Development Partners
IDEV	Independent Development Evaluation
MoME	Ministry of Monitoring and Evaluation
MoF	Ministry of Finance
M&E	Monitoring & Evaluation
MLGRD	Ministry of Local Government and Rural Development
MOFA	Ministry of Food and Agriculture
MTDPs	Medium-Term Development Plans
NDPC	National Development Planning Commission
NDPF	National Development Planning Framework
NMTP	National Medium-Term Plan
OHCS	Office of the Head of Civil Service
PBB	Program-Based Budgeting
PMS	Performance Management System
PPMED	Policy Planning, Monitoring and Evaluation Directorate
RPCUs	Regional Planning Coordinating Units
Twende	Twende Mbele

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EXECUTIVE SUMMARY

1.0 Project Background

1.1. Introduction

Twende Mbele (meaning Going Forward Together) is a peer learning partnership of African governments, Civil Society Organizations (CSOs) and regional organizations interested in the use of Monitoring & Evaluation (M&E) to strengthen government performance and accountability. The core country partners are South Africa, Ghana, Benin, Uganda, along with CLEAR AA and Independent Development Evaluation (IDEV) at the African Development Bank. One of the key activities of Twende is to undertake a survey of the state of M&E culture in member countries to be used to track progress in these countries as they strengthen their M&E systems. In Ghana, Twende commissioned the Ghana baseline study in collaboration with the Ministry of Monitoring and Evaluation in May 2019.

1.2. Project Objectives

The overall objective of the Ghana baseline study is to establish baseline information on the monitoring and evaluation culture within the Public Sector in Ghana. The focus is to establish the extent to which M&E information is used to inform decision-making and assess the state of monitoring and evaluation culture in government by delineating how various M&E systems interact with each other to improve performance and accountability in Ghana's Public Sector.

1.3. Data Collection

A standardized survey tool, received from Twende Mbele was slightly modified to suit the Ghanaian context and administered to 14 Ministries and 2 Central Management Agencies, Office of the Head of Civil Service, OHCS and the National Development Planning Commission, (NDPC). These two institutions are considered integral to the National Monitoring and Evaluation System and were selected in consultation with the Ministry of Monitoring and Evaluation, MoME. In each of the selected Ministries, the Chief Director, the Head of PPMED, Head of Finance and/or Administration and M&E Managers or "Focal Persons" were interviewed. In the 2 Agencies, the Head of M&E or the person responsible for M&E also interviewed or spoken to. Where it was not possible to meet any of the above officers, their deputies or representatives were spoken to. In all 41 face-to-face interviews were conducted during the data collection. Data was collected with handheld electronic devices loaded with KoboCollect, an Open Data Kit (ODK) application.

1.4. Challenges

Key challenge experienced during the execution of this assignment was the difficulty in getting senior management of the various public institutions to administer the survey instrument. Majority of them were involved in various meetings, attending workshops or had gone on assignments outside Accra. Where you got them to take the survey, they had very little time to sit through the survey which was

quite lengthy to administer. In some of the institutions, the mention of M&E meant talking to the M&E unit and non-M&E staff were not too interested in taking the survey.

2. Literature Review

2.1. Significant achievements have been made in Ghana's quest to institutionalize Monitoring and Evaluation in the Public Sector. Various interventions, systems, processes and programs notably the Public Administration Restructuring and Development Implementation Committee (PARDIC) in the early 1980s, Civil Service Performance Improvement Program (CISPIP) and the National Institutional Renewal Program (NIRP) of the 1990s were all reforms implemented to contribute to M&E practice through capacity building.

2.2. The national M&E system of Ghana is hinged on elaborate constitutional and legal provisions. Article 87 (e) of the 1992 Constitution of the Republic of Ghana stipulates that the NDPC should "monitor, evaluate and co-ordinate development policies, programs and projects". The National Development Planning (System) Act, 1994 (Act 480) further specified the planning, coordination, monitoring and evaluation functions of NDPC. Section 2 (f) of Act 480 states that each District should "monitor and evaluate the development policies, programs and projects in the district ..." while Section 10 (6) stipulates that "A Ministry or Sector Agency shall monitor the implementation of approved development plans...". Other Acts like the Local Governance Act, 2016 (Act 936) and Civil Service Act, 1993 (Act 327) also enshrine monitoring and evaluation.

2.3. However, the most significant achievement towards promoting M&E and results culture as well as consolidating earlier efforts is the creation of a separate ministry for M&E. The current administration in 2017 created the Ministry of Monitoring and Evaluation as a proof of the administration's resolve to promote transparency and accountable governance. The Presidency's commitment and leadership has provided a further boost to the institutionalization of M&E in the public service in Ghana.

2.4. Four key actors currently serve as the major suppliers of M&E activities in the public sector of Ghana. At the national level, the Ministry of Monitoring and Evaluation (MoME) and the National Development Planning Commission are responsible for M&E activities. The Policy Planning, Monitoring and Evaluation Departments (PPMEDs) at the Ministries, Departments and Agencies (MDAs) take charge of M&E at the Ministry level while the Regional and District Planning Coordinating Units are the responsible entities for M&E at the decentralized levels.

2.5. The Ministry of Monitoring and Evaluation was established to ensure that the policies and priority programs of the government are implemented as planned by the various ministries and assemblies. The Ministry has since produced jointly, the Government Results Framework (2017-2020) together with all the other Ministries based on clearly defined Government priorities, outcomes, targets and

indicators required to achieve the priority programs. The framework covers the budget, risk and assumptions that allows for information flow between Ministries and the Ministry of M&E.

2.6. Despite the varied legal provisions, institutions and interventions for M&E, challenges still exist. Some of which include: weak M&E capacities; weak demand for and utilization of M&E results; limited resources and budgetary allocations for M&E; non-compliance with M&E reporting timelines and formats by MDAs/MMDAs; poor data quality, data gaps and inconsistencies; and poor management information systems.

2.7. To address some of the above challenges, various interventions have over the years been rolled out. Some of which include: capacity building workshops; establishment of an ICT-based national M&E system; preparation of the National Annual Progress Report; preparation of National M&E Manual, checklist for review of Sector and District APRs/M&E Plans; preparation of national M&E policy; development of legislative instrument; and conduct of surveys by the NDPC and other mandated institutions.

2.8. The Ministries, Departments and Agencies (MDAs) planning functions are performed by their Policy, Planning, Monitoring and Evaluation Directorates (PPMED) in consultation with NDPC. Working through the PPMEDs, the MDAs are required to formulate, implement, monitor and evaluate policies, Medium-Term Development Plans (MTDPs) and programs based on national development goals, objectives, and Sectoral development planning guidelines issued by NDPC.

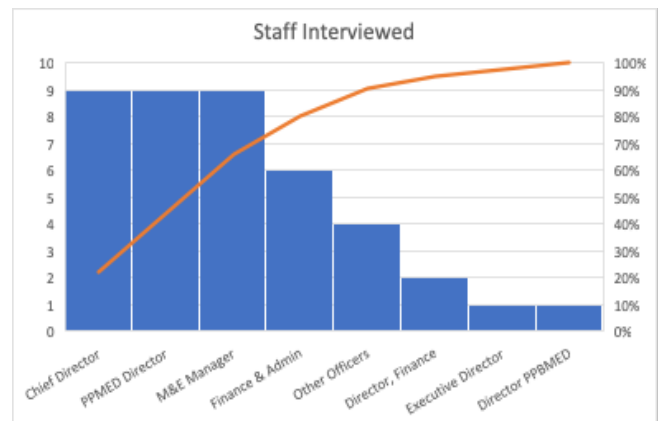
2.9. There is regular monitoring of development programs at the National, Sector, Regional and District levels by the MoME, NDPC and the PPMED of the Ministries. The current National Monitoring System is based on core national indicators that form the basis of performance reporting at the Sector and District levels. A key output of the national level monitoring system is the compilation and publication of the Annual Progress Report (APR), which is submitted to Parliament for review.

3. Findings

3.1 Profile of Respondents

9 Chief Directors, 9 PPMED Directors, 9 M&E “Focal Persons”, 6 Finance and Administration Directors, 2 Directors of Finance, 1 Executive Director, 1 Director PPBMED and 4 other Officers were interviewed during a period of 3 weeks of the assignment. Respondents were selected from 14 Ministries and 2 Central Management Agencies. 29 respondents representing 70.73% of the 41 respondents were males while twelve (12) respondents representing 29.27% were females. 18 of those surveyed have

Figure 1: Staff Interviewed



worked in the Public Service for over 20 years, 16 between 10 and 19 years and 7 have worked in the Public Service for less than 10 years. 34 of those surveyed had Masters' Degree, 6 had First Degree, 2 had PhD Degree and 1 had a certificate.

3.2. Dedicated M&E Units

Some of the Ministries have created a separate M&E unit under the PPMED with the sole responsibility of ensuring M&E functions are carried out. 10 of the 14 Ministries surveyed had dedicated M&E Units and M&E Managers to effectively manage M&E activities.

3.3 Staff Strength

The Ministry of Food and Agriculture (MOFA) had the highest number of staffs in the PPMED. The PPMED of MOFA had 21 staff positions filled, while the Ministry of Planning had only 1 M&E staff. The National Development Planning Commission (NDPC) had 11 M&E staff positions unfilled, the highest among all the institutions surveyed. All other Ministries indicated they needed additional staff to undertake effective M&E activities in their institutions¹.

3.4. Set strategic goals and planning specific results to achieve organizational goals

All respondents to the survey indicated the existence of a National Medium-Term Policy Framework (NMTPF) from which the various Ministries develop their Sector Medium Term Plans. The Sector Medium Term Plans are aligned and flows from the National Medium-Term Policy Framework. The MDAs prepare quarterly and annual progress reports with copies submitted to the National Development Planning Commission (NDPC) based on their Sector Medium Term Plans. The Office of the Head of Civil Service, OHCS has deployed a Performance Management System, PMS for Chief Directors and line Directors at the MDAs to facilitate accountability, delivery of services and results. At the management level, individual Civil Servants sign performance agreements with OHCS that are reviewed annually to assess the performance of the Civil Service staff. Then the Chief Directors sign Performance Agreements with their Directorates.

3.5. Align resources to achieve results

Staff performance contracts and the Annual Performance Plans of the various Departments among others are all linked to the Medium-Term National Development Policy Framework which sets the overall national strategy for the Ministries, Departments and Agencies. The Ministry of Finance (MoF) uses Program-Based Budgeting (PBB) system to prepare the national budget which is linked to the Sector Medium-Term Development Plans.

3.6. Capacity to Evaluate

The MDAs have, over time, built internal capacity to conduct evaluations, however major evaluations are conducted by external Consultants. Evaluation evidences shown by the MDAs were mostly for

¹ Even though the staff interviewed provided staff numbers for M&E, further enquiries and analysis shows that the numbers given are in some cases for the whole PPMED and not just for M&E.

Development Partner funded projects which all have project evaluations as part of the implementation. MDAs' staff have capacity to undertake evaluations as well as manage evaluation activities by staff and external Consultants.

3.7. Demand for Evaluation Results

Management of the MDAs have the skills to understand and use evaluation recommendations and as a result there is consistent demand for evaluation results by senior management of the MDAs, Cabinet, Parliament, Ministers and Development Partners.

3.8. Use of Evaluation Results

To improve implementation and performances, there is increased use of evaluation results by MDAs throughout planning, design and implementation stages of projects and programs as part of good practices and improved performances. Both senior management and middle level management teams use evaluation results. It is also used for learning purposes and for providing accountability for actions at the government level.

3.9. Allocation of Resource for M&E

Allocation of resources for M&E activities in the MDAs received responses from respondents. Most staff interviewed were of the opinion that resources allocated for M&E activities is insufficient for the conduct of effective M&E. Progressively, budget allocation to MDAs for M&E activities have decreased over the years.

3.10. Performance management incentives

MDAs' response to both good and below expectation performance was measured for the survey. When performances are below expectation, MDAs do not hide the below expectation information, do not reject it or ignore it. Rather, learnings are documented for use in future to improve performance. In most instances, changes are implemented to improve future performance results. Officers responsible for the below expectation are required to explain and identify how performance can be improved. However, officers responsible for below expectation performances are seldom held to account for their performances. When performances are good, due credit is given to all involved and learnings are documented and shared with stakeholders.

3.11. Barriers to M&E Use

The survey results show that even though there were some concerns by those interviewed on the question of barriers to the development of M&E culture and use of M&E information, the generality of opinion is that there are no significant barriers to effective use of evaluation in decision-making, learning and accountability in the institutions that were surveyed. For those respondents who held the view that there are barriers to effective use of evaluation in decision-making, learning and accountability, alluded to the fact that M&E is still regarded as the job of the M&E unit and not of all managers **and M&E is seen as policing and a way of controlling staff.** There were also concerns raised about not doing all there is to champion M&E in the institutions but leaving it for M&E staff to lead.

3.12. Enablers for the Use of M&E

Majority of respondents were of the view that there is a good environment for the practice, generation and use of M&E information for decision making and accountability. Over 95% of respondents indicated that problems of performance are not concealed, no resistance from senior management team members and the respect that currently has been generated for evidence-based decision making in the MDAs is good for M&E. Top hierarchy of MDAs is seen to be facilitating open and robust discussion of performance and they are not afraid to admit mistakes and learn from them. The M&E units have become influential within the MDAs because of their ability to generate performance information needed by top management, Ministers, Cabinet and other statutory institutions that make use of M&E data information.

3.13. Information System

There are significant capacities information management of most MDAs in Ghana depicted by the survey results. However, the potential exists to further build the capacities of these institutions to bridge some of the observed information management capacity gaps. Over 50% of those surveyed shared the view that existing systems are able to provide the information needs of both internal and external stakeholders.

4. Conclusion

4.1 Majority of respondents to the survey indicated that reports regarding a Department's poor performances are never structured to hide results. Results of poor performances are not ignored; senior management do not reject reports of poor performances and the information to understand the poor performances are available. These responses suggest a positive management attitude and environment within the public service for the practice of M&E. Changes are implemented and learning is documented and used to improve future results. These are positives that enhance the culture and institutionalization of M&E. The perception that officers responsible for poor performances are not held to account and lessons learnt needs to be changed. Such perception has the tendency to demotivate some staff. The implementation of a performance management and performance contracts with managers of the ministries is yielding results gradually as performance measurement and performance results are required by top management, Ministers and Cabinet for decision making.

4.2 Challenges to the development of an M&E culture and institutionalization of M&E still exists despite the numerous efforts that has been made and still being made. Some of the issues listed as challenges to enhancing the culture of M&E by respondents to the survey included budget cut for M&E activities, lack of staff with the requisite qualification and background in M&E, lack of career path for staff in M&E makes for a high turnover of M&E staff.

5. Improving the Culture of M&E in the Public Sector in Ghana

5.1. Despite the varied legal provisions for M&E, challenges still exist. Some of which include: weak M&E capacities; weak demand for and utilization of M&E results; limited resources and budgetary allocations for M&E; non-compliance with M&E reporting timelines and formats by MDAs/MMDAs; poor data quality, data gaps and inconsistencies; and poor management information systems.

5.2 To address these challenges, various interventions have been rolled out by the institutions mandated to undertake M&E activities. The establishment of the Ministry of M&E in 2017 has provided a renewed impetus for M&E practice in the public service in Ghana. The Ministry of Monitoring and Evaluation is undertaking the development of various policy frameworks and other interventions as part of efforts to entrench the culture of M&E in the public sector of Ghana.

5.3 At the national level, NDPC coordinates program performance and results from the District to the Ministry level based on the national results framework. The NDPC develops result framework aligned with the Medium-Term National Development Policy Framework to track performance of projects and programs. At the Sector level, the PPMEDs conduct regular monitoring of implementation of the Sector Medium Term Development Plans. The Office of the Head of Civil Service (OHCS) has deployed a Performance Management System for Chief Directors and Line Directors at the MDAs to facilitate accountability, delivery of services and results. The Regional Planning Coordinating Units (RPCUs) provide guidance to the Districts in the development and implementation of their M&E Plans.

6. Role for Twende Mbele

The evaluation capacity of the PPMEDs are observed to be generally low with their activities limited to routine data collection and activity reporting. Twende Mbele can collaborate with the M&E Ministry to help build capacities, emphasising on evaluation capacity development. Twende Mbele can collaborate with institutions such as the Ghana M&E Forum (GMEF) to develop a repository of the public sector evaluations for which none currently exists. An annual award for the best Ghanaian led evaluations is also an area Twende can explore as part of playing its role of impacting positively on citizens in participating members.

1. PROJECT BACKGROUND

1.1 Project Background

Twende Mbele (meaning Going Forward Together) is a peer learning partnership of African governments and regional organizations interested in the use of Monitoring & Evaluation (M&E) to strengthen government performance and accountability. The core country partners are South Africa, Ghana, Benin and Uganda, along with CLEAR AA and Independent Development Evaluation (IDEV) at the African Development Bank (AfDB). Twende Mbele seeks to stimulate demand and use of M&E amongst Governments, Parliaments and Civil Society Organizations (CSOs); sharing experience and learning in the use of M&E; and for a smaller group of strongly committed countries, promotes active collaboration on development of M&E systems. The organization is hosted by the Centre for Learning on Evaluation and Results Anglophone Africa (CLEAR AA), at the University of Witwatersrand, South Africa.

As part of its effort to promote institutionalization of M&E across the Public Sector in partner countries, Twende Mbele commissioned a survey to document the state of M&E culture in the four-member countries. The study was aimed at generating baseline information that will help facilitate peer learning and serve as a basis for future M&E capacity development in the targeted countries. This study is the last of four country studies, three of which is already completed in; Kenya, Uganda and South Africa. The Ghana baseline study is the last of the four country studies funded by Twende Mbele in collaboration with the Ministry of Monitoring and Evaluation (MoME) and the National Development Planning Commission (NDPC).

1.2 Objective of Project in Ghana

The overall objective of the study was to establish baseline information on the monitoring and evaluation culture within the Public Sector in Ghana. Specifically, the study focused on the following:

- Establish the extent to which M&E information is used to inform decision-making and to document key challenges and opportunities for future enhancement of the National M&E system and systematic monitoring of M&E in the Public Sector.
- Assess the state of monitoring and evaluation culture in Government by delineating how various M&E systems interact with each other to improve performance and accountability with specific focus on policy, approach, concepts, framework and organizational arrangements in Ghana's Public Sector.

1.3 Task and Scope of the Study

The assignment required the Consultant to perform the following key tasks as part of the study:

DRAFT REPORT-M&E CULTURE BASELINE SURVEY

- Conduct in-depth interviews with senior government officials from 14 Ministries and two Central Management Agencies².
- Hold a validation workshop on the findings and, to obtain additional information including areas for further improvement from stakeholders and submit a final report.

1.4 Methodology Adopted for the Study

The study employed an inclusive and learning oriented approach which ensured that all respondents from the selected Ministries effectively participate in the baseline study processes. In line with, and as highlighted by the Terms of Reference of the study, the study adopted both qualitative and quantitative methods using a standard data instrument and approach agreed with Twende Mbele. The assignment followed a three-phased approach; phase one comprised of document review, adaptation of the standard data collection tool, inception meetings, drafting and submission of inception report. Phase two involved field data collection, processing and analysis and phase three entailed development of draft and final report.

Fourteen Ministries and two Central Management Agencies (the Office of the Head of Civil Service, OHCS and NDPC) most integral to the National Monitoring and Evaluation System were selected in consultation with MoME. In each of the selected Ministries, the Chief Director, the Head of Policy Planning Monitoring and Evaluation Directorate (PPMED), Head of Finance and/or Administration and M&E “Focal Persons” were surveyed. In the two Agencies, the head of M&E or the Officer responsible for M&E was surveyed. Where it was not possible to meet any of the above officers, their deputies or representatives were spoken to. **In total forty-three (41) face-to-face interviews were conducted during the data collection.**

The field data collection process took about three weeks as against the planned two week period. The data was collected with handheld electronic devices loaded with KoboCollect which is an Open Data Kit (ODK) application. Trained enumerators were engaged to collect data from the respondents by using the automated data collection instrument. The transmitted data was encrypted using SSL security to ensure that it was not compromised in anyway. The data was analyzed using STATA, a statistical analysis software.

Data was collected mainly through one-on-one interviews from 41 respondents from 14 sector ministries (See table 1). There were two exceptions where a focus group interview had to be organized for staff. The Consultant ensured that as much as possible all the relevant respondents in the targeted Ministries were covered during the assessment.

As shown in Table 1, forty-one (41) Civil Servants from 14 Sector Ministries and 2 Agencies were surveyed for the study. These included 9 Chief Directors, **9 PPMED Directors**, 9 M&E Heads of M&E Units most of whom doubled as M&E “Focal Persons”, 6 Finance and Administration Directors, 2

² List of Ministries in Annex 1.

DRAFT REPORT-M&E CULTURE BASELINE SURVEY

Directors of Finance, 1 Executive Director, 1 Director PPBMED and 4 other officers. Twenty-nine (29) respondents representing 70.73% of the 41 respondents were males while twelve (12) respondents representing 29.27% were females.

Table 1: Current Job Levels of Respondents

Current job levels of respondents	Number of respondents
Chief Director	9
Director PPMED	9
Director PPBMED	1
Director F&A	6
Director Finance	2
Head of M&E Unit	9
Executive Director	1
Other Officers	4
Total	41

Office of the Head of Civil Service (OHCS) was included in the survey because it occupies strategic position and is mandated to provide capacity building across the entire Civil Service. Furthermore, the OHCS has rolled-out a Performance Management System. A Performance Agreement is signed between the OHCS and Chief Directors, and between Chief Directors and Directors. Other officers complete the Performance Appraisal Form. Subsequently, the performance agreement is appraised mid-year and at the end of the year. Considering these functions, it was considered important to include the OHCS in the study.

In addition, the National Development Planning Commission (NDPC) was also included in the survey given its central and coordinating role in the design and implementation of the national M&E system. Per the Act that established the NDPC, the Commission is the national coordinating body of the national and district planning systems. Some of the roles of the NDPC is to develop regulations and guidelines that support drafting of NMTDPF and MTDPs. The Commission also plays a lead role and coordinates drafting and dissemination of Annual Progress Reports (APRs).

Challenges Encountered

Two key challenges were documented during the assessment:

- 1) **Difficulty securing appointment with some of the respondents:** Availability of some of the key study respondents was a challenge as it was difficult to make appointments with the Chief Directors.
- 2) **The lengthy nature of the study questionnaire:** The questionnaire was observed to be lengthy, especially for top management staff of the Ministries who have very little time to spare.

2. PUBLIC SECTOR M&E IN GHANA: POLICIES, PROCESSES AND SYSTEMS

2.1 Monitoring and Evaluation in the Public Sector in Ghana

Ghana has made significant strides in the country's quest to institutionalize Monitoring and Evaluation in the Public Sector. Over the past 3 decades, the country has put in place systems, processes and programs aimed at laying a solid foundation for effective implementation of national M&E systems and to develop the requisite human capacity. Some of the key reforms and initiatives implemented in Ghana include; the Public Administration, Restructuring and Development Implementation Committee (PARDIC) established in the early 1980s, Civil Service Performance Improvement Program (CISPIP) and the National Institutional Renewal Program (NIRP) of the 1990s. Since the 90s, Ghana has witnessed sustained interest and commitment towards making M&E a pivot in the national development process including making M&E as one of the key components of the Public Sector institutional architecture. The national M&E agenda received a significant boost in 2017 with the establishment of a Ministry for M&E headed by a Cabinet Minister. The establishment of the Ministry of M&E is a demonstration of the high-level political will and commitment to promote transparency and accountable governance. These developments have given a new impetus for revitalizing and accelerating the national M&E agenda birthed in the early 80s.

The 1992 Constitution mandates the National Development Planning Commission to advise the President on development planning, policies and strategies. Article 87(1) lists NDPC's functions to include monitoring, evaluating and coordinating development policies, programs and projects. The National Development Planning Commission Act, 1994, (Act 479) established the Commission and the National Development Planning (System) Act, 1994 (Act 480) specifies the planning, coordination, monitoring and evaluation functions of the Commission. Section 12(1)(b) of the Civil Service Act, 1993 (Act 327) requires all MDAs to establish a Policy, Planning, Monitoring and Evaluation Directorate (PPMED) to coordinate and monitor Government programs at the sector level. The National Development Planning Systems Act of 1994, Act 480 requires all Ministries to monitor the implementation of Sector Medium-Term Development Plans and submit quarterly reports to the NDPC as prescribed. The Local Governance Act, 2016 (Act 936) also establishes the Metropolitan, Municipal and District Planning Coordinating Units with M&E functions

In 2017, the Ministry of Monitoring and Evaluation was established to ensure that the policies and programs developed by the Sector Ministries, Departments and Agencies are implemented in a timely and efficient manner so as to achieve the intended results. The Ministry has since developed and rolled out the Government Results Framework in close collaboration with all the Sector Ministries. The document articulates Government priorities, outcomes, outputs and milestones with clearly defined indicators, baselines and targets. The framework also covers the budget, risk and assumptions that allows for effective monitoring and evaluation of the progress of implementation

and impacts of the programs. The new arrangement introduced by the M&E Ministry has helped to bridge the gap between the existing policy and planning processes guided by the NDPC and the annual budget and implementation modalities of the Sector Ministries. This shows a significant improvement in the M&E architecture of the country.

Status of M&E in the Ministries, Departments and Agencies: The Ministries, Departments and Agencies (MDAs) planning functions are performed by their Policy, Planning, Monitoring and Evaluation Directorates (PPMED) in consultation with NDPC. Working through the PPMEDs, the MDAs are required to formulate, implement, monitor and evaluate policies, Medium-Term Development Plans (MTDPs) and programs based on national development goals, objectives, and Sectoral development planning guidelines issued by NDPC. MDAs are required by law to submit the Sector Medium-Term Development Plans (SMTDPs) to the NDPC for consideration, approval and certification. MDAs accordingly perform their functions to ensure effective implementation of the Medium-Term National Development Policy Framework.

Monitor implementation for progress and performance: There is regular monitoring of development programs at the National, Sector, Regional and District levels by the MoME, NDPC and the PPMED of the Ministries. The current National Monitoring System is based on core national indicators that form the basis of performance reporting at the Sector and District levels. A key output of the national level monitoring system is the compilation and publication of the Annual Progress Report (APR), which is submitted to Parliament for review. The NDPC is responsible for coordinating program performance and results from the District to the Ministry level based on the national results framework. MOME is responsible for real time monitoring of Government's Flagship Programs. MoME prepares regular briefings on Government Priority Projects to Cabinet and Annual Progress Reports on Government programs to both Cabinet and Parliament.

3. FINDINGS

3.1 Introduction to Findings

This section of the report presents the key findings of the study in line with the standard framework provided by Twende Mbele. It details M&E culture within the Public Sector in Ghana and the level of institutionalization of the national M&E system across the Ministries, Departments and agencies. The section also highlights the relationship between existing M&E systems and processes and how they contribute to improved performance, learning and accountability for results. The section is clustered around the following six (6) sub headings: M&E institutional arrangements; incentives for performance management; use of evaluation evidence; evaluation culture, values and related barriers; information management system; and methods of disseminating M&E information.

3.2 M&E Institutional Arrangements for Public Sector M&E

There is a clearly defined institutional arrangements for the Public Sector M&E system in Ghana. Section 12(1)(b) of the Civil Service Act, 1993 (Act 327) defines the M&E roles and responsibilities of Ministries, Departments and Agencies as well as the Districts. The Act requires all Ministries, Departments and Agencies to establish a Policy, Planning, Monitoring and Evaluation Directorates to coordinate and monitor Government policies and programs at the Sector level. As shown by this study, all the 14(100%) Sector Ministries and two (2) Central Management Agencies covered have dedicated a Department that leads and coordinates M&E activities. The study also revealed that all the PPMEDs are headed by Directors who are members of the management teams of the respective institutions. The PPMEDs, **as indicated by the respondents** have a clear budget line and are usually in charge of performance monitoring and coordinating of evaluations across the sector. The baseline study thus, revealed that, M&E is one of the key directorates and has the potential of influencing the policies and programs of the Sector Ministries.

3.3 Staffing of M&E Department/Units

All the institutions surveyed have PPMED or PPBMED as the overarching department responsible for monitoring and evaluation. Furthermore, some of the institutions, 10 (62.5%) out of the 16 surveyed have created separate M&E unit with the sole responsibility of ensuring effective delivery and response to the M&E requirements.

Regarding years of experience, it was identified that most of the managers have worked in the Public Sector for more than 10 years. For example, the study showed that 18 (43.90%) out of the 41 managers interviewed had worked in the Public Sector for over 20 years, 16 (39.03%) had worked in the Sector between 10 and 19 years, while 7 (17.07%) had worked in the Public Sector for less than 10 years.

In terms of academic qualification, the study revealed that 32 out of the 41 representing 83% of the respondents had Master Degree or above. 6 out of the total respondents were first degree holders (Table 2).

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Table 2: Academic Qualification of Staff Interviewed

<i>Academic qualifications</i>	<i>Number</i>	<i>Percentage of respondents</i>
<i>Degree</i>	6	14.63%
<i>Masters</i>	32	78.05%
<i>PhD</i>	2	4.88%
<i>Other</i>	1	2.44%
<i>Total</i>	41	100%

Further, data from the survey (table 3) showed that the sampled PPMEDs had a maximum of 21 staff and a minimum of one (1) staff and a mean staff post of 6.5. The Ministry of Food and Agriculture (MOFA) was found to have the highest PPMED posts of 21 staff whilst the Ministry of Planning had the lowest, only 1 M&E staff. MoFA and the Ministry of Gender Children and Social Protection had all the M&E positions filled, 21 and 7 respectively (Table 3). The rest of the institutions had between one and 11 vacant position. The National Development Planning Commission (NDPC) had the largest number of vacant M&E posts. For example, respondents from the NDPC indicated that, the M&E division currently has nine (9) staff representing 45% out of twenty (20) staff posts required by the Commission. In the same vein, the other institutions indicated that they will require additional M&E staff to be able to effectively achieve their mandates.

Table 3: M&E Staff Positions in the Institutions

<i>No.</i>	<i>Ministry/Department</i>	<i>M&E post filled</i>	<i>M&E vacant post</i>	<i>Total</i>
1	<i>Ministry of Food and Agriculture</i>	21	0	21
2	<i>Office of the Head of Civil Service</i>	10	5	15
3	<i>National Development Planning Commission</i>	9	11	20
4	<i>Ministry of Gender, Children and Social Protection</i>	7	0	7
5	<i>Ministry of Lands and Natural Resources</i>	7	2	9
6	<i>Ministry of Health</i>	6	2	8
7	<i>Ministry of the Interior</i>	6	3	9
8	<i>Ministry of Monitoring and Evaluation</i>	4	1	5
9	<i>Ministry of Youth and Sports</i>	4	7	11
10	<i>Ministry of Sanitation and Water Resources</i>	4	2	6
11	<i>Ministry of Special Development Initiatives</i>	3	5	8
12	<i>Ministry of Environment Science and Technology</i>	2	1	3
13	<i>Ministry of Planning</i>	1	-	1

The Director for PPMED or PPBMED is the most senior official in the Ministry with the responsibility of leading, coordinating and managing M&E activities. However, the Ministries with dedicated M&E units were headed by Deputy Directors/Managers who were referred to as Heads of Unit or “Focal Persons”. Responding to the question “who is the most senior official responsible for M&E”, most of the respondents (47.5%) indicated that it was the Director of PPMED. However, others were of the

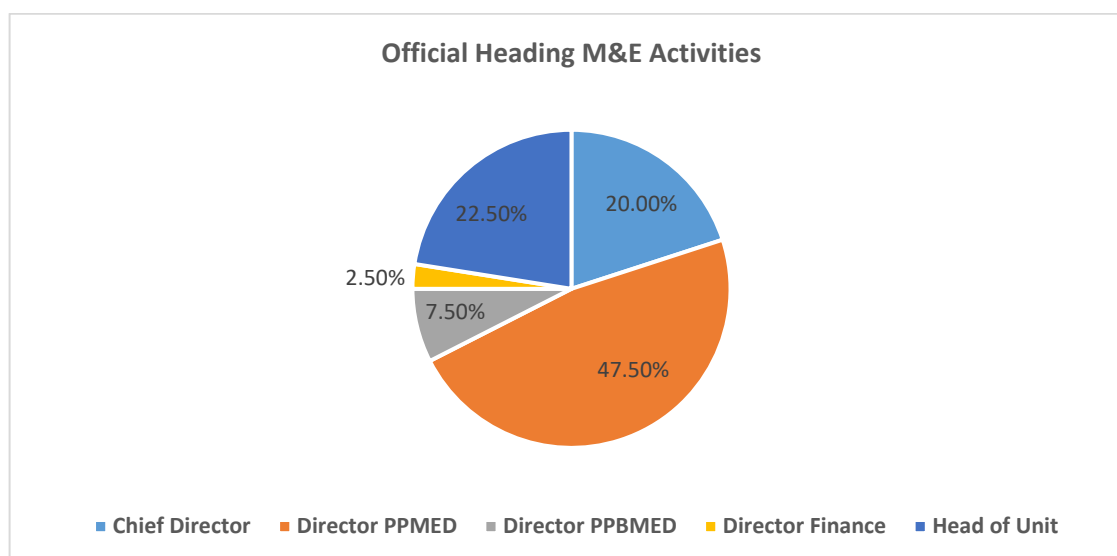
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view that the responsibility for M&E in the Ministries rest with the Chief Director (20%) or the Head of Unit (22.5%) (Table 4).

Table 4: Official Heading M&E Activities

Official	Percentage of respondents
Chief Director	20.00%
Director PPMED	47.50%
Director PPBMED	7.50%
Director Finance	2.50%
Head of Unit	22.50%
Total	100.00%

Figure 2: Graphical Representation of Officials Heading M&E Activities Table



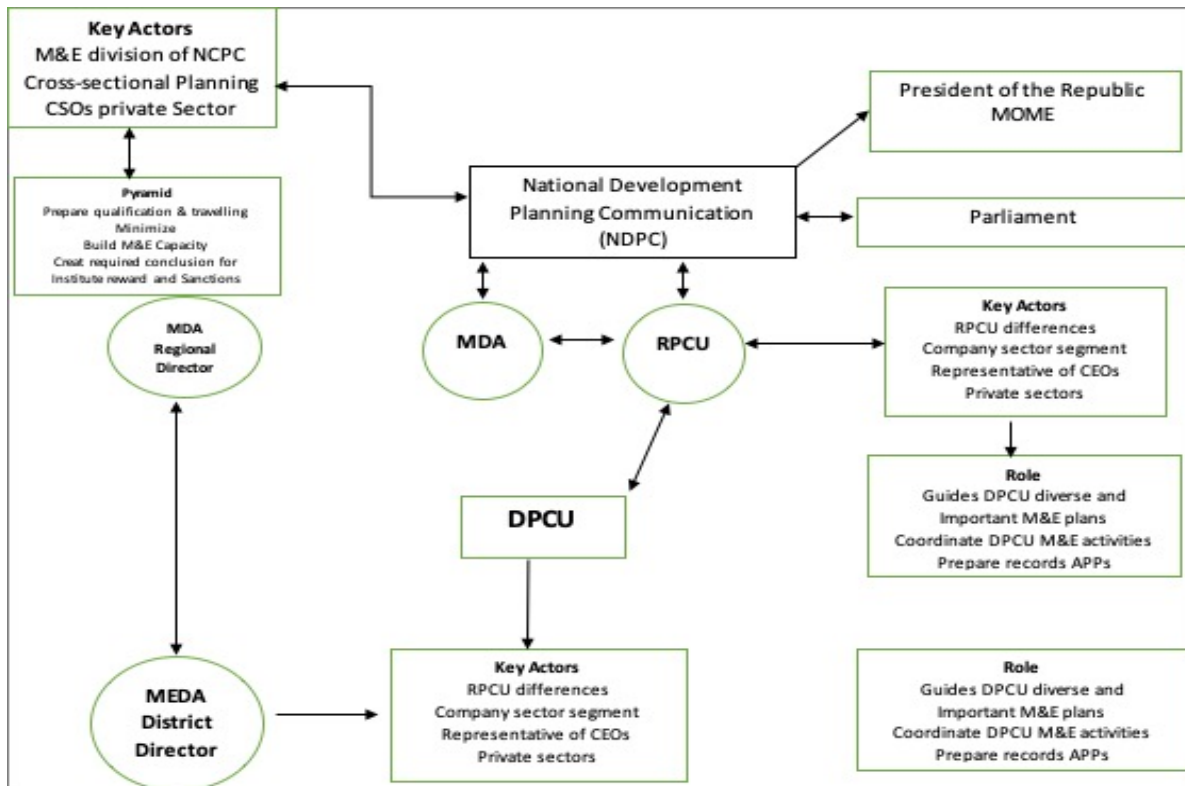
3.4 Set strategic goals and planning specific results to achieve organizational goals

The study revealed that Ghana has an institutionalized mechanism of developing long-term plans that embodies the nation’s development agenda. The National Development Planning Commission (NDPC) by law is mandated to lead and coordinate the development of a national development plan. Currently, Ghana has a Medium-Term Development Policy Framework dubbed “An Agenda for Jobs: Creating an Equal Opportunity for all (First Step) 2018-2021” with a detailed monitoring framework and core national indicators that form the basis of performance reporting at the Sector and District levels. Each of the Ministries are required to develop their Medium-Term Development Plans with indicators that are aligned with and flows from the National Development Policy Framework. Further, all the MDAs are required to prepare quarterly and annual progress reports, copies of which are submitted to the National Development Planning Commission (NDPC) based on their Sector Medium Term Development Plans. With the establishment of the Ministry of Monitoring and Evaluation, the Sector Ministries are required to articulate a result framework that details the

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Ministries’ priority programs with baselines and targets in line with their Medium-Term Development Plans and Government priorities. This step is to bridge the gap and strengthen alignment between the Medium-Term Development Plans of the Ministries and emerging priorities of Government.

Figure 3: Monitoring and Evaluation Systems in Ghana (Institutional Arrangements to Deepen M&E Culture in the Public Sector of Ghana) (source: MoME Current draft M&E architecture)



In addition, the study revealed that the Office of the Head of Civil Service (OHCS) has deployed a Performance Management System (PMS) for Chief Directors and line Directors at the MDAs to facilitate accountability, service delivery and results. It was reported that individual Public Sector (Directors) currently sign performance agreements that are reviewed annually to assess the performance of the Public Service.

All the respondents indicated that, the staff performance agreement and the annual performance plans of the various departments are directly linked to the Medium-Term Development Plans of the Ministries. From Table 5, respondents agreed that staff performance appraisal and performance contracts were linked to the NMTDPF which sets the overall national strategy for the Ministries and Agencies.

Table 5: Linkage of Staff performance agreement to NMTDPFs

Yes	100%
No	0

3.5 Alignment of Resources to achieve Results

The Ministry of Finance (MoF) uses Program-Based Budgeting (PBB) system to prepare the national budget linked to the National Medium-Term Plan. MoF tracks expenditure and performance on a quarterly and annual basis in line with the provisions of the Public Financial Management Act, 2016 (ACT 921). The Government of Ghana has a well-structured budgeting process that ensure that resources are aligned to results. Ministries are required to prepare their annual budget in line with a rigorous format developed by MoF. This is complemented with budget review meetings organized by MoF in collaboration with the M&E Ministry, NDPC and other MDAs to ensure that the sector budget are properly aligned with the expected results. Ministries are required to report every quarter on budget performance and have the opportunity of adjusting the budget at midterm to accommodate emerging needs and priorities.

At the MMDA level, the Government of Ghana with support from Development Partners (DPs) introduced the performance-based grant system in 2006. The performance-based grant system is dubbed the “Functional Organizational Assessment Tool” (FOAT). Independent consultants are hired every year to assess all the MMDAs in the country. Assemblies that perform well in the FOAT assessment are rewarded with financial resources from the performance-based grant system established by the Ministry of Local Government and Rural Development, MLGRD and DPs. Those Assemblies that do not perform well are given capacity-building support, based on identified capacity gaps, to ensure enhanced performance.

3.6 Monitor implementation for progress and performance

There is regular monitoring of development programs at the National, Sector, Regional and District levels by MDAs. The current national monitoring system is based on core national indicators that form the basis of performance reporting at the Sector and District levels. A key output of the national level monitoring system is the compilation and publication of the Annual Progress Report (APR) by the MDAs, which is submitted to Parliament for review.

At the national level, NDPC is responsible for coordinating program performance and results from the District to the Ministry level, based on the national results framework. MoME is responsible for real time monitoring of Government flagship programs. MoME prepares regular briefings on Government priority projects to Cabinet and Annual Progress Reports on Government programs to both Cabinet and Parliament.

Table 6: Monitor for Performance of Ministries/Departments

<i>Do you have indicators and targets integrated into your annual performance plan to measure and monitor performance of Ministries/Departments?</i>		
<i>Response</i>	<i>Number</i>	<i>Percentage</i>
<i>Yes</i>	<i>(38/41)</i>	<i>92.68%</i>
<i>No</i>	<i>(3/41)</i>	<i>7.32%</i>

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At the Sector level, the PPMEDs conduct regular monitoring of implementation of the Sector Medium Term Development Plans (SMTDPs). They develop Sector Medium-Term Development Plans aligned with Sectoral results framework. These Sector plans form the basis for the program-based budget. The Regional Planning Coordinating Units (RPCUs) provide guidance to the Districts in the development and implementation of their M&E Plans. They demand and collate data at the District level for onward transmission to NDPC, Ministry of M&E and other stakeholders. The RPCUs periodically visit key project sites and report on development progress in the Districts. They verify the indicators submitted from the Districts and facilitate the dissemination of National Development Planning Framework, NDPF and other M&E reports to all the Districts and stakeholders.

The MMDAs at the district level monitor expenditure and program performance through quarterly and annual reporting. They are required to report quarterly and annually to NDPC through the RPCU. Another monitoring instrument introduced is the District Assemblies Performance Assessment Tool (DPAT), which is a diagnostic instrument for assessing the performance of MMDAs and for determining the allocation of the Responsive Factor Grant (RFG). At the District level, the Ministry of Local Government and Rural Development has deployed community participatory planning and monitoring tools to enhance citizens' participation in monitoring of Government policies and programs.

The Office of the Head of Civil Service, OHCS has deployed a Performance Management System, PMS for Chief Directors and Line Directors at the MDAs to facilitate accountability, delivery of services and results. From table 7, respondents were almost split even when asked if targets are set as part of the annual performance plan to monitor individual results. The implementation of the PMS by the OHCS is a novel initiative which is yet to be fully optimized.

Table 7: Monitor for Performance of Individual Staff

<i>Do you have indicators and targets integrated into your annual performance plan to measure and monitor performance of individual staff?</i>		
<i>Response</i>	<i>Number</i>	<i>Percentage</i>
<i>Yes</i>	<i>(20/41)</i>	<i>48.78%</i>
<i>No</i>	<i>(21/41)</i>	<i>51.22%</i>

3.7 Use of Monitoring Information

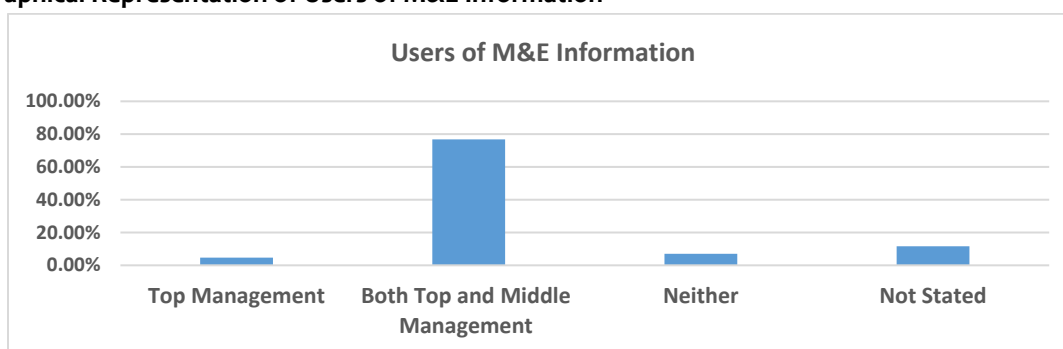
Table 8: Users of M&E Information

<i>Who uses monitoring information?</i>	
<i>Top Management</i>	<i>4.88%</i>
<i>Both Top and Middle Management</i>	<i>80.48%</i>
<i>Neither</i>	<i>7.32%</i>
<i>Not Stated</i>	<i>7.32%</i>

As part of the specific objectives of the baseline study, the survey sought to measure the extent to which Public Sector managers benefit from information generated through monitoring and evaluation in decision

making concerning the Sectors they manage. In this regard, respondents were asked to indicate users of monitoring information in their respective Ministries. Thirty-three (33) people representing 80.48% of the respondents indicated that middle managers and top management members were the main users of monitoring information in their respective Ministries. Two (2) which is 4.88% of the respondents said top management uses monitoring information, three (3) respondents representing 7.32% indicated that, neither the managers nor top management use monitoring and evaluation information in their Ministries while five (3) respondents representing 7.32% did not respond to the question.

Figure 4: Graphical Representation of Users of M&E Information



3.8 Use of Evaluation Results

M&E systems augment managerial processes and support evidence-based decision-making. The real products of M&E however, are not the reports or facts generated from M&E activities, but the use and learning which facilitates a higher quality decision-making. The survey assessed if the Ministries, Departments and Agencies in Ghana have the required capacity to conduct and manage evaluations; whether Public Sector evaluations are normally conducted by outsiders; whether there are adequate mechanisms for implementing evaluation recommendations (e.g. management improvement plan); and whether managers have the skills set to understand and use evaluation recommendations. Besides, the study also enquired about when the evaluative information is used by the managers of the Public Sector. Table 9 details the responses from the participants of the study on use of evaluation results.

Table 9: Evaluations and use of evaluation results

<i>Which of the following are major barriers to the effective use of evaluation evidence for decision-making, learning and accountability in your department?</i>	<i>Always</i>	<i>Never</i>
<i>17a. Evaluation is not undertaken as a systematic research process</i>	15.38% (6/39)	84.62% (33/39)
<i>17b. Time pressure means decisions are often taken without proper diagnosis of the problem</i>	10.00% (4/40)	90.00% (36/40)
<i>17c1. Does the department have the capacity to conduct evaluations itself?</i>	47.50% (19/40)	52.50% (21/40)

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<i>Which of the following are major barriers to the effective use of evaluation evidence for decision-making, learning and accountability in your department?</i>	<i>Always</i>	<i>Never</i>
<i>17c2. Does the department have adequate capacity to manage evaluations?</i>	66.67% (26/39)	33.33% (13/39)
<i>17c3. Are evaluations normally carried out by outside service providers?</i>	25.64% (10/39)	74.36% (29/39)
<i>17d. There are inadequate mechanisms for implementing evaluation recommendations (e.g. management improvement plan)</i>	25.00% (10/40)	75.00% (30/40)
<i>17e. Managers do not have the skills to understand and use evaluation recommendations?</i>	25.00% (10/40)	75.00% (30/40)
<i>17f. Focus will stay on activities and outputs rather than outcomes and impact</i>	31.58% (12/38)	68.42% (26/38)
<i>17g. Concerns about ‘unhelpful’ conclusions about policies effectiveness</i>	90.00% (36/40)	10% (4/40)
<i>17h. There is no consistent demand for evaluation from ministers and management</i>	34.21% (13/38)	65.79% (25/38)
<i>17i. Too few financial resources allocated to evaluation</i>	85.00% (34/40)	15.00% (6/40)

When asked whether the Departments have adequate capacity to conduct evaluations by itself, 21 (52.50%) respondents disagreed to Departments having the internal capacity to conduct evaluations. However, 19 (47.50%) of the respondents indicated that the Departments have adequate capacity to conduct evaluations on their own. 26 (66.67%) of the respondents strongly agree that the Departments have the capacity to manage evaluations and 13 (33.33%) indicated that the Departments do not have adequate capacity to manage evaluations. 29 (74.36%) respondents indicated that evaluations are never undertaken by outside Service Providers. This is inconsistent with the response provided earlier that indicated that the Departments do not have the capacity to conduct evaluations on its own.

Furthermore, respondents were asked whether there were adequate mechanisms for implementing evaluations recommendations. 30 (75.00%) respondents reported that public institutions have mechanisms in place to implement recommendations from evaluations. In some of the Ministries, the interview team was shown documents (Annex 7.5), with planned activities to implement recommendations of some evaluation activities. Responding to the question, “do managers have the ability to understand and use evaluations recommendations”, 30 (75.00%) of respondents were of the opinion that managers are able to understand and use evaluations recommendations.

The survey further probed whether there was consistent demand for evaluation from Ministers and management. Consistent with the response on the adequacy of skills of managers to understand and

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use evaluation recommendations, 25 (65.79%) out of 38 respondents indicated that there is consistent demand for evaluation from Ministers and management. 13 (34.21%) out of 38 were of the opinion that there is no consistent demand for evaluation from ministers and management. On the allocation of resources for M&E, 34 (85.00%) indicated without proof that financial resources allocated to M&E is insufficient for the conduct of effective M&E.

3.9 Performance management incentives

One of the critical areas of enquiry in the baseline study was how Public Sector institutions respond to performance and learn from results. Below are measures of performance management and institutional learning.

3.9.1 Organizational response to poor performance and learning

Table 10, shows the responses to question about performances of departments and how it is handled especially when it is poor.

Table 10: Organizational response to poor performance and learning

<i>When the department's performance is below expectation how likely are...?</i>	<i>Always</i>	<i>Never</i>
<i>11a. Reports structured to hide the information</i>	0	100.00% (42/42)
<i>11b. Results ignored</i>	5.00% (2/40)	95.00% (38/40)
<i>11c. The responsible official is sanctioned</i>	15.79% (6/38)	84.21% (32/38)
<i>11d. The information required to understand why it happened is not available</i>	5.26% (2/38)	94.74% (36/38)
<i>11e. Managers tend to reject the accuracy of results that are poor</i>	7.50% (3/40)	92.50% (37/40)
<i>11f. Learning is documented and used to improve future results</i>	92.50% (37/40)	7.50% (3/40)
<i>11g. Changes are implemented to improve results</i>	92.50% (37/40)	7.50% (3/40)
<i>11h. The responsible official is required to explain and identify how results can be improved</i>	85.00% (34/40)	15.00% (6/40)

Most of the respondents from all the institutions indicated that in most cases reports are not structured to hide information neither is the information ignored. (100%) of respondents across the 16 institutions indicated that when a Department's performance is below expectation, reports are

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not structured to hide information. Besides, 32 (84.21%) out of 38 respondents to this question indicated that responsible officials are never made to account for poor performance. This seems to confirm the findings in Table 4 where respondents indicated that about 75% of heads of PPMED are at top management who in most likely situations are not held accountable for poor performances. 6 (15.79%) reported that the official is always held accountable when performance fall below expectation.

When asked if the responsible official is required to identify why and explain how results could be improved when performance fell below expectation, 34 (85%) respondents indicated that officials are usually required to explain how results can be improved. Six (15%) respondents out of the 40 who responded to this question revealed that officials are not required to explain how results can be improved. It is instructive to state that, most of the respondents, 37 (92.50%) out of the 40 alluded to the fact that learning is documented and used to improve results within the Public Sector. On the other hand, 3 (7.50%) of the respondents indicated that, lessons from performance assessment are not documented and used to improve results in the Civil Service.

Thirty-seven (37) out of the 40 respondents representing 92.5% reported that changes are implemented to improve results in the public service. However, 3 (7.50%) of the respondents held different view and indicated that changes are never implemented in the Public Service to improve results.

3.9.2 Organizational response to good performance and learning

Table 11: Organizational response to good performance and learning

<i>When the department's performance is above expectation how likely is...?</i>	<i>Always</i>	<i>Never</i>
<i>12a. Learning documented, shared internally and externally</i>	77.50% (31/40)	22.50% (9/40)
<i>12b. Senior managers take personal credit without acknowledging their team</i>	15.00% (6/40)	85.00% (34/40)
<i>12c. The responsible official is likely to be rewarded</i>	62.50% (22/40)	37.50% (15/40)
<i>12d. The lessons learnt are documented.</i>	80.00% (32/40)	20.00% (8/40)
<i>12e. The responsible official will be highly regarded in the department</i>	42.50% (17/40)	57.50% (23/40)
<i>12f. Results are discussed by the M&E unit to identify the causes</i>	89.74% (35/39)	10.26% (4/40)

31 (77.50%) out of 40 respondents said when a Departments' performance is above expectation, learning is documented, shared internally and externally. 9 (22.50%) of respondents however

maintained that, good performance is not shared and lessons documented and shared internally or externally. 35 (89.74%) out of the 39 respondents to this question indicated that when the Departments performance is above expectation, results are discussed by the M&E unit to identify the causes and plan for further improvement. Senior managers do not take personal credit for good performance without acknowledging the role played by other staff in achieving the positive results.

3.10 Use of Evaluation Evidence

Table 12: How Evaluation results are used in the organization

When do you use evaluation evidence?	Percentage of respondents
13a. Throughout planning, designing and implementation of programs and projects	82.50% (33/40)
13b. Once evaluation is completed	7.50% (3/40)
13c. Never	10.00% (4/40)

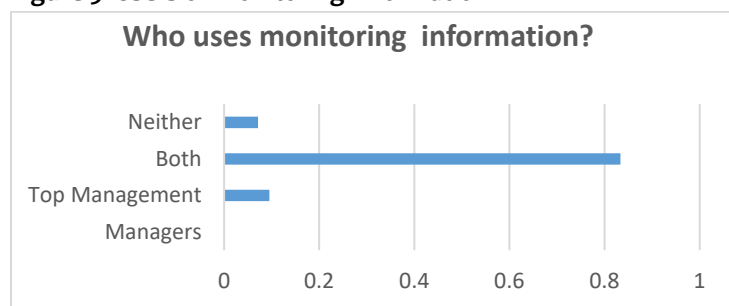
33 (82.50%) out of 40 who responded to questions on use of evaluation evidence said evaluation results are used throughout planning, design and implementation stages of projects and programs. 4 (10.00%) out of the 40 said it is never used at any stage while 3 (7.50%) said it is used only when evaluation is completed. A follow up question as to why evaluation results are used at the various stages elicited varying responses. Common among the responses was “it is a good practice if you are undertaking M&E” and “to learn lessons from the evaluation to improve future project”. Various documents were produced to show that the institutions make use of evaluation results, Annex 6.5.

Table 13: Who uses evaluation information

Who uses monitoring information	
Managers	0
Top Management	9.52% (4/41)
Both	83.33% (35/41)
Neither	7.14% (3/41)

When asked who uses evaluation information, 34 (82.92%) of 41 who responded said both top management and line managers make use of evaluation information, 4 (9.76%) said only top management and 3 (7.32%) said neither top management nor line managers make use of evaluation information.

Figure 5: Users of Monitoring Information



3.11 Enablers and Barriers to M&E Use

3.11.1 Barriers related to systems and culture

The study sought to document respondents' perspectives on major barriers to effective use of evaluation in decision-making, learning and accountability in the Civil Service organizations particularly the MMDAs. Table 14 shows the responses to questions on major barriers to effective use of evaluation in decision-making, learning and accountability in the MMDAs. 92.68% of respondents did not think the top hierarchy of the Ministries make it difficult to openly discuss performance. 82.05% did not see M&E as a way to control staff and 73.17% do not see top management not championing M&E.

Table 14: Barriers to use of M&E

Which of the following are the major barriers to effective use of evaluation in decision-making, learning and accountability in your department?	Always	Never
16d. The hierarchy makes it difficult to openly and robustly discuss performance	7.32% (3/41)	92.68% (38/41)
16g. M&E is seen as policing and a way of controlling staff	17.95% (7/39)	82.05% (32/39)
16h. M&E is regarded as the job of the M&E unit, not of all managers	37.50% (15/40)	62.50% (25/40)
16i. Senior management do not champion M&E and no honesty about performance	26.83% (11/41)	73.17% (30/41)

3.11.2 Enablers related to systems and culture

Table 15 details the enablers (norms) to effective use of evaluation in decision making, learning and accountability across the selected ministries.

Table 15: Enablers to use of M&E

Which of the following are the major enablers to effective use of evaluation in decision-making, learning and accountability in your department?	Always	Never
16a. Problems are concealed	4.88% (2/41)	95.12% (39/41)
16b. Resistance from senior management to transparent decision-making processes	7.32% (3/41)	92.68% (39/41)
16c. Little respect for evidence-based decision-making in the department	2.44% (1/41)	97.56% (40/41)
16e. Fear of admitting mistakes or problems	2.56% (1/39)	97.44% (38/39)
16f. The M&E unit has little influence in the department	7.32% (3/41)	92.68% (38/41)
16j. Problems not treated as an opportunity for learning and improvement	4.88% (2/41)	95.12% (39/41)

Table 15 showed the following as the major enablers (norms) to the use of monitoring and evaluation information in the sampled Ministries:

- 39 (95.12%) of the 41 respondents indicated that problems are never concealed but treated as opportunity for learning and improvement.
- 39 (92.68%) of the 41 respondents indicated that, there is no resistance from senior management to transparent decision-making processes.
- 40 (97.56%) of the 41 respondents indicated respect for evidence-based decision-making in the departments is an enabler to the use of M&E.
- Significantly, 38 (97.44%) of 39 indicated that top hierarchy of their institutions are not afraid admitting mistakes. This means top management facilitates open and robust discussion of performance. This constitute a major enabler to M&E practice in the various departments according to 38 respondents.

3.12 Information System

Generally, there are significant capacities in the information management capacity of most of the sampled Ministries depicted by Table 16. The study assessed the strength and limitations of the information management capacity of the sampled Public Sector institutions. The findings showed the existence of a potential to enhance the capacities of the institutions to bridge the information gap. Respondents were asked whether the MMDAs information system integrates all the information needed by management. 22 (53.66% out of 41 respondents indicated that systems that integrate information needed by managers are well in place. However, 19 (46.34%) respondents indicated that, they do not have mechanism in place to integrate information needed by the managers. In response to the question whether the MMDAs information system are able to provide information needed by different stakeholders, 26 (60.98%) of 41 respondents agreed that, the MMDAs are able to respond to the information needs of different stakeholders. It was observed by the Team that, majority of the institutions interviewed had functional websites with information adequate enough to respond to stakeholders needs. This may have been the reason for the response to this question. On the other hand, 16 (38.10%) respondents felt the Ministries still needed to do more to meet the information requirements of stakeholders. Finally, respondents were asked about the quality of the consultation processes needed to ensure that information needs of different users are taken into consideration. 26 (61.90%) indicated that there are adequate and quality consultations that ensures that information needs of different users are taken into consideration. 16 (39.02%) indicated that, the consultation process needed to ensure that information needs of different stakeholders are considered needs to be enhanced.

Table 16: Information Management

<i>Information institutional capacity: how often is consideration given to:</i>	<i>Well in place</i>	<i>Not at All</i>
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<i>18a. Whether the information system integrates all the information needed by managers</i>	53.66% (22/41)	46.34% (19/41)
<i>18b. Information needs of different stakeholders</i>	60.98% (26/41)	39.02% (16/41)
<i>18c. Quality of consultation processes needed to ensure that information needs of different users are taken into consideration</i>	60.98% (26/41)	39.02% (16/41)

3.13 Knowledge about Twende Mbele project

Table 17: About Twende Mbele

Have you heard about Twende Mbele?	% of respondents
Yes	90.24% (37/41)
No	9.76% (4/41)

37 (90.24%) of the participants indicated that they have heard about Twende Mbele in one way or the other. 4 (9.76%) respondents, however, reported that they had not heard about or had no knowledge of what Twende

does.

4. CONCLUSIONS

4.1 State of M&E Culture in Ghana

Overwhelming numbers of respondents indicated that reports regarding a department's poor performances are never structured to hide results. Results of poor performances are not ignored. Senior management do not reject reports of poor performances and the information to understand why poor performances are available, tables 10 & 11. The responses suggest a positive management attitude and environment within the Public Sector for the practice of M&E. The above responses are reinforced by the fact that changes are implemented to improve results and learning is documented and used to improve future results as well. The indication by respondents that officers responsible for poor performances are not made to account for the performances and lessons learnt makes it difficult to hold officers to account for poor performances and the management of performance incentive scheme.

In public institutions in Ghana, there is the likelihood that;

- *Senior management openly and robustly discuss performance and champion M&E*
- *Evaluation learning and departmental performance above expectation will be documented and shared internally and externally*
- *Evidenced based decision making in departments are respected by all staff of the department*
- *Documents on performances are likely to be available on websites and available to the public*
- *Senior managers will not take personal credit when department's performances are above expectation without acknowledging their team*
- *Responsible officer for above expectation performance will be rewarded*
- *The responsible official will be highly regarded in the department*
- *Results are discussed by the M&E unit to identify the causes*
- *M&E unit has greater influence in departments*
- *M&E is not regarded as the work of the M&E unit and staff*
- *Responsible officers for above average performances are not highly regarded in the department*

Over time and with the introduction of strict performance management and performance contracts, managers of the Ministries are gradually appreciating the value of M&E in achieving, documenting and reporting performance and are therefore championing M&E and results-based management. The NDPC and OHCS have sustained the awareness creation on the importance of M&E and performance measurement in the Ministries.

4.2 Challenges to M&E in the Institutions

- a) The concept of M&E is still new in some of the Ministries, although M&E is recognised as key to performance in the institutions.

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- b) The PPMEDs and M&E Units across the Ministries have experienced continuous budget cuts over the years. This has impacted on the performance of the staff and M&E activities and affected the measurement of results in most cases.
- c) Numerous other projects reporting requirements and reporting systems make reporting difficult for staff in the M&E units of the institutions surveyed.
- d) Most of the staff posted to the Ministry as M&E practitioners are usually graduates with sometimes no background, and learn M&E on the job and through short courses.
- e) Turnover is high among M&E staff. Almost all the PPMEDs had inadequate staff for M&E activities. Low incentives, lack of logistics that support M&E and the lack of motivation and career path implies M&E staff are easily poached by other organisations in civil society and private sector.
- f) There exists adequate technical capacity for the PPMEDs. In some few of the institutions however, staff indicated the lack of capacity for the PPMED citing the posting of some staff without the technical capacity to undertake M&E activities to the PPMED.
- g) In some of the Ministries, there is still work to be done for the other departments to imbibe the culture of M&E as an important tool in information management and decision making in the MDAs.
- h) There is no well-defined career path for M&E practitioners in the Civil Service, this can have a negative impact on attracting M&E practitioners to the Civil Service.

5. IMPROVING THE CULTURE OF M&E IN THE PUBLIC SECTOR IN GHANA

Monitoring and Evaluation is fundamental for the achievement of results. The national M&E system of Ghana is hinged on elaborate constitutional and legal provisions. Article 87 (e) of the 1992 Constitution of the Republic of Ghana stipulates that the NDPC should “monitor, evaluate and coordinate development policies, programs and projects”. The National Development Planning (System) Act, 1994 (Act 480) further specified the planning, coordination, monitoring and evaluation functions of NDPC. Section 2 (f) of Act 480 states that each District should “monitor and evaluate the development policies, programs and projects in the district ...” while Section 10 (6) stipulates that “A ministry or sector agency shall monitor the implementation of approved development plans...”. Other Acts like the Local Government Act, 2016 (Act 936) and Civil Service Act, 1993 (Act 327) also enshrines monitoring and evaluation.

Despite the varied legal provisions for M&E, challenges still exist. Some of which include: weak M&E capacities; weak demand for and utilization of M&E results; limited resources and budgetary allocations for M&E; non-compliance with M&E reporting timelines and formats by MDAs/MMDAs; poor data quality, data gaps and inconsistencies; and poor management information systems.

To address these challenges, various interventions have been rolled out by the Ministries. Some of which include: capacity building workshops; establishment of an ICT-based national M&E system; development of National Annual Progress Report; review of sector and district APRs; preparation of national M&E policy; development of legislative instrument; and conduct of surveys.

The establishment of the Ministry of M&E in 2017 has provided a renewed impetus for M&E practice in the public service in Ghana. At present, the Ministry of Monitoring and Evaluation, MoME is undertaking the development of various policy frameworks and other interventions as part of efforts to entrench the culture of M&E in the public sector of Ghana. MoME is involved in the development of the National Monitoring and Evaluation Policy which was initiated in 2016 and seeks to provide a clear guidance and standardization of the practice of M&E in Ghana. The presidency through the establishment of the Ministry of M&E is providing a high-level leadership to M&E in general and acting as a champion for results culture in the public service in particular.

The Ghana Institute of Management and Public Administration has introduced a Master’s program in M&E aimed at enhancing the supply of high-level M&E practitioners in the public service to strengthen M&E to improve government performance and accountability, the Ministry of M&E and the NDPC in collaboration with the Ghana Monitoring and Evaluation Forum, is developing an M&E policy. The policy is expected to set out M&E as a national requirement for all development programs, projects and public investments, emphasizing it as mandatory for ascertaining good governance and value for money.

6. ROLE FOR TWENDE MBELE

The baseline study has analysed the main conditions under which the latent and potential demand for evaluation is generated. This section of the report therefore identifies areas in evaluation supply and demand for collaboration between Twende Mbele and the Public Sector institutions. The findings from the baseline study indicates that, the evaluation capacity of the PPMED are generally limited. While some MDAs have functional PPMEDs, their activities have been limited to routine data collection and activity reporting. One of the key proposals of the study is in the area of Evaluation Capacity Development. Twende Mbele can collaborate with the M&E Ministry to organise planned capacity building programs with greater emphasis on evaluation capacity development.

It also became apparent during the study that; the Public Sector does not have an updated repository or inventory of evaluations carried out by the Public Sector institutions. It is anticipated that Twende Mbele can exploit this opportunity by collaborating with institutions such as the Ghana M&E Forum (GMEF) to develop a repository of the Public Sector evaluations that can be included in the Organisations for Economic Cooperation and Development Assistance Committee (OECD-DAC) evaluation centre.

Another potential area for collaboration is the institution of an annual prize or award for the best Ghanaian led evaluations. This could serve as an incentive to promote high quality country evaluations, which may not only influence on the supply of evaluations ultimately but also contribute to make more visible Ghanaian evaluations. This will also enhance an awareness of their existence, which could be another way to promote their use and thus to nurture demand for evaluations.

Some development partners have collaborated with evaluation agents (research institutions and universities) on in-country evaluations capacity development initiatives. A case in point is the Master of Arts program in evaluation run by Ghana Institute of Management and Public Administration in collaboration with CLEAR. Twende can support some selected Public Sector staff with funding to enrol in such courses.

7. ANNEXES

7.1 List of Ministries and Agencies where data was taken

1. Ministry of Trade and Industry
2. Ministry of Sanitation and Water Resources
3. Ministry of Fisheries and Aquaculture
4. Ministry of Lands and Natural Resources
5. Ministry of Special Development Initiatives
6. Ministry of Food and Agriculture
7. Ministry of Health
8. Ministry of Interior
9. Ministry of Gender and Social Protection
10. Ministry of Roads and Highways
11. Ministry of Youth and Sports
12. Ministry of Education
13. Ministry of Environment, Science, Technology and Innovation
14. Ministry of Planning
15. National Development Planning Commission
16. Office of the Head of Civil Service

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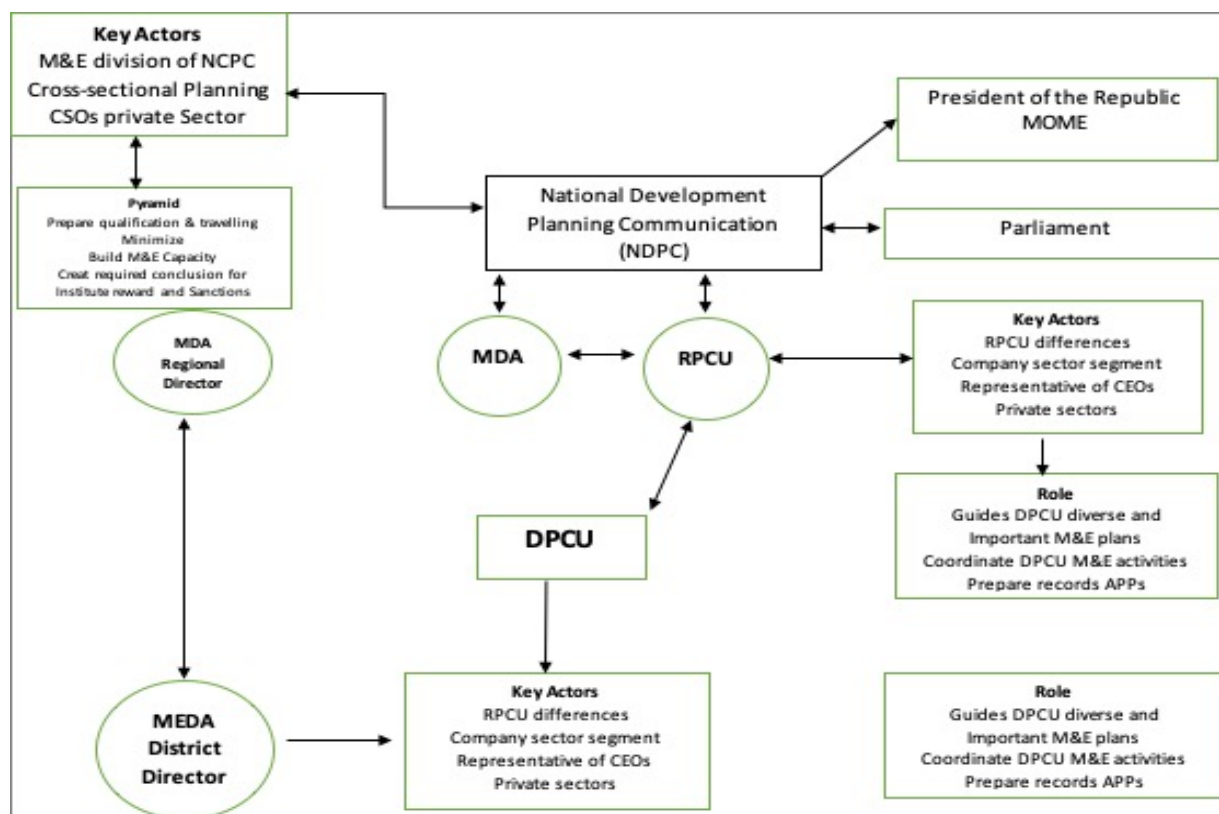
7.2 List of staff of the institutions interviewed

No.	Name of Respondent	Position	Ministry
1	Kwabena Agyei Boakye	Chief Director	Ministry of Monitoring and Evaluation
2	Ebenezer Dwira	Director of PPMED	Ministry of Monitoring and Evaluation
3	Richard Fedieley	Director of F &A	Ministry of Monitoring and Evaluation
4	Dzifa Kemevor	Human Resource Director	Ministry of Gender, Children & Social Protection
5	Thelma Asiamah	Director of F & A	Ministry of Gender, Children & Social Protection
6	Mawutor Ablo	Director of PPMED	Ministry of Gender, Children & Social Protection
7	Levina Owusu	Chief Director	Ministry of Environment, Science & Technology
8	Lydia Essuah	Director PPMED	Ministry of Environment, Science & Technology
9	Alexander Kwaning	Director of F&A	Ministry of Environment, Science & Technology
10	Daniel Degbotse	Unit Head, M & E	Ministry of Health
11	Ernest Agyapong	Deputy Chief Director	Ministry of Trade and Industry
12	Ofori Asante Agyei	Unit Head, M & E	Ministry of Trade and Industry
13	Nana Ajoa Adutwum	M & E “Focal Person”	Ministry of Youth and Sports
14	Adelaide Anno Kumi	Chief Director	Ministry of Interior
15	Deborah Mensah	Deputy Director of PPMED	Ministry of Interior
16	Mathew Ababio	Director of PPMED	Ministry of Lands and Natural Resources
17	Kwesi Amo Himbson	Chief Director	Ministry of Special Development Initiatives
18	Baah Kwasi Eric	PPMED Director	Ministry of Special Development Initiatives
19	Angela Danson	PPMED Director	Ministry of Food and Agriculture
20	George Bawuah	Head of M&E	Ministry of Food and Agriculture
21	Francis D. Ahilidza	Deputy Director M&E	Ministry of Roads and Highways
22	David Agosor	Director PPMED	Ministry of Youth and Sports
23	Solomon Mensah		Ministry of Youth and Sports
24	Benjamin Gyasi	Chief Director	Ministry of Education
25	Bernard Ayensu	Head of M&E unit	Ministry of Education
26	Prof Patrick K. Agbesinyale	Chief Director	Ministry of Lands & Natural Resources

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No.	Name of Respondent	Position	Ministry
27	Nicholas Andoh	Head of M&E unit	Ministry of Special Development Initiatives
28	Eric Doe	Programs Officer	Ministry of Planning
29	Edmund Offei-Annor	Chief Director	Ministry of Roads and Highways
30	Emmanuel Mwini	M&E Manager	Ministry of Health
31	Kwabena Gyasi Duku	Director PPMED	Ministry of Sanitation and Water Resources
32	Ewura Adwoa Dadzie	Head of M&E	Ministry of Sanitation and Water Resources
33	Daniel Kattah	Director PPMED	Ministry of Fisheries and Aquaculture
34	Joseph Chogmuru	Director F/A	Ministry of Fisheries and Aquaculture
35	Michael Arthur Dadzie	Exec Dir. Fisheries Comm	Ministry of Fisheries and Aquaculture
36	Mariam Kpakpah	Chief Director	Ministry of Planning
37	Nana Opare Djan	Director, M&E	National Development Planning Commission
38	Doreen Anna	Director F&A	Ministry of Planning
39	Mavis Asare Donkor	Director PPMED	Office of the Head of Civil Service
40	Martha Amoh Aforo	F&A	Office of the Head of Civil Service
41	Godwin Brocke	Chief Director	Office of the Head of Civil Service
42	Baba Adabra	Director Finance	Office of the Head of Civil Service
43	N. A. Brown	Director, Research Statistics and Information	Office of the Head of Civil Service

7.3 Monitoring and Evaluation Systems in Ghana (Institutional Arrangements to Deepen M&E Culture in the Public Sector of Ghana) (source: MoME Current draft M&E architecture)



7.4 Further Analysis of Results

7.4.1 How often are evaluation recommendations used to make policy changes

How often are evaluation recommendations used to:	Always	Never
14a. Make changes in the policies	78.57% (33/42)	21.43% (9/42)
14b. Improve understanding of the intervention	80.50% (34/42)	19.05% (8/42)
14c. Give legitimacy to a course of action taken	75.00% (30/40)	25.00% (10/40)
14d. Enhance value derived from stakeholder's participation in the planning and implementation of evaluation	71.79% (28/39)	28.21% (11/39)
14e. Enhance value derived from stakeholder's participation in the planning and implementation of evaluation	70.73% (29/41)	29.27% (12/41)

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7.4.2 Use evaluation recommendations from other departments/stakeholders

How often do you use evaluation recommendations from other departments/stakeholders to?	Always	Never
15a. Make changes in the policies	73.17% (30/41)	26.83% (11/41)
15b. Improve understanding of the policies	82.50% (33/40)	17.50% (7/40)
15c. Give legitimacy to a course of action taken	74.36% (29/39)	25.64% (10/39)
15d. Enhance value derived through stakeholder's participation in the planning and implementation of evaluation	77.50% (31/40)	22.50% (9/40)

7.4.3 Evaluation reports sharing

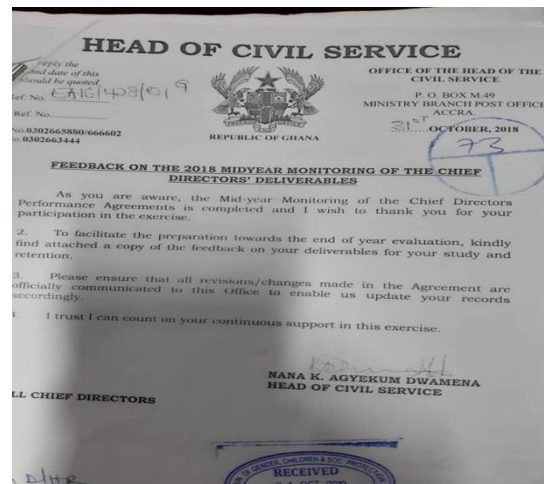
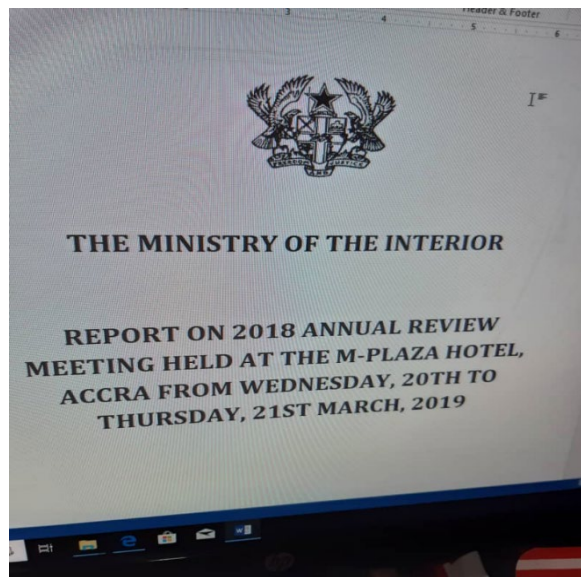
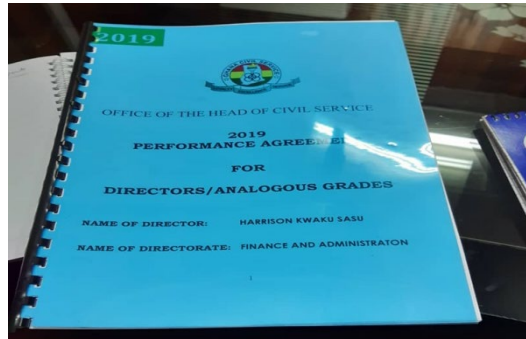
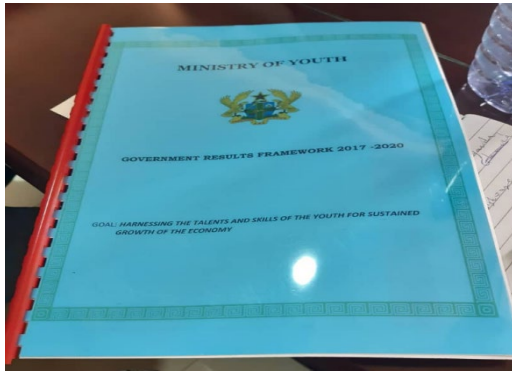
Evaluation report sharing with transversal departments etc.	Yes	No
21. Are evaluation reports provided to transversal departments related to administration, financial management, and governance	93.33% (42/45)	6.67% (3/45)
21a. Are evaluation reports shared publicly with external stakeholders?	78.57% (33/42)	21.43% (9/42)
21b. Are evaluation reports shared in workshops/seminars/conferences with outside stakeholders"	83.33% (35/42)	16.67% (7/42)

7.4.4 Methods of communicating information

Which of the following are proactively used to communicate information to stakeholders outside of the department?	Yes	No
22a. Website	42.50% (17/40)	57.50% (23/40)
22b. Policy briefs	58.54% (24/41)	41.46% (17/41)
22c. Targeted reports	56.41% (22/39)	43.59% (17/39)
22d. Community meetings	39.47% (15/38)	60.53% (23/38)
22e. Newsletters	34.15% (14/41)	65.85% (27/41)
22f. Newspapers	11.76% (4/34)	88.24% (30/34)

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7.5 Some Documentary Evidences by Institutions



7.6 References

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