

Ghana Poverty Reduction Strategy

MONITORING AND EVALUATION

Final Draft Plan

Volume I: Main Report

29 October 2002

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Executive Summary

Monitoring the Ghana Poverty Reduction Strategy (GPRS) will generate confidence among stakeholders that the policies adopted by the Government of Ghana (GoG) are working and are worth supporting, and that if they are not working, corrective action will be taken and new policies developed. Evaluating the achievements of the GPRS in good time will inform its successor strategy with the lessons learnt.

The plan for monitoring and evaluating the GPRS is based on a number of principles: it should satisfy the demand for information from stakeholders; the monitoring and evaluation information and knowledge it generates should be widely disseminated among stakeholders including the public; the process should be as participative and collaborative as possible; and there should be strong feedback into policy formulation. The demand for an M&E system and the incentives to contribute to it now exist from higher levels of government down to the districts and from the move to general budget support by development partners.

Institutionally the plan has been kept as simple as possible, in a situation where the GPRS is itself complex, and the stakeholders are many. The Ministry of Economic Planning and Regional Co-operation and the National Development Planning Commission (MEPRC/NDPC) will be the hub; an M&E Division will work to a Technical Committee chaired by a Commissioner, and reporting to the Commission. It will maintain especially strong links with the Ministry of Finance, the Ghana Statistical Service and the Office of the President. Ministries and Development Agencies (MDAs) will feed information to NDPC, and NDPC will feed back issues to the MDAs in a continuing dialogue. Civil society will be involved in expenditure tracking, participatory M&E, support to M&E at regional and district levels, and may also lend support to MDAs where M&E skills and capacities are limited. This could include NDPC. During the period 2002-4 the majority of M&E work will take place at central government level. District Assemblies will be encouraged to feed in results from their own monitoring work, where this is taking place. Support to Regional Planning Co-ordination Units (RPCUs) and through them to District Assemblies will also be developed following a joint government/ development partner review, such that these levels of government will, by 2004, be in a position to participate fully.

All the stakeholders will be represented in the governance of the M&E process, either sitting on the Technical Committee, or in National Inter-Agency Poverty Monitoring Groups which will lead the M&E process for each GPRS thematic group.

There are aspects of the GPRS where the links between the goal and the outputs of policies and programmes are not clear or well understood. Part of the job of Monitoring and Evaluation is to seek clarification with a view to strengthening the evidence basis for policy. This will be achieved by impact assessments, participatory and thematic studies which will be useful in their own right, and in 2004, feed into an evaluation of the GPRS. This plan has made suggestions on what the priority areas for impact assessment and thematic studies should be; however these will be further debated and refined during the consultation meetings and as the M&E plan is put into action.

The core of this plan is a presentation of the 52 indicators that will be used to track progress of the GPRS. These have been derived from several sources: the GPRS itself, the government's Medium Term Priorities, sector strategies, and in a few

cases, suggestions made by the design team. They have been exhaustively discussed with the MDAs who will 'own' and present them as their contribution to the GPRS, as well as other GPRS stakeholders. The consultation process involved an initial workshop with MDAs. This was subsequently followed up with bi-lateral meetings between the NDPC and the MDAs, and resulted in a draft plan. This plan was later the subject of further stakeholder consultations through which the indicators were derived.

An information system is the critical infrastructure for a smoothly functioning M&E system. An existing project based software system is being adapted for the purpose. This is capable of linking field level inputs and outputs to policy level outcomes and of generating appropriate progress reports.

Dissemination, both of the GPRS and of information about progress towards its goal, is a critical aspect of M&E. The plan includes a sub-plan for dissemination emphasising the involvement of media, organisations both in and out of government with expertise in supplying the media with information.

The plan is as light on capacity development as possible. There are capacities in the system – both in government and outside - which need to be harnessed before any ambitious capacity development plans are drawn up. Nevertheless, there is an urgent need for enhanced capacities in the NDPC and in a number of MDAs. The NDPC Division should be in place by the end of the first quarter in 2003. In the mean time an interim arrangement has been proposed to cover the lack of capacity. In the short term MDAs' needs will be met by secondments, a mentoring scheme, and technical assistance. In the medium term, a capacity development plan will be drawn up and executed by the end of 2003, which will propose a range of measures. These will include support for District Assemblies and Municipalities.

GPRS M&E will start formally in December 2002. One quarter of the GPRS period 2002-4 has passed, so it is imperative to begin work immediately. A number of indicators and other actions can be reported on by March 2003, in time to feed into the 2004 GoG budget process, as well as scheduled Consultative Group or General Budget Support meetings.

The M&E plan is based around the need to establish a collaborative effort in Ghana, which builds upon the current efforts of MDAs, and is supplemented by new initiatives to deepen the system to provide more disaggregated information, particularly at the district level, using existing data sources as much as possible. As part of this effort, there is a need to review the different information systems that will generate the indicators, to identify the resource requirements for sustainable monitoring, and to identify alternative instruments where administrative systems are found to have limitations or require enhancement.

Till now information has been privatised. Government is still carried out with information on its activities difficult to come by. For GPRS M&E to work well, this culture will have to change to one where information is largely shared within government, where key information on performance is made public, and where debate and informed comment within government and by the media and civil society is welcomed. This is a big change and will not happen overnight. The greater the participation in the M&E process – its governance, information collection and interpretation and dissemination – the more rapidly this will happen

GPRS: Consolidated list of indicators¹

<i>Indicator</i>	Available in 2002	GPRS Target	HIPC Trigger	Millennium Development Goal Indicator²
Poverty incidence		4		41
Extreme poverty incidence		4		42
Child malnutrition (emphasis on poorest regions)		4		44
Infant mortality rate		4		414
Real per capita GDP growth rate	4	4		
Real per capita agricultural growth rate	4	4		
Real per capita food crop growth rate	4			
Accessibility of services (disaggregated to services, regions districts)	4			429
Access of extreme poor to services (disaggregated to services, regions, districts)	4			
Parliamentary Committee on Poverty Reduction established		4		
Democratic Effectiveness of District Assemblies				
Food price inflation	4			
Growth of domestic revenue	4	4		
Growth of credit to agriculture	4			
Timely disbursement of budgets				
Proportion of total resources going to key GPRS sectors				
A strategy for full economic pricing in the electricity sector, including lifeline pricing to ensure affordability for low income users*			4	

¹ For a detailed definition of each indicator please see the accompanying tables.

² GPRS Indicator may not always be exactly the same as the MDG indicator: some recalculation may be required.

Indicator	2002	GPRS Target	HIPC Trigger	MDG Indicator³
Degraded lands & water bodies reclaimed through reforestation				
People with access to non wood fuel energy				
Number of small scale agro-processing firms	4	4		
Length of motorable feeder roads	4	4		
The number of functioning employment centres	4			
The number of Community Resource Management Areas established	4			
Lifeline pricing for electricity sector in place and implemented			4	
Feeder road contract time lags				
Agricultural indicators developed	4			
Gross enrolment ratio in pre-school and basic schools (<i>primary/JSS</i>)	4	4	4	46
Survival rate to P6 and JSS 3	4	4		47
Percent of deprived basic schools (<i>primary/JSS</i>) improved, with emphasis on the 3 Northern regions	4	4	4	
Percent of trained teachers in pre-schools and basic schools (<i>primary/JSS</i>)	4			
Reduction in the reported cases of Guinea worm	4			
Immunisation coverage (DPT3)	4	4		415
Proportion of supervised deliveries	4	4		4 17
Percent of total government expenditure on health	4	4	4	
Amount budgeted for exemption fees	4	4		

³ GPRS Indicator may not always be exactly the same as the MDG indicator: some recalculation may be required.

Indicator	2002	GPRS Target	HIPC Trigger	MDG Indicator⁴
Percentage of household with access to safe water	4	4	4	4 29
Percentage of households with access to adequate toilet facilities (flush or KVIP)	4	4		4 30
Number of new functional water systems (boreholes, wells, pipes etc.) constructed	4			
The number of functional Water and Sanitation Boards; District Water and Sanitation Committees; Community Water and Sanitation Committees.				
HIV Prevalence	4	4		4 18
Drug based treatment available for people with AIDS				
Adequate security and protection for women and children				
Budgets available to institutions caring for vulnerable and excluded				
Appropriate indicators developed to monitor change in wellbeing of vulnerable and excluded, across the entire GPRS	4			
Level of perceived corruption in key GPRS functional areas				
Government expenditure reports published			4	
Local safety and security institutions in place				
Dissemination of parliamentary debates on poverty and development				
Utilisation of legal aid services				
Functioning electronic expenditure tracking system			4	
Composite budgets developed and submitted		4	4	
Policy feedback from M&E system				

⁴ GPRS Indicator may not always be exactly the same as the MDG indicator: some recalculation may be required.

This plan has been drawn up after a programme of work lasting six months. The work has been led by a design team composed of specialists covering the different thematic areas of the GPRS and the various institutional arrangements involved. The team worked for the Ministry of Economic Planning and Regional Co-operation and the National Development Planning Commission, and were individually contracted to the Department for International Development. Team members and responsibilities were as follows:

Andrew Shepherd Bartholomew Armah	Lead consultant Thematic area: Macro-stability, and part of Production and Gainful Employment. Institutional: Relations with Ministry of Finance
Ellen Bortei Doku Aryeetey	Thematic area: Governance Institutional: Decentralised government
Djabanor Narh Kwaku Yeboah	Institutional: Institutional Arrangements Thematic area: Human Resource Development, Vulnerable and Excluded Institutional: Contributed to decentralised government
Rudith King	Participatory M&E Institutional: Civil society
Pasmor Kuranchie	Thematic area: contributed to Production and Gainful Employment Institutional: Information System and GSS
Kate Bird Nambusi Kyegombe	Research and dissemination Documentation, research assistance and editing

This document is the second and final draft. A first draft was prepared for a series of consultation meetings with stakeholders held between 24 September – 1 October 2002, based on which this revised plan was prepared.

Abbreviations

BPEMS	Budget and Public Expenditure Management
CEPA	Centre for Policy Analysis
CG	Consultant Group
CPI	Consumer Price Index
CRT	Criterion Referenced Test
CSOs	Civil Society Organisations
CWIQ	Core Welfare Indicators Questionnaire
Danida	Danish Aid Agency
DFID	Department for International Development (UK)
DHS	Demographic and Health Survey
DPMG	District Poverty Monitoring Group
DWST	District Water and Sanitation Team
EMIS	Education Management Information System
GER	Gross Enrolment Rate
GHS	Ghana Health Service
GoG	Government of Ghana
GLSS	Ghana Living Standards Survey
GPRS	Ghana Poverty Reduction Strategy
GSS	Ghana Statistical Service
GTZ	German Technical Assistance
HIPC	Heavily Indebted Poor Country Initiative
HMIS	Health Management Information System
ICT	Information and Communication Technologies
IMF	International Monetary Fund
M&E	Monitoring and Evaluation
MDA	Ministry(ies), Department(s) and Agency(ies)
MDGs	Millennium Development Goals
MOA	Ministry of Agriculture
MOE	Ministry of Education
MOF	Ministry of Finance
MOH	Ministry of Health
MEPRC	Ministry of Economic Planning and Regional Co-operation
MEPRC/NDPC	Ministry of Economic Planning and Regional Co-operation / National Development Planning Commission
MTEF	Medium Term Expenditure Framework
NCCE	National Commission for Civic Education
NDPC	National Development Planning Commission
NER	Net Enrolment Rate
NETS	National Expenditure Tracking System
NGO	Non-Governmental Organisation
NIPMG	National Inter-agency Poverty Monitoring Group
NIRP	National Institutional Renewal Programme
NMES	National Monitoring and Evaluation System
ODA	Official Development Assistance
ODI	Overseas Development Institute
OoP	Office of the President
OPCME	Office of the President Co-ordination, Monitoring and Evaluation Unit

PBMED	Policy, Budgeting, Monitoring and Evaluation Division
PEPTA	Public Enterprise Privatisation Technical Assistance
PMT	Performance Management Test
PPA	Participatory Poverty Assessment
PPMED	Policy, Planning, Monitoring and Evaluation Division
PRS(P)	Poverty Reduction Strategy (Paper)(Process)
PUFMARP	Public Financial Management Reform Programme
RPMG	Regional Poverty Monitoring Group
WAJU	Women's Abuse and Juvenile Unit

Introduction and Background

Introduction

The purpose of policy level monitoring and evaluation is to create confidence among 'stakeholders' that policies are working and worth supporting. A well designed M&E process ensures that policies that are not working well will benefit from mid-course corrective action. A good feedback loop will ensure that new or modified evidence-based policies will contribute to an improved GPRS implementation beyond 2004. A successful M&E system will not only collect, analyse and disseminate information on performance and outcomes, but will also feed its analyses directly into policy making processes.

Achieving the purpose of M&E requires a process of cultural change in government and among its development partners. Monitoring and evaluation closes the loop from issue identification to policy formulation and adoption, through budgetary prioritisation, programme formulation, implementation and eventually to audit, monitoring and evaluation. In Ghana policy makers are beginning to be well placed to make use of the evidence which will be produced by the M&E system: the Office of the President is establishing a Policy Co-ordination, Monitoring and Evaluation (OPCME) unit which will service the President and (indirectly) Cabinet. The Parliamentary Service is also gearing up to make use of information on policy performance. Ministries, Departments and Agencies (MDAs) have realised the importance of evidence-based policy making: some are already far advanced, others are gearing up. As the GPRS becomes more widely known, there will be increased demand from civil society and the private sector for information on performance. Thus the environment is promising, but change in organisational behaviour is a long and slow process, and should not be underestimated.

Background

The Government of Ghana (GoG) produced a draft Ghana Poverty Reduction Strategy (GPRS) for 2002-4 in 2001, and this was revised by February 2002. Due to limited resources and funding, it was then prioritised and costed prior to the 2003 budget discussions. Priorities were set according to the Government's programme of 'Medium Term Priorities', based on the GPRS. Dissemination of the GPRS to the public, however, stalled due to lack of resources.

Production of the GPRS has been critical to Ghana's success in the HIPC negotiations, leading to release of the first HIPC funds this summer, and in reaching agreement on an IMF Poverty Reduction and Growth Facility loan.

The GPRS was used to a degree in revising the 2002 annual budget this year, though not significantly in the original. The real impact of the GPRS on government priorities and programmes will be seen from 2003. However, many aspects of the GPRS already exist in the form of sectoral priorities and programmes.

'Ownership' has been a big issue for the GPRS. Information about the GPRS has now circulated widely in government, and among at least some district assemblies and NGOs. MDAs are engaged in a process of revisiting their sectoral strategies in the light of the GPRS. They have been intensively involved in the process of selecting indicators (see Chapters 4 and 5).

In 2000/2001 consultations were held in 36 communities, 12 districts and 6 regions. Critical bodies have so far been informed about and consulted in the process: Parliament, women's groups, trade unions, the media business and farmers' organisations, and critical oversight organs of government (e.g. the Auditor General). The development of the M&E system has afforded an opportunity to pick up the momentum of these consultations. However, the success of the GPRS will depend substantially on continued dissemination and public debate. Without a full dissemination process, using national and local media (e.g. FM radio stations and the national press) as well as dialogue with key stakeholders both in Accra (e.g. Parliament) and throughout the country, there will be less basis for widespread stakeholder involvement in M&E (see Chapter 8). Disclosure of information on the GPRS is critical as it translates into funded activities so that these can be tracked, not only by M&E professionals and systems but also by civil society. Information on targets and achievements at the local (e.g. district) level, needs to be made public as soon as possible. This should be done for the 2003 budget, once it is agreed.⁵

The demand for information about and participation in the preparation of the GPRS escalated markedly once Ministries appreciated that the World Bank and other donors would be channelling resources through Budget Support to GoG based on what was included in the GPRS. This happened in January 2002. The President also made it clear that the GPRS was the basis on which government priorities for resource allocation were to be based, and the government subsequently published an executive summary of the GPRS indicating the main priorities.

These Medium Term Priorities (MTP) became the basis on which MDAs reconsidered their budget priorities for 2003. The MTP have been taken as the major starting point in developing the M&E system, together with the MDAs' and other stakeholders' views on what needs to be monitored and evaluated.

There had been last minute lobbying to ensure a number of line ministry priorities were included in the final draft version of the GPRS, published at the beginning of February 2002. This meant that what was already a wide ranging document became even more so. There is now concern that the GPRS should be sufficiently flexible to accommodate a degree of change in contents and priorities which are not always as poverty focused as they might be.

NDPC was charged with developing and overseeing the implementation of the GPRS. However, it has faced problems in implementing the GPRS. It lacked funds and resources for dissemination and implementation of the GPRS. There was also no allocation for M&E budget at NDPC for 2002. The GPRS is a new approach – it will definitely need 'bedding down' in the system.

Further limitations of the NDPC in implementing the GPRS are:

- The continued departure of experienced and qualified staff due to its poor compensation and conditions of service (compared to other Commissions).
- The numerous initiatives going on at the same time for which limited numbers of key staff are responsible.

There is a study commissioned by the NIRP to plan the restructuring of NDPC. This has now reported and is being discussed. It will lead to a considerably improved

⁵ The draft Information Bill currently in Parliament declares that all information be available to the public unless it is classified, and puts the onus on the withholding authority to declare information classified.

position at NDPC. In the meantime the NDPC urgently needs additional human resources to disseminate, co-ordinate and monitor the GPRS. DFID has agreed to fund an interim M&E Division, to bridge the gap until new NIRP-backed appointments can be made.

Rationale for M&E Plan

The M&E plan is based around the need to establish a collaborative effort in Ghana, which builds upon the current efforts of MDAs, and is supplemented by new initiatives to deepen the system to provide more disaggregated information, particularly at the district level, using existing data sources as much as possible. As part of this effort there is a need to review the different information systems that will generate the indicators, to identify the resource requirements for sustainable monitoring, and to identify alternative instruments where administrative systems are found to have limitations or require enhancement.

It is also important that the plan establishes appropriate institutional relationships to co-ordinate the system and to ensure that findings inform the review and revisions of policies to improve their effectiveness. In addition the Monitoring Plan should consider institutional arrangements for reporting and analysis, including what form of reporting on the GPRS progress different stakeholders will require.

The plan is also designed to ensure that sufficient intermediate indicators are included which deliver quick feedback on results that can be easily attributed to specific actions. It is also necessary for the Plan to take into account:

- the use, and strengthening where appropriate, of existing mechanisms and systems for data collection through MDAs;
- the need to clarify how regions and districts could contribute to monitoring systems as data suppliers and benefit for them as data users;
- ensure that results have the greatest impact on the policy review and revision processes;
- that participatory monitoring and evaluation mechanisms in support of the processes, are established, and that institutional arrangements and capacity building needs within the MEPRC/NDPC for co-ordinating the systems, and for reporting and analysing data for policy processes, are also established.

The Scope of M&E

The GPRS is a broad based strategy for growth, accelerated poverty reduction and democratic decentralisation. It covers a wide range of government expenditure and programmes. It is a guiding strategy which influences the production of MDAs' 3 year rolling plans (produced under the Medium Term Expenditure Framework) and district assemblies' 5 year district plans, plans which are in turn the basis for annual budget submissions (see Background Paper 6).

However, it does not cover everything government does, nor everything which is supported by development partners. A legitimate question is the degree to which the M&E system established in the name of the GPRS can be expected to cover only, or more than the GPRS. The approach taken in this plan is as follows.

- ❑ GPRS M&E will initially cover a limited range of activities even in the GPRS/MTP. A representative set of indicators has been selected (see Chapter 5) and a small number of impact assessment and thematic studies prioritised to lead into a policy evaluation. Once the system is up and running, it will be capable of expansion to cover a wider range of government

business. NDPC intends that this system should become the national policy M&E system; it would be a mistake to establish any parallel systems.

- ❑ MDAs and other stakeholders will naturally want to assess a wider range of activities than those represented in this plan. This is quite legitimate and complements what is set out here.
- ❑ The Office of the President, the Cabinet and Parliament will also have wider information requirements: as the M&E system develops they will be able to put demands on NDPC to fulfil these wider requirements. They will need to take care that commensurate resources are also provided to NDPC through the budget.
- ❑ Development partners will also have their own requirements: reporting against the HIPC triggers and the Millennium Development Goals (MDGs) is included in this plan, since there is substantial overlap between these and the GPRS. The developing M&E system will be able to take on and harmonise more of the other reporting requirements of development partners, leading to a substantial reduction in transactions costs over time.

Demand for and expectations of the M&E system

The M&E system has been designed to satisfy certain principles. It should respond to demand for information from the various stakeholders. This demand will evolve. Currently demand has been strongly articulated by the Office of the President and by the development partners. As information about the GPRS spreads, demand from other stakeholders will grow in strength and specification as MDAs, district assemblies, NGOs and citizens become clearer about what they would like to know about progress on the GPRS. The system must be flexible enough to respond to a changing pattern of demand. Thus, what is laid out in subsequent chapters as a plan needs to be reviewed by the major stakeholders at least annually (and preferably more frequently by the governance of the system) to ensure that it is producing the relevant information.

M &E design to satisfy demand

The acid test of the M&E system is: will it satisfy this demand and meet the expectations of the various stakeholders? Given the range of stakeholders, which has already grown, and will continue to grow as the GPRS takes effect, this is not an easy principle to design for. It means:

- Ensuring that what each stakeholder defines as critical information is collected and presented, to the extent feasible. Inevitably everything will not be possible from the beginning: a heroic effort is required to get the system underway. The series of seminars planned for late September/early October 2002 were designed to test the draft plan against expectations.
- Designing outputs which meet the various needs, so that information is presented in a way it can be absorbed. Dissemination requirements and formats are discussed below and in detail in Chapter 8.
- Balancing the strong demands of the development partners with the less strong, but to-be-grown demands from both government and civil society in-country.

Table 2.1 summarises the pattern of demand in greater detail. This indicates a varied picture of demand, and emphasises the continuing need to strengthen that demand.

Dissemination

Dissemination is key to success of the GPRS. Information about the policies and programmes to be pursued under the GPRS need to be widely known in government and among the public before there is any point disseminating information from M&E. Fortunately there is a window of opportunity to continue to do this over the coming months, before there is much to report on. Without an adequate and implemented dissemination process, M&E will fall flat on its face.

Table 2.1 The nature and implications of the demand for M&E

Source of Demand	Purpose	Comments
Office of the President	The OoP is strategically important as together with Cabinet, it is at the apex of policy making in the country.	The OoP is already demanding information on the GPRS M&E
Ministry of Finance	A key part of the policy formulation discussion and adoption, budgetary prioritisation, programme formulation and implementation cycle.	Level of demand is currently low but eventually this information will need to be collected to feed into the budgetary process.
MDAs	GPRS information as a strategic input	This demand is very low but as the GPRS is the Government's development framework the MDAs need all the information in order to plan projects and prepare their budgets.
Civil Society Organisations	Strategic and advocacy	As front-line organisations working with the communities they will need GPRS information for both strategic and advocacy reasons. The demand here is low due to lack of effective dissemination of the GPRS. This is a great potential user of GPRS information
District Assemblies	Strategic reasons and also to estimate HIPC inflow into their districts. Planners should be able to make use of M&E data in planning.	This demand is low but is potentially great, especially when poverty reduction strategy becomes very pervasive in the public service.
Local Communities	There is interest in HIPC initiatives within communities and also to compare inflows to inflows into other communities. They will need the information to demand accountability from their community leaders, parliamentarians' etc.	The potential is great given the political awareness of Ghanaians and the increasing demand for accountability from politicians.
Parliament	To strengthen legislation and to enhance Parliament's watchdog role	Effective demand is weak currently. There is a need to establish a parliamentary sub-committee on poverty which will demand this information from the NDPC/MEPRC
Parliamentarians	They need to brief their constituents on the implementation and impact of poverty reduction strategy.	Demand is low as yet because of lack of information
The media	To inform people	Potential demand is great especially as the GPRS takes Centre stage of national discussions
Development Partners	To monitor utilisation of fund flows and other support as well as evaluate the impact of their policies	Already demand information in various forms
The General Public	To inform them and also equip them to evaluate the Government	Currently demand is low due to the lack of effective dissemination of the GPRS.
Research Institutions	To advise their clients and also for input for further research.	Are likely to be key stakeholders in using outputs for the process as well as supporting the process.

Source: Background Paper 6

When it comes to disseminating results of the GPRS, this will take many forms, depending on the purpose. Key agencies include the National Commission for Civic Education, the Information Services Department, and specialist civil society and public and private media organisations (see Chapter 8).

In addition to deliberate dissemination, M&E data and documentation should be publicly available so that independent bodies and individuals can carry out

independent analysis. A small documentation centre at NDPC, open to the public, is proposed to enable this (see Chapter 8).

Participation and collaboration

Till now information has been privatised. Government is still carried out with information on its activities difficult to come by. For GPRS M&E to work well, this culture will have to change to one where information is largely shared within government, where key information on performance is made public, and where debate and informed comment within government and by the media and civil society is welcomed. This is a big change and will not happen overnight. The greater the participation in the M&E process – its governance, information collection and interpretation and dissemination – the more rapidly this will happen.

There is a particular problem with the demand for statistical information produced by GSS. MDAs have not seriously utilized this information, either because it is not easily available and/or produced on time, or because their own data sources disagree with it; and they have rarely articulated demand for it. This has implications for the funding status of GSS. Much of its programme has had to rely on development partners' support.

Feedback into policy

Dissemination is the act of communicating information which makes feedback into policy formulation possible. This needs to be done at the right *time*: this is at budget formulation time. Information needs to be available to districts by April and MDAs by June. Evaluation information needs to be available in time for major reviews, of the GPRS (by June 2004 for HIPC completion review), and to feed into sectoral strategies.

The findings need to be *policy-relevant*. The M&E system should produce clear options for policy makers, with the consequences of adopting each option. Writers of the various dissemination materials need to present the policy implications of their findings.

The mechanisms for feeding back are several. M&E results will be available to all stakeholders. At national level, the Office of the President and Ministry of Finance will have particularly important roles in developing policies further with MDAs, and will be prime users of M&E information. Regular meeting schedules between NDPC and MoF (Budget Director) and OP (Office of Policy Co-ordination and M&E) will be needed. CG (Consultant Group) and General Budget Support meetings will be further mechanisms.

Decentralised governments will use M&E results in formulating plans and programmes. Information generated by the M&E system, which is disaggregated to district level, will be particularly useful for District Assemblies in planning development at that level.

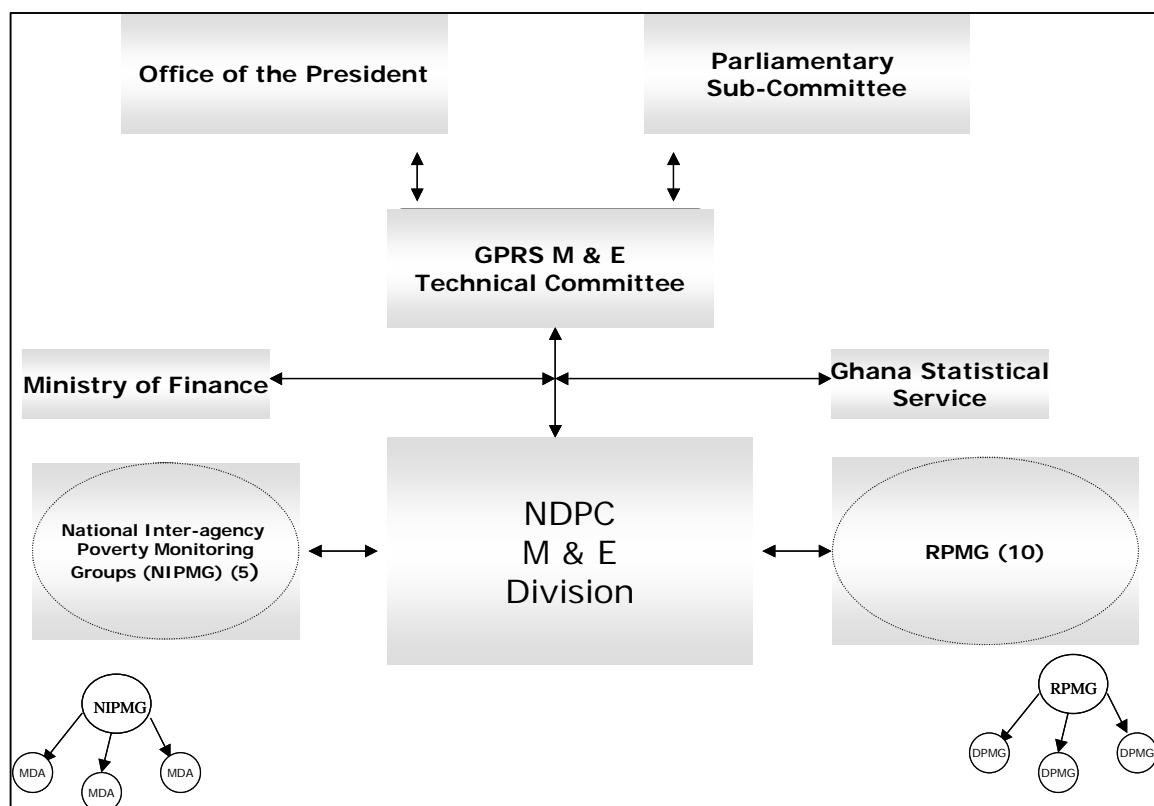
Civil society will use the M&E results in its own lobbying and advocacy work.

Institutional framework, roles, relationships and information flows⁶

Chapter 2 has established that there is strong demand for the outputs of a monitoring and evaluation system for the GPRS. The institutional arrangements to produce the evidence required for policy making involve several agencies inside and outside government, with different roles.

3.1 Proposed arrangements and roles

Figure 3.1 Proposed institutional arrangements



Source: Background Paper 6

Figure 3.1 above illustrates what is proposed. At its core is a simple structure which fits in with established division of labour within the government, but which (through 'attachments') also offers the possibility for broad participation by stakeholders in both governance (the GPRS M&E Technical Committee, answerable to the NDPC and the Minister) and implementation and feedback (through the National Inter-Agency Poverty Monitoring Groups or NIPMGs).

⁶ The institutional development plan below is elaborated in Background Paper 6.

To ensure operational feasibility, the arrangements will be established in a phased manner, with the Technical Committee and Division first, followed by the NIPMGs; the expanded Regional Planning Co-ordination Units second, and then the District Poverty Monitoring Groups.

Each of the main elements is now discussed briefly.

GPRS governance: the M&E Technical Committee

This will act as an advisory board to the NDPC and the Minister (who is Chair of the NDPC), and through him to the Office of the President and Cabinet. It will give strategic direction on all aspects of GPRS M&E. It will meet quarterly (but monthly for the first 6 months) and its membership will be drawn from the range of GPRS stakeholders. The membership should be not more than 20 and gender balance should be ensured by negotiations with organisations where there is a choice.

This committee would be expected to set up other sub-committees on an ad hoc basis as necessary. Examples include Capacity Development, Funding, Dissemination, and Policy Feedback.

Initially a small Interim Technical Committee chaired by a Commissioner will be set up to steer the development of the NDPC M&E Division and interim implementation arrangement. It will include representatives of the stakeholders best able to facilitate the proper establishment of the system – NDPC, MEPRC, Ministry of Finance, Office of the President, Ghana Statistical Service (See Background Paper 6).

Terms of Reference for the GPRS M&E Technical Committee

The GPRS M&E Technical Committee should act like a Board of Advisors to give strategic direction to the NDPC on GPRS implementation, monitoring and evaluation. They should also provide feedback on their findings to the Commission, Minister of MEPRC and Office of the President.

The strategic direction of the Technical Committee should ensure that the GPRS has the needed flexibility to bring on board issues emanating from monitoring and evaluation, and other issues of national importance that may emerge. A committee can ensure *flexibility* and adaptability so that M&E processes adjust to changing needs. For example, there are targets built into the GPRS, which vary from one year to the next. M&E processes need to adjust to these anticipated variations, but also to unanticipated changes in policy and priority.

The committee should be drawn from the various stakeholders or constituencies for M&E information to ensure acceptance across the board. The committee should ensure that GPRS M&E remains relevant and serves the needs of the major stakeholders.

Composition

This should reflect the major stakeholders. These are:

- 2-3 Commissioners with good understanding of M&E. One should be the Chair of the committee.
- The Director, Policy Co-ordination, Monitoring and Evaluation, Office of the President
- Senior Representative of the Minister of Finance
- Budget Director, Minister of Finance
- Director, GSS

- Senior Representative of the Minister of Economic Planning and Regional Co-operation
- Director, M&E Division, NDPC (Secretary)
- An MDA representative of each thematic group (this can be done annually within thematic groups)
- A senior representative of MLGRD
- A representative of civil society (Appointed by CSO Coalition)
- A representative of research institutions
- A representative of the private sector
- A representative of the Development Partners
- A representative of Parliament (MP)
- Director-General NDPC
- Head of Civil Service

It is suggested that an NDPC Commissioner should chair the committee, so that it reports directly to the Minister MEPRC. Ideally the committee should be not larger than 20 members and should ensure gender balance. This committee would be expected to set up other sub-committees on an ad hoc basis as necessary. The following sub-committees will be required.

- ☞ Capacity Development – to ensure that there is adequate human resource capacity for effective M&E at the MDA, regional and district levels;
- ☞ Funding – to ensure adequate resources are secured for all aspects of the process;
- ☞ Dissemination – to ensure effective dissemination of the process and outcomes to government, development partners, CSOs and the public at large;
- ☞ Policy formulation – to ensure GPRS M&E findings are policy relevant and feedback into policy formulation process at the national and district levels.

Roles

The Technical committee should:

- Oversee the development of GPRS M&E processes in the MEPRC/NDPC.
- Give periodic direction to the GPRS M&E Division
- Participate in key events
- Review documents from the GPRS M&E Division
- Ensure that the feedback process to all stakeholders is effective
- Ensure that the GPRS M&E process is adequately resourced i.e. seek resources-funds, research grants, etc. for GPRS M&E activities
- Review and approve quarterly and annual reports from GPRS M&E Division and ensure that they are user friendly
- Ensure that the strategy is appropriately and flexibly monitored
- Review future GPRS costings
- Review goals, indicators and targets of GPRS to ensure relevancy
- Review implementation work plans for GPRS M&E dissemination
- Ensure that the information repository of M&E activities is accurate, accessible and up to date
- Ensure that GPRS outcome and impact survey requirements are planned in advance by GSS i.e. GSS is actively involved in the process.

NDPC M&E Division (GPRS M&E Secretariat)

GPRS M&E will be implemented by the M&E Division of NDPC as part of its routine activities, and will be managed as a normal line division of the Commission. MEPRC will supervise and monitor the implementation of this M&E plan.

There is a need to create a corpus of experienced staff to implement the M&E Plan. NIRP has proposed a staff of 42 professionals for NDPC as a whole.⁷ There are still ongoing discussions about the number of staff for NDPC's M&E Division. The M&E Division should eventually comprise a professional staff of:

- NDPC Director of M&E
- Senior Specialist in M&E for poverty reduction (1)
- GRPS M&E specialists (2)
- GRPS Research Assistants (6)
- MIS Specialist (2)
- Ghana Statistical Service Secondments (2)
- Civil Society Organisation Secondments (up to 2)

In the meantime, a more modest proposal has been drawn up so that M&E can be up and running from November 2002, such that initial outputs from the M&E system will be available by March 2003. This is composed of:

- A Senior Specialist in poverty reduction and monitoring and evaluation
- A Monitoring and Evaluation specialist
- 3 Research Assistants

This unit could be conveniently outsourced; otherwise individual consultants could be appointed to the three roles. DFID has agreed to fund (or co-fund) this proposal.

Terms of Reference for the NDPC M&E Division

The Terms of Reference are subject to review by the Technical Committee as one of its first and urgent tasks.

The NDPC M&E Division should be the point around which all M&E activities under the GPRS hinge. Thus the need for experienced staff at this level of the institutional arrangement cannot be over emphasised. Capacity for M&E at both the NDPC and the MEPRC is currently not very adequate. The proposed establishment schedule for NDPC (NIRP recommendations) require a staff of 42 professionals. However, less than half of the required staff is currently available as a result of low remuneration. The shortage of staff is particularly critical in the M&E area. There is therefore the need to supplement the current staff strength by the recruitment of short-term consultants in order to kick-start the process whilst efforts are made to fill vacancies. This will ensure that the process is not stalled and that core competencies and skills are transferred after the expiry of the terms of the consultants.

The GSS is a critical piece of the GPRS M&E, and it must be a central actor in all the governance, planning and implementation activities of the M&E system, thus it is recommended that two staff from GSS are seconded to the M&E Division in the short terms to play an active role in co-ordinating the activities of the GSS and & NDPC.

Composition (professionals only)

- NDPC Director of M&E
- Senior specialist poverty reduction M&E (1)
- GRPS M&E specialist (2)

⁷ NDPC Staff Assessment and Assignment for Proposed New Structure, June 2002

- GRPS Research Assistants (6)
- MIS Specialist (2)
- Ghana Statistical Service Secondments (2)
- Civil Society Organization Secondment (1) (A senior representative of a CSO seconded to the division, will help ensure the right participatory monitoring & evaluation capacity is available as well as supporting the promotion partnership between the CSOs and NDPC.)

Roles

- Lead the process of GPRS M&E
- Develop TOR for outsourced studies and research contracts
- Collate, analyze and disseminate user friendly GPRS M&E information (i.e. develop and implement an effective dissemination strategy to accommodate the diverse needs of the stakeholders: MDAs, District Assemblies, General Public, Traditional Authorities, Poor People, Gender Organizations, NGOs, Research Institutions, Development Partners, Politicians, etc. These should involve the use of reports, press releases, workshops, web sites, seminars, posters, etc.)
- Manage the feedback of M&E results (outputs, outcomes and impact) to policy makers especially as part of the budget formulation process. The information needs to be accurate and timely to enhance the credibility of the secretariat.
- Act as the main point of contact for MDAs, District Assemblies, CSOs, etc.
- Liase with MDAs not fully included in planning process
- Prepare user friendly quarterly and annual Poverty M&E status reports
- Establish and maintain a GPRS documentation center
- Commission research and analysis on impact assessments and evaluations, depending on the focus of the GPRS in a particular period and the interests of stakeholders
- Commission M&E papers to be used by the public, the media, and other stakeholders
- Review indicators from surveys, and routine data collection
- Collect baseline data on core indicators as a basis for future analysis
- Manage and support use of GPRS M&E information systems by the MDAs, PRCUs and District Assembly
- Ensure GPRS M&E capacity development initiatives are effectively implemented.
- Liase with CSOs to ensure that PM&E methods are used to engage the various stakeholders in the process
- Determine how ongoing reforms within the Civil Service can impact the GPRS M&E system.

Interim Measure

Currently the NDPC M&E has only one staff (the Director) and cannot be expected to play the roles defined above without additional trained staff. As an interim measure the NDPC should work through Consultants until key staff are recruited and trained. Two options are suggested for consideration:

- 1) NDPC should engage a Consulting Firm with the requisite experience in M&E with a mandate to start the M&E process as soon as possible and also to assist in strengthening capacity of new staff to be recruited by the NDPC.
- 2) Appoint a number of Consultants with clear terms of reference to undertake specific assignments towards implementation of the M&E plan.

Resourcing

The secretariat would need a budget to support operational costs, capacity building, logistical support, dissemination initiatives and commissioning of studies.

National Inter-Agency Poverty Monitoring Groups

These five groups based on the GPRS thematic areas are a major mechanism to permit widespread participation in the process of monitoring. These groups will be inter-sectoral and include both governmental and non-governmental representatives selected for their knowledge of the thematic area. PPMED's, relevant Development Agency staff, knowledgeable researchers and civil society experts, would be co-opted. GSS would be a member of each group.

The main job of these groups is to review performance in a thematic area, with particular attention to the indicators selected. They would also make suggestions on impact assessment, evaluations and participatory work as well as provide relevant input into the policy formulation process.

The NIPMGs would report to the Technical Committee via the Division.

Terms of Reference for the National Inter-Agency Poverty Monitoring Groups

Each sub group of the NIPMG should focus on high level monitoring of a cluster of indicators relevant to their thematic areas. They should review progress on the indicators submitted to NPDC/MEPRC by the MDAs and the RPCUs. The strength of the group lies in the broad-based membership across sectors and interest groups. The GPRS is a broad and highly sector interdependent programme. (For example some of the key issues, and for that matter indicators, in the health sector would depend on access to quality water, the delivery of which is outside the domain of the Ministry of Health.) A multi-sectoral team carefully selected to review a cluster of indicators along the GPRS thematic areas will provide useful insights and inputs for a thorough review of the GPRS.

Composition

- Good Governance (Min. Justice and Attorney General, Electoral Commission, CHRAJ, Prisons Service, PURC, Parliamentary Service, Aids Commission, Audit Service etc)
- Production and Gainful employment (Min. of Works and Housing, Min. of Private Sector Development/Tourism, MOFA, MOTI, GSS, Research institution)
- Macro Economy (MoF, CEPA, IEA, GSS, BOG)
- Human Resource (Min. of Manpower Development, Min. of Education, GSS, Research institution)
- Vulnerable Group (Min. of Interior, Min. of Manpower Development and Social Welfare, MOH, GSS, Aids Commission, Women's Ministry Rep., Rep. From Research Institution)
- Each sub group should have a Policy Researcher
- Each sub group should have a NDPC M&E Division representative
- Each sub group should have a CSO representative
- Each sub group should elect its own chairman and secretary.

Role

- Review and validate indicators from the MDAs and the Regional Poverty Monitoring Group to ensure they are in line with sector objectives set out in the GPRS.
- Highlight the importance of GPRS monitoring and evaluation within the relevant MDAs
- Ensure that an effective MIS system is established and utilized for GPRS M&E
- Advise the NDPC/MEPRC on challenges within the MDAs regarding GPRS implementation.

- Provide inputs to the GPRS Secretariat towards a review and update of the selected indicators.
- Determine outcome and impact of survey requirements for consideration by the secretariat
- Make suggestions on impact assessment, evaluations and participatory work as well as provide relevant input into the policy formulation process.

Meeting schedule

- The meetings of the subgroups should be facilitated by the GPRS Secretariat
- The NIMPG should meet quarterly and produce a report for the GPRS secretariat

Resourcing

The Group would need a budget to support capacity building, travelling costs for members out of Accra, secretarial costs, and sitting fees for Group members.

The Ghana Statistical Service (GSS)

GSS produces the data on which most of the impact and outcome indicators, and the ultimate evaluation of the Government of Ghana's development efforts will depend. It is a critical component of the M&E plan, and it must be a central actor in all the governance, planning and implementation activities of the M&E system. The Government Statistician will be a member of the Technical Committee, and send a representative to each of the NIPMGs. GSS will be requested to second staff from its Poverty Measurement and Welfare Monitoring Unit to the NDPC M&E Division to ensure a smooth working relationship. Its regional and district officers should input actively into the RPMGs (Regional Poverty Monitoring Groups) and the DPMGs (District Poverty Monitoring Groups) (see below), providing both information, disaggregated analysis and technical advice. Its ten year programme of major activities needs to be properly budgeted for, rather than left to donors to pick up (see Chapter 4).

The GSS already has a strong organisational framework, and is well linked to the experts through its National Advisory Committee of Producers and Users of Statistics (NACPUS) which was resuscitated in August 2001. Its function is to advise on methodology for data collection from various sources and help establish ways to harmonize such methods and standards. NACPUS works through ten (10) sector-specific working groups of producers and users of statistics, known as Statistical Sectoral Working Groups (SSWG) established to address issues in those sectors. The activities of the SSWGs are coordinated by NACPUS which is responsible for the implementation of SSWG recommendations. In principle, the SSWGs meet once a month, and NACPUS meets once every quarter to collate recommendations from the SSWGs.⁸ The Chair of each SSWG will be a member of the relevant National Inter-agency Poverty Monitoring Group. Further details are in Background Paper 10. This is a strong structure and the GSS leadership and the GPRS M&E Team have given NACPUS and the SSWGs a detailed briefing on the GPRS M&E in order to focus their efforts on the goals and objectives of the GPRS / Medium-Term Priorities.

Office of the President (OoP)

The Office of the President's Policy Co-ordination, Monitoring and Evaluation unit (OPCME) will be a key user of M&E information, feeding it to the President for action and discussion in Cabinet. It will both take action based on reports from NDPC and demand information from NDPC. Its position in the system enables it to demand

⁸ The SSWGs are on: Poverty/Welfare, Population, Trade, Industry, Social, Fiscal and Monetary, Agricultural and Natural Resources, Public Utilities, Women and Children, Special Groups.

performance from MDAs. It will play a key role in ensuring that M&E is adequately resourced throughout the system and that funds are disbursed not only to NDPC and GSS but also to MDAs, RPCUs, and District Assemblies.

Parliament

Parliament has a key role in monitoring all government effort, and MPs are key players in disseminating government policy and its results in their constituencies. A representative of either the Finance Employment and Welfare or the Gender sub-committee should sit on the M&E Technical Committee, and a representative of Parliamentary Services will join the Governance NIPMG.

Ministry of Finance (MoF)

MoF plays a key role in the policy cycle, and is a major recipient and user of M&E information, which will feed into annual and medium term budget negotiations. NDPC needs to ensure that its feedback is in time for the annual budget cycle, that is, produce its reports by March. The MoF also tracks expenditure, which is a critical ingredient of the GPRS monitoring system. Several indicators rely on information from MoF's Budget Division and the Chief Cashier's office of the Controller and Accountant General's Department (CAGD). All government expenditure is tracked, including HIPC funds. The prime purpose is to ensure that funds are properly accounted for and used for the intended purpose. The system now in place tracks disbursement of personnel emoluments (item 1), overheads (item 2), services (item 3) and investment (item 4). The details of this relationship are fully explored in Background Paper 1.

The MoF has a key role to play in ensuring that all organisations charged with roles in M&E have appropriate financial resources with which to monitor and evaluate. This applies to MDAs (PPMEDs), District Assemblies and RPCUs, as much as to MEPRC/NDPC and GSS. This will require a substantial change in budgeting and disbursement practice which will not be achieved quickly. A first step is to include M&E in MTEF and annual budget negotiations.

Office of the Head of the Civil Service (OHCS)

The OHCS agrees performance contracts with MDAs and holds them accountable. NDPC and the OHCS need to review the GPRS indicators to ensure that they are consistent with performance contract indicators. The Head of the Civil Service should sit on the M&E Technical Committee to bring a high level view on the civil service to the table.

District and Regional Poverty Monitoring

There is a real dilemma here. As argued elsewhere, the success of the GPRS will depend on how widely it is known, and on the public momentum which can be built around it. This momentum would be enhanced if a strong M&E process can be established at local levels. However, at district level, at this point in time, the capacity to contribute reliable routine data into a national system is not sufficiently developed or uniform.⁹ So it is considered that for the moment the M&E system should deliver to

⁹ Level of activity within DPCU depends on personalities involved, and level of external support. Monitoring is narrowly limited to expenditure tracking. No well-being monitoring is carried out on a routine basis. Staffing is often very limited and inadequately prepared. Data management hardware and software, and expertise are generally lacking. Little or no budgetary disbursements are made specifically for M&E. Very few M&E reports are routinely prepared by DPCU. Evaluation is virtually absent. The 1% of the Common Fund allocated for M&E is usually reallocated for other activities.

district assemblies, 'expanded' District Planning Co-ordination Unit (DPCU)¹⁰ information which can be used in district (and municipality) level planning.

However, there are a number of initiatives to improve the performance of district and municipal assemblies, which are due to be reviewed in a joint MLGRD/development partner review in early 2003. Out of this should come a sharper analysis of what districts with capacity can, even now, feed into the national M&E process. Of course, the prime purpose of M&E at the district level is for district assemblies' own planning and accountability. As and when composite budgeting becomes a reality, district assemblies will be critical actors in feeding back information on development programmes. Even before this they can be powerful commentators.

Where capacity exists, 'District Poverty Monitoring Groups' can be formed initially to disseminate information on the GPRS, on information provided to the district on performance, and to collate and debate feedback from local sources of information on both the district's own activities and those of government in general. Further details about this and similar Regional level institutional development can be found in Background Paper 6.

Districts have expressed demand for information on poverty, education, health and livelihood outcomes. The CWIQ survey will be able to feed this kind of comparative information to the districts for the first time in 2003. DPCUs should also get a copy of the data set so they can do their own analysis. The GSS staff at district level will be key resources for district level M&E and evidence-based planning. They will be included in the expanded DCPUs as these are activated.

The MoF Expenditure Tracking system should be able to provide information on what budgetary resources are allocated and disbursed to which district and for what purpose. This information needs to be channelled to the DPCU, and made public, so that local civil society (e.g. School Management Committees) can also involve itself in monitoring expenditure and its relationship with outputs.

The HIPC Watch project will operate in 20 districts (see Background Paper 7). These 20 districts should be among the districts supported by the RPCUs for monitoring generally.

Where NGOs with competence in M&E (see Chapter 7) have developed good working relationships with a DA or DPCU, it would be beneficial to see formal partnerships emerging so that GPRS M&E can start in earnest at local level. A period of learning is needed about what shape local level M&E should take. It is right that different initiatives should be encouraged at this stage with a view to evaluating what works best, and developing best practice guidelines by the end of 2004. NDPC should let a tender for such partnerships as an early activity so that there is enough time to try out and evaluate a variety of approaches before the end of 2004.

From 2005, districts and municipalities can be expected to contribute to the national M&E system the results of systematic community-based monitoring, data from local databases, expenditure monitoring information, and the results of ad hoc impact assessment and evaluation studies.

¹⁰ The DPCU consists of the Planning Officer, the Budget Officer, the District Engineer and the Chairman of the Works Sub-Committee. The 'expanded' DPCU would include technical personnel from the decentralised departments, of which Agriculture, Education and Health generally have some capacity at district level.

Civil society

For GPRS to work it has to be widely known as already mentioned. Dissemination is critical and civil society organisations have roles to play in this (see Chapter 8). Feedback from civil society will be elicited through participatory M&E (Chapter 4), but also through representation on the Technical Committee, the NIPMGs and the District and Regional Poverty Monitoring Groups.

Competent CSO personnel may also be seconded into NDPC, MDAs and District Assemblies to add to the strength of staff available for M&E activities. This would be appropriate for CSOs whose mandate suggests such roles. They would raise the resources necessary to cover the costs of secondees.

Research organisations

Some information speaks for itself. However, most users of the information produced by the M&E system will need information to be selected, analysed, and produced in a format which helps their understanding and ability to act on it. Good quality analysis is absolutely critical. The NDPC Division will carry out some basic analysis especially of monitoring information:

- Reporting on the performance of the indicators by thematic group and as a whole. This will involve selecting the key indicators at any particular time, examining changes in indicator levels, and identifying changes (or the absence of change) which need to be investigated and better understood.
- Identifying changes in key indicators which are a cause for celebration or a cause for concern, and the relevant follow up measures to be taken (e.g. suggest budget allocation or disbursement changes, action by the Office of the President or MoF)
- Advising the Technical Committee on what further analyses are required, and contracting with and supervising providers.

However, the majority of analytical work will be contracted out to competent firms, policy research institutes or NGOs. These bodies will be involved annually with NDPC in analysing the movement of indicators. January-March will be the most intensive period for this work. This process will be managed by the M&E Division, and overseen by the Technical Committee.

Analytical work will fall into several categories all of which are discussed in detail in other sections of this plan: indicator trends, impact assessment, thematic studies, evaluation, training needs assessment.

3.2 Information flows

Initially information will flow to NDPC from MDAs including the MoF and GSS. NDPC in turn will disseminate its analyses to the above stakeholders and others, principally OoP, district assemblies, development partners and the public via the media. As the capacity of the district assemblies develops, more information will flow from the DAs and RPCUs to the centre.

3.3 Managing M&E

Budgeting for M&E

M&E has to date received little priority in government budgets. There are exceptions to this rule – largely in Health and Education where significant investments have been made. Otherwise, even NDPC which is charged with overall M&E of

government plans and policies, is grossly under-resourced for M&E. Several ministries and the Regional Planning and Co-ordination Units have staff devoted to M&E, but they have tiny budgets, and smaller actual disbursements. There are several ways in which M&E should feature in public sector budgets.

1. The MTEF process needs to incorporate the requirements of M&E for each MDA. The MTEF team needs to build this into its MDA training process.
2. MDAs need to submit realistic M&E budgets which will at the least deliver on the commitments to monitor their sector strategies and the GPRS.
3. The MoF needs to monitor its disbursements to NDPC, MDAs, and RPCUs for M&E. Until now it has given little priority to M&E when there are revenues available to disburse.
4. The Office of the President (Policy Co-ordination and M&E Unit) should keep an eye on whether the necessary disbursements are being made during the year and get corrective action where necessary.
5. The MLGRD should monitor disbursements to district assemblies and RPCUs.

Relationships with contractors

The NDPC M&E Division will be responsible for contract management. Support from NDPC administrative and financial staff will be critical. Adequate capacity will be required by the M&E Division to prepare TORs, manage the tender processes transparently in conjunction with the Technical Committee and provide effective project management for all commissioned work.

Key activities: Monitoring, impact assessment, evaluation and participatory monitoring and evaluation

Change can be monitored and fed back into policy: for this a set of monitoring indicators is required. To make sense of changes in these indicators analysis will be required. The selection of indicators identified a number of important issues about which not enough was known to enable confident use of indicators suggested. Where these were considered very critical to achieving the GPRS goal, proposals for impact assessment work or a ‘thematic study’ were made. These studies have two purposes: to feed into the GPRS evaluation (in 2004), and to fill information or analytical gaps in understanding which would allow a goal-related indicator to be developed.

4.1 Monitoring indicators

Chapter 5 reviews the indicators selected in detail. The rationale for monitoring is to keep a focus on the progress being made towards the targets set in the GPRS/MTP, so that learning, adjustments, and corrective action can be taken well before the end of the GPRS period. Monitoring information also builds up and feeds into impact assessment and policy evaluation.

Much effort has been devoted in the course of preparing this plan to selection of indicators. It has not been an easy process, nor is it entirely finished, as some MDAs are still engaged in exercises to select, while others have not yet proposed a useful set. A Strategic Environmental Assessment of the GPRS is underway which will propose a set of environmental indicators complementary to the GPRS indicators, which may lead to some revision of the GPRS indicators. The indicators selected for two thematic areas – governance, and the vulnerable and excluded – require continued discussion by the respective NIPMGs. Thematic and other studies may well suggest improvements or modifications to some of the indicators selected.

Criteria were actively and participatorily applied in selecting the indicators.¹¹ These included:

- Evidence linking indicator to poverty reduction – triangulation of different sources of information¹²
- Demand and usability from stakeholders – current
- Demand and usability – future potential
- Quality of data for poverty focused monitoring
- Additional cost of data collection for indicator

The ambition was to select a range of indicators for each thematic area from impact and outcome through to input and process. There was to be a focus especially on

¹¹ These criteria were used to guide discussion at the first MDA workshop. Participants in each thematic area were asked to score any suggested indicator on these criteria. Scores were then aggregated to produce priorities.

¹² What became evident was that MDAs did not have access to the necessary analyses which would enable them to link indicators effectively with the GPRS goal. The M&E system can provide a forum for greater interaction between policy makers and policy analysts to sharpen up these links.

output indicators which would be likely to change the period of the GPRS and which could plausibly be linked to the achievement of the GPRS goal.

The team interacted with MDAs over these criteria, first in a workshop, then subsequently in bi-lateral meetings. Finally, an interim list was widely discussed at stakeholder consultation meetings in September 2002. Chapter 5 represents the conclusions reached.

At the outcome level, Ghana is fortunate in having a well functioning Statistical Service which plans to continue carrying out a series of large scale sample surveys on a five yearly cycle, and the Census every ten years. GSS produces a number of relevant reports on a regular basis, and makes its datasets available for external analysis. The expansion of the GSS's sample sizes for the Core Welfare Indicators Questionnaire (CWIQ) in 2003 means that this data will be statistically significant at the district level for the first time. Combined with the Census (2000, and 2010), there will be a powerful basis for local poverty mapping¹³ and other analytical applications in Ghana. As mentioned in Chapter 3, the major issue here is to assure adequate funding for the GSS's activities. Capturing exit routes from poverty, exclusion and residual chronic poverty will require the development of a panel within the GLSS; this is highly recommended for GSS. Other issues of capacity are addressed in Chapter 9 and Background Paper 10.

Alongside the governmental monitoring system a participatory expenditure tracking activity is proposed (see Section 4.5 below).

4.2 Impact/outcome assessment

Rationale

Impact Assessments play an important role in 'proving' the effectiveness of policies and interventions (for upward, downward or horizontal accountability) and 'improving' the effectiveness and efficiency of implementation and refining future policy and budgetary priorities. Impact assessments can generate understanding of the effectiveness of existing interventions in generating the desired outputs, outcomes and impacts, and by doing so can reduce decision-making in response to lobbies or what is *thought* to be happening on the ground.

It will be difficult to assess the impact of new GPRS/MTP interventions in the short term. One approach for doing this is Beneficiary Assessment (BA) which is an approach of information gathering that assesses the likely value of an activity as perceived by the end users, or beneficiaries, and thus seeks to better project their views to decision makers¹⁴. The scope for BA in Ghana should be reviewed along side the detailed design of impact assessment work.

There are a number of activities funded under the GPRS which were started previously and have been continued or expanded under the first phase of the GPRS. Where the link between these funded activities and economic growth or poverty reduction in Ghana is unknown, impact assessment studies (or thematic studies, see below) will be commissioned. These will be designed to fill gaps in our understanding

¹³ A poverty mapping project is being designed with assistance from the EU. This will have powerful potential for demonstrating the geographical distribution of wellbeing, poverty, and impacts of policies and programmes over time.

¹⁴ Salmen, L. F (1995) "Beneficiary Assessment: An Approach Described", Social Policy and Resettlement Division, Washington DC, World Bank

of how certain outcomes lead to impacts or how key outputs (key in terms of significant budgetary allocations/ priorities) generate outcomes and impacts, and will not be allowed to duplicate existing knowledge.

Key actions and outputs

Two small impact assessment studies will be commissioned for completion by March 2003. This timetable will allow the results to feed into next year's budget process, but the tight schedule will mean that the studies should be designed to use largely secondary sources and existing datasets, with only minimal fieldwork or primary data collection. The topics, with suggestions on how they might be researched and who might be invited to bid for the contracts, are listed in Tables 4.2 and 4.3.

Two-three larger impact assessment and thematic studies will be commissioned for completion by December 2003 to feed into the Evaluation of the GPRS.

These studies were selected out of a longer list, which is presented in Background Paper 7. The studies will be put out to tender. See Background Paper 7 for further details.

4.3 Thematic studies

Rationale

Thematic studies listed in Table 4.3 will be commissioned in order to:

- review the evidence to support the theoretical underpinnings of the poverty reduction and economic growth policies in the GPRS.
- explore the causal links between a given intervention and economic growth, the distribution of that growth and/ or poverty reduction, and can be used to examine intersectorality.

Following the consultation meetings, these studies have been identified as critical out of the longer list reproduced in Background Paper 7

Key actions and outputs

One study will be commissioned in time to report at the end of March 2003. This should be either the macro-stability study or the study on employment intensity of growth, both of which use only existing published data sources. Other studies will be completed by the end of 2003. Each study will generate a report to be delivered to the NDPC and relevant MDAs and then disseminated to the general public. The full reports are likely to have a limited readership, and will be made widely available in an abridged format and a range of populist forms (see Chapter 8 on dissemination).

As the NIPMGs are established they should review the priorities reported here, have an opportunity to comment on ToR for the studies, as well as the selection of organisations to invite to bid for contracts.

Table 4.2 Priority impact studies¹⁵

What	How	Who ¹⁶ (competitive bidding process to select from)
Short term studies (early 2003)		
Differential success of preventative approaches to HIV/ AIDS transmission	Impact assessment of the full range of health promotion/ preventative health approaches/ transmission avoidance methods being used in Ghana. Mix of qualitative and quantitative methods from development practice and health economics (including stakeholder analyses, efficiency vs. effectiveness studies, participatory approaches).	ISSER, Centre for Social Policy Studies, Social Studies, CEPA, Department of Geography and Resources Development (Legon), PDA, CEDEP, SCF, CARE, ActionAid, Oxfam
Impact on poverty of different care regimes for HIV/AIDS sufferers.	Assess impact of existing projects/ programmes/ policies – comparing stated goal against outcomes. Mix of qualitative and quantitative methods.	ISSER, Centre for Social Policy Studies, Social Studies, CEPA, Department of Geography and Resources Development (Legon), PDA, CEDEP, SCF, CARE, ActionAid, Oxfam
Longer term study (completed by end 2003)		
Impact of GPRS on local level change (study to be undertaken during mid 2003 to lead into the Evaluation of the GPRS)	Cross-sectoral impact study for key GPRS interventions in 5 representative District Assemblies/ Municipalities. (mix of PM&E ¹⁷ and quantitative methods to capture socio-economic change and the perceptions key stakeholders - District Assembly staff, urban dwellers, rural dwellers).	<ul style="list-style-type: none"> • <i>Research design/ team leadership:</i> International consultants/ researchers, with one or more of PDA, ISSER, IDEG, CDD, CEPA • <i>Research collaboration/ fieldwork/ access to grassroots:</i> Local and international NGOs, via regional networks and Civisoc¹⁸

¹⁵ For the complete list of impact and thematic studies which were suggested as part of the GPRS M&E process please refer to Background Paper 7.

¹⁶ It is assumed that GSS will be involved in the design of surveys for the majority of these studies. GSS staff down to district level may also be valuable in supporting data collection. Agencies suggested in this column are agencies who could be invited either separately or in consortium to bid for contracts.

¹⁷ Details on the participatory aspect of this study are given below in section 4.5; and in Background Paper 8.

¹⁸ Mid-Ghana Network, Brong-Ahafo Network of NGOs, Northern Ghana Network for Development (NetWork), UPNET (Upper West Network of NGOs)

Table 4.3 Priority thematic studies

What	How	Who ¹⁹ (competitive bidding process to select from)
Macro-economic stability What aspects of improved macroeconomic performance best help achieve GPRS goals? ⁹	<i>Data sources, approach/ methods:</i> economic modelling using data from GLSS, the CWIQ, and the Census; data on a range of GRPS M&E indicators; information from relevant MDAs; key informant interviews with civil servants, DA staff, academics and policy analysts. Participative research with a range of stakeholders from urban and rural, remote and non-remote areas, and workers and entrepreneurs/ farmers in a range of sectors. Approach to include an analysis of winners and losers from food price inflation (See Background Paper 1)	<i>Research design/ team leadership:</i> CEPA, IEA, ISSER. (Participative components to be designed with input from relevant specialists) <i>Research partner/ consultation:</i> PDA, CEDEP and other NGOs through NGO networks and Civisoc
Production and gainful employment 1. Land tenure: (1) is greater security of land tenure critical for pro-poor growth? (2) would more effective rural land registration facilitate agri-business development, rural economic growth and so employment and increased demand for products?	<i>Approach/ Methods:</i> Review of current thinking in Ghana on land issues. Comparative analysis with experience in other SSA countries – using international literature. Impact assessment – examine the consequences of agricultural land registration in areas where rural land registration has been an active process, in terms of stimulating agri-business and connected economic growth (compare with areas where land registration has not occurred). The research will need to develop dynamic input/ output indicators for land tenure change. <i>Data sources:</i> GLSS will report on access to land, which can be disaggregated by income group, gender, region (outcome indicator). Land-related project and programme reports from NGOs (e.g. CARE), World Bank (and other multi- and bi-lateral donor) documents. Primary data collection (impact assessment). Key informant interviews/ secondary data from relevant MDAs.	<i>Research design/ team leadership:</i> <i>Research partner/ consultation on land-related indicators:</i> CARE, Department of Geography and Resources Development ²⁰ (Legon), CEPA

¹⁹ It is assumed that GSS will be involved in the design of surveys for the majority of these studies. GSS staff down to district level may also be valuable in supporting data collection.

²⁰ Other departments at Legon may well be better placed; only the Dept of Geography responded to requests for capacity statements.

What	How	Who ²¹ (competitive bidding process to select from)
2. Labour: what is the employment intensity of economic growth in Ghana? What indicators can be used to assess impact of GPRS in this area? 9	<p><i>Approach/ Methods:</i> based on statistical analysis and economic modelling of census, labour survey and other data, plus innovative use of other sources.</p> <p><i>Data sources:</i> (in the absence of good national employment/ unemployment data) <i>quantitative data</i> from Censuses, the 2000 Labour Market survey, the 2002 CWIQ (covers (un)employment and underemployment). USAID database. <i>Qualitative data:</i> existing rural livelihoods analysis to capture complex labour markets.</p>	<ul style="list-style-type: none"> • <i>Research design/ team leadership:</i> PDA, CEDEP, Department of Geography and Resources Development (Legon), CEPA • <i>Research collaboration/ fieldwork/ access to grassroots:</i> ISODEC, Technoserve, Amasachina, Christian Mothers' Association, Faculty of Integrated Studies (UDS, Tamale)
Human Development and Basic Services Education standards in Ghana: what do the Criterion Reference Test and the Performance Monitoring Test really measure?	<p><i>Approach/ Methods:</i> To be devised. Should test hypothesis: these tests are biased to students with good English, and therefore downgrade the education outcomes of the poor.</p> <p><i>Data sources:</i> Key informant interviews and secondary data from: Ministry of Education, decentralised MDA personnel, teachers and head teachers, literature review.</p>	Education specialists – as yet unidentified.
Special Programmes A study of 'vulnerable and excluded groups' in Ghana to assess (a) level of inclusion in development processes (b) review of general and targeted GPRS policies and programmes (c) the possibilities of expanding the set of indicators within GPRS M&E which relate to 'vulnerable and excluded groups'	<p><i>Approach/ Methods:</i> analysis of existing datasets, policy analysis, stakeholder analysis and key informant interviews/ qualitative research with relevant stakeholders</p> <p><i>Data sources – quantitative:</i> develop panel in next GLSS, analysis of data from GLSS, CWIQ, DHS and other relevant studies. <i>Qualitative:</i> case study and participatory work</p>	<p><i>Research design/ team leadership:</i> Centre for Social Policy Studies (Legon), PDA, CEDEP</p> <p><i>Research partner/ consultation:</i> Action on Disability and Development, SCF, Oxfam, ActionAid, and other NGOs via Civisoc and regional networks, Gender Studies and Human Rights Documentation Centre, FIDA, WABA.</p>

²¹ It is assumed that GSS will be involved in the design of surveys for the majority of these studies. GSS staff down to district level may also be valuable in supporting data collection.

4.4. Evaluation

Rationale

There will be an evaluation of the GPRS between January to June 2004. This exercise will evaluate the success of the policies that make up the GPRS and will contribute to the period beyond the GPRS. Such an evaluation will allow all stakeholders to reflect on the successes and failures of the GPRS and to identify changes or refinements that need to be made for post GPRS period to be more successful at all levels (inputs to goal).

The evaluation will principally focus on identifying linkages between the outcomes of the GPRS and its impacts (i.e. at the goal level) but will also look at key outputs in relation to outcomes, and the entire GPRS process in terms of improved pro-poor policy and improved (pro-poor) governance.

Key actions and outputs

The evaluation will be a substantial exercise and an international team is suggested to ensure the policy evaluation expertise and political neutrality (with elections in 2004) necessary to maintain the confidence of GoG, development partners and the Ghanaian public. If it is to be successful the evaluation team will need to have access to a full set of completed thematic studies, impact assessments, monitoring reports from District Assemblies and PPMEDs, Quarterly and annual progress reports from the NDPC M&E Division, HIPC watch reports and inputs from civil society.

Terms of Reference, a timeline, and management implications are given in Background Paper 7.

4.5 Participatory Monitoring and Evaluation

Introduction

Participatory Monitoring and Evaluation (PM&E) has evolved out of the recognition of the importance of ensuring the participation of a wide range of stakeholders, including local people, the poor, development agencies and policy makers, in deciding how progress should be measured, and what progress has been made.

PM&E can contribute to national M&E by providing direct and graphic testimony of the effects of policy to policy makers on people in particular places. At the local level, PM&E goes beyond stakeholder participation, in terms of simple information provision, to seeking their involvement in defining indicators, monitoring processes and analysis. It thus involves local level actors in impact assessment and improves public accountability to the grassroots level.²²

A workshop was held at Swedru in May 2002, with participation from government and civil society organisations, to develop commitment to engaging collaboratively to address issues of social and public accountability in a participatory way, and to build the capacity to do this. The following commitments were made:

²² Estrella, M and Gaventa, J (1998) "Who Counts Reality? Participatory Monitoring and Evaluation: A Literature Review", IDS Working Paper 70, University of Sussex
<http://www.ids.ac.uk/ids/bookshop/wp/wp70.pdf>

- Develop partnerships between budget preparatory agencies and advocacy groups to promote greater openness and public engagement in the budget process.
- Collaboratively assess the performance of selected MDAs that provide services that affect the poor.
- Develop and implement mechanisms for making district assemblies accountable.
- Undertake social audits of DACF and internally generated funds.
- Commit NDPC, GSS, MEPRC to initiate steps towards incorporating PM&E in GPRS monitoring.

Following the workshop, participants representing various CSO groups were expected to develop proposals for funding along the lines of these five themes, primarily to the World Bank, but also through internally generated funds.²³

Planned Activities

Under GPRS M&E two main participatory activities will be carried out: a Participatory Impact Assessments using Citizen Report Cards and Participatory Expenditure Tracking of social service expenditure, particularly on water and sanitation. These two activities were chosen owing to their demand driven nature as the poor rate them as high poverty reduction priorities.

Participatory Impact Assessment using Citizen Report Cards

The citizen report card will be used to assess the impact of one or more specific poverty related programmes (e.g. the Village Infrastructure Project) of the Ministry of Agriculture at the district level, focusing on food crop farmers who constitute the majority of the rural poor, and 70 percent of the poor in Ghana. This will be nested inside a wider study of local level change, as presented in section 4.2 above. The focus on the MOA reflects the significance of agriculture to the poor, and the general absence of good impact information in the agricultural sector.

Participatory Expenditure Tracking of social service expenditure particularly on water and sanitation

This is an attempt to ascertain whether funds allocated in centralised and decentralised budgetary processes actually reach their intended users. Many of the poor, particularly those in Northern Regions of the country, consider water to be a priority poverty reduction intervention, owing to its influence on their lives and livelihoods. Service users are therefore eager to monitor service performance, as will be service providers, many of whom have complained of being unable to break even.

Implementation Arrangements

Critical poverty regions in the country would be identified from which districts would be selected for the PM&E. 5 districts would take part in the impact assessment work; and approximately 30 in the expenditure tracking.²⁴ It is proposed that an NGO in each of the selected regions, which has competence in participatory tools, should be supported to spearhead the PM&E exercises. A national level workshop for all 10 regions would set the Terms of Reference, and Regional and District Poverty Monitoring Groups would be responsible for steering progress. Capacity would need to be built while carrying out this work among participating communities, the young

²³ Though at least one such proposal has been submitted, to date there has not been any response from the World Bank.

²⁴ This should be the same 30 selected for capacity development under new district and regional support programmes.

people who are becoming the Ministry of Education's local level participatory monitoring co-ordinators, and representatives of local NGOs and CBOs. Further details are in Background Paper 8.

Monitoring Indicators

5.1 Introduction

The process of developing indicators has been described in Chapter 4. A summary of the indicators was presented with the Executive Summary at the beginning of this document. The detailed agreed indicators are presented below, together with text outlining issues and challenges.

Linking indicators to objectives

It would have been ideal to start with a limited number of objectives and derive indicators for a mix of impacts, outcomes, outputs, inputs and processes which would give a strong picture of progress towards those objectives. However, in practice the following sets of objectives are operating:

- The GPRS goal and 5 thematic area objectives, which were broken down into more than 300 detailed targets
- The Medium Term Priorities (MTP), a costed distillation from the GPRS
- Sector objectives, captured in sectoral strategies and the 9 objectives allowed in the MTEF budgeting process.

In 2002 there was a process of harmonising the latter with the MTP objectives for the 2003 budget. Selecting indicators to monitor the GPRS thus took the MTP as the major starting point. In practice, other elements have also been incorporated: in particular some sector priorities and the HIPC triggers. Given the difficulty of deriving a list of indicators from MTP objectives, a more inductive and participative approach was adopted to the development of the indicators.²⁵

The 52 GPRS indicators were derived through the following process.

- An initial workshop to explore indicators with ministries, departments and agencies (MDAs)
- Follow-up bi-lateral meetings (NDPC-MDAs)
- A draft plan including indicators
- Consultation meetings with stakeholders including MDAs (please see Annex 1.0 for a summary of the feedback from these consultation meetings).
- Final selection, taking into account the consultations and the principles listed below, by the consulting team.

Indicators have been selected based on what is relatively easily available. As will be mentioned below, in some cases there was a need for an indicator which was not currently available or adequately accurate or reliable. In these cases, it may be possible to develop indicators at a later date. This will be reviewed from time to time by the NDPC M&E Division and the NIPMGs.

²⁵ A parallel process of deciding what expenditures are 'poverty focused' has taken place between MDAs and MoF, in relation to disbursement of HIPC funds. The criteria used could also have been factored into the discussion.

Principles for selection of indicators

Several principles were applied:

- A balance of final (impact and outcome) and intermediate (output, input, process) indicators are required to measure progress over a three year period.
- Indicators should cover the 5 thematic areas of the GPRS, and clearly link through to the GPRS goal. A group of 'overarching' indicators were also identified, which were the sum of actions and trends in more than one thematic area.
- They should be of use to and demanded by policy makers
- They should be clearly defined, measurable and easily available
- Ideally there would be balance of quantitative and qualitative and subjective indicators. In fact the emphasis of most stakeholders has been on quantitative indicators. Where possible, in reporting on these, analysts will take related qualitative and subjective assessments into account.
- They should be disaggregated to enhance usability: to the district level, by level of poverty/well-being, and by gender
- The total number of indicators should be manageable. The aim was to agree on 30 core indicators. In practice 52 indicators have been agreed through the consultations. However, this number may increase to 60 with additional indicators from agriculture, environment, and sanitation. This is justifiable given the breadth of the GPRS.

The issue of attribution

GPRS neither controls all GoG expenditure and actions nor everything relevant to poverty reduction in Ghana. However, it does offer a fairly comprehensive framework. Because an indicator has been selected does not imply that measuring it excludes the effects of non-GPRS factors and interventions. Few indicators can stand without analysis and interpretation. Each indicator will not thus only be reported on, but will be analysed when it is presented. Analysis will bear in mind

- movement in other related indicators,
- possible reasons for observed movements
- attribution of effects to the GPRS

Annual GPRS Progress Report

The Annual GPRS Progress Report will include substantive sections on the following sets of indicators. It will be available for public review by the end of March; published by the middle of April in time for budget preparation discussions, CG meetings, and multi-donor budget negotiations.

The public review in 2003 will take place through the following mechanisms:

- Written and electronic feedback to NDPC
- Public meetings in all the regions
- FM Radio station discussions

Only those indicators with a double asterisk (**) in the detailed indicator tables will be reported on for 2002.

NDPC will also produce annual reports on the achievement of Millennium Development Goals and the HIPC triggers (see below).

5.2 Overarching indicators

These are shown in Table 5.1 overleaf.

Table 5.1 Overarching indicators

Indicator	Technical definition of indicator	Justification	Recommended source	Frequency	Disaggregation	Availability of baseline data	Issues still to be resolved or comments
			Organisation & publication				
Impact indicators							
Poverty incidence(**)	Households unable to meet minimum nutritional and non-food requirements	Basic measure of income/consumption poverty	GLSS	Occasional: 2004/5	Region	1998/9	Relationship between GLSS measures and CWIQ proxies
			CWIQ proxies	2003	District	1997	
Extreme poverty incidence(**)	Households unable to meet minimum nutritional requirements	Basic measure of 'food poverty'	Ditto	Ditto	Ditto	Ditto	-
Child malnutrition (emphasis on poorest regions) **	% of children under five years whose weight for age is less than two standard deviations from the median of the reference population	All round measure of wellbeing, closely linked to poverty and under five mortality	Ghana Demographic & Health Survey (DHS)	4 yearly	Region, sex, urban/rural, mother's education	1998	-
			Ministry of Health nutrition surveillance	Annual		2001	
Infant mortality rate	Number of infants who die before reaching one year of age per 1000 live births per annum	Measures general household wellbeing, specifically linked to attention to child and maternal health, mother's marriage age, maternal education, and effectiveness of maternal support systems	Ghana Demographic & Health Survey (DHS)	4 yearly	Region, sex, urban/rural, mother's education	1998	-

Outcome indicators							
Real per capita GDP growth rate **	GDP growth rate per capita	Overall measure of economic growth	Ministry of Finance Budget Statement	Annual (February)	N/a	2001	Uses new population data from when? GDP growth rate established in February; does not seem to be updated at end of year
Real per capita agricultural growth rate **	Per capita agricultural growth rate	Measure of economic growth in agriculture which is critical for pro-poor growth	Ministry of Finance Budget Statement	Annual (February)	N/a	2001	Ditto
Real per capita food crop growth rate **	Per capita food crop growth rate	Majority of food crop producers in Ghana are poor	Ministry of Finance Budget Statement	Annual (February)	N/a	2001	Ditto
Accessibility of services (disaggregated to services, regions, districts)**	To be defined (which services, minimum time taken to reach)	Proximity to basic service point is a pre-condition for utilisation by the poor	GSS: CWIQ (QG7)	2002/3	District, poverty and gender of household head	1997	Indicator needs definition (with assistance of GSS)
Access of extreme poor to services (disaggregated to services, regions, districts)**	To be defined (which services, minimum time taken to reach)	Proximity to basic service point is a pre-condition for utilisation by the poor	GSS: CWIQ (QG7)	2002/3	District, poverty and gender of household head	1997	Indicator needs definition (with assistance of GSS)
Process indicators							
Parliamentary Committee on Poverty Reduction established	Membership and constitution defined, first two meetings held	Link between democratic development and poverty reduction emphasised in GPRS	Parliamentary Service Report	Annual	Balance of membership by gender, region	No committee in 2001	-
Democratic Effectiveness of District Assemblies	Number of DAs holding the legal minimum number of meetings of General Assemblies and statutory Committees	Democratic decentralisation emphasised in GPRS goal	Ministry of Local Government and Rural Development	Annual	Region	??	Reporting structure still to be clarified

The indicators listed in Table 5.1 capture the effect of a *number* of policies or interventions, as well as non-policy factors. In this sense they are overarching.

Baselines in the 1990s are common for several of the overarching indicators. Changes registered by 2003 or 2004 cannot be easily attributed to the GPRS alone. However, it is important to monitor these indicators which move slowly, as they are fundamental to the whole policy framework. In future, if surveys are done more regularly, and the CWIQ in particular is done more frequently, changes will be more attributable to particular policy periods.

Growth indicators which change annually can be linked to poverty incidence measures, as carried out by the UNCTAD Least Developed Countries Report for 2002. NDPC will commission a policy analyst to estimate annual poverty trends based on national accounts.

Proxies for poverty and well-being can also be created from the CWIQ. An index of assets should be created which relates to level of income/consumption as reported in the GLSS. This will require a study in 2003 to develop the index (or indices) and report on change over 1997 (CWIQ) and 1998/9 (GLSS).

These overarching indicators can be disaggregated to regional, and in some cases the district level. 'Poverty mapping', combining information from the Census and the CWIQ will help to analyse and present results for central and local policy makers to use. Poverty mapping will be developed as a contribution to GPRS M&E in the form of a separate project serviced by the University of Ghana, Legon, and possibly the GSS.²⁶ Data on access to services will also be mapped.

Currently Ghana's Living Standards Survey contains no panel element. The 'chronically poor', those who are left out of the development mainstream, are not adequately captured by the surveys. It is strongly recommended that a panel be developed. This would then enable identification of the excluded and analysis of what they are excluded.

All these overarching indicators can be usefully complemented by qualitative and participatorily derived indicators as well as understanding of the processes leading to changes observed (see Chapter 4).

All of this requires ongoing 'poverty analysis'. This function will be supported initially by one and then two members of the M&E Division. It will also require specialist inputs from externally contracted researchers (see Chapter 4)

5.3 Macro-stability

The indicators for this thematic group have been through a long and searching process. This is largely because the ways in which achieving macro-economic stability facilitates pro-poor economic growth in Ghana are not so well understood that indicators can be readily agreed. In the consultation meetings it was widely felt that macro-stability indicators should not be considered in isolation from one another, that the report should be on a cluster of indicators which together would reflect on the likelihood of stability facilitating pro-poor growth. A cluster of five indicators have been presented in Table 5.2.

²⁶ To be funded by the EU.

Table 5.2 Macro-stability

Indicator	Technical definition of indicator	Justification	Recommended source	Frequency	Disaggregation	Availability of baseline data	Issues still to be resolved or comments
			Organisation & publication				
Outcome indicator							
Food price inflation	Food Consumer Price Index	Price rises affect net consumers negatively. Includes urban poor, and rural net consumers. Measures vulnerability to seasonal and inter-annual fluctuation.	Ministry of Finance	Monthly	Rural/urban at the national level	Available by month	GSS Survey based on 9 major markets
Output indicators							
Growth of domestic revenue	Domestic revenues as a proportion of GDP	Absence of steady increasing domestic revenues inhibit public investment on poverty reducing services and infrastructure	Budget statement Bank of Ghana	Annual (February) Quarterly report	By tax source	Available for 2001	-
Growth of credit to agriculture	Rate of change in volume of loans disbursed by banks and other financial institutions to farmers	Most poor people are food producers. Government demand for credit represses credit to the private sector including agriculture	Bank of Ghana	Quarterly report	With and without cocoa sub-sector Gender of borrowers	Available for 2001	Indicator would ideally include credit to small enterprise. No good data available currently.
Input Indicators							
Timely disbursement of budgeted MDA allocations	Ratio of actual to projected quarterly releases to MDAs and District Assemblies	Disbursements are chronically late and less than projected allocations across the public sector. Major obstacle to achieving outputs.	Auditor General's reports Ministry of Finance and DA reports	Annual Quarterly Quarterly	By Ministry, Department and Agency; by District Assembly	Needs to be calculated for 2001 by quarter	-
Proportion of total resources going to key GPRS sectors	% of budgetary resources to disbursed to priority GPRS functional areas (Infrastructure, Economic Services, Social Services and Public safety)	Accelerated poverty reduction and participation of the poor in growth through democratic decentralisation requires strong support for these core services and functional areas	Ministry of Finance: Budget Statement Expenditure tracking	Annual (February) Monthly	By key functional area By budget items i - iv	Needs to be calculated for 2001	NIPMG will develop priorities for disaggregation of expenditure.

5.4 Production and gainful employment

This set of indicators (Table 5.3) emphasises rural infrastructure (especially roads, but also non-wood fuel energy) and the resulting development of small scale agro-processing firms which will increase demand for agricultural products. Indicators of progress in agriculture itself are not included at this stage, as a separate consultation process on appropriate indicators is underway. The NIPMG will need to examine the integration of a small number of these indicators when they are presented by the Ministry of Food and Agriculture.

The development of the non-farm rural economy is recognised in poverty analyses as being particularly important in creating opportunities for poor households to move out of poverty. However, there are currently no good indicators available. This issue would need to be looked at in the general poverty analysis work.

Two environmental indicators have been included.²⁷ However, their inclusion should not prejudice the outcome of a Strategic Environmental Assessment of the GPRS which will propose poverty-related environmental indicators to be included in the system.

²⁷ Further environmental indicators are included under Human Resource Development.

Table 5.3 Production and Gainful Employment

Indicator	Technical Definition of the indicator	Justification	Recommended source	Frequency	Disaggregation	Availability of baseline data	Issues still to be resolved or comments
			Organisation & publication				
Outcome indicators							
Area of degraded lands & water bodies reclaimed through reforestation	Area of degraded lands & water bodies relative to current degraded area (baseline)	One of main causes of poverty in Northern Ghana. This will increase livestock activities and sources for water supply	Ministry of Environment Science and Tech. Ministry of Lands and Forests	Annual	Water bodies	2000	-
People with access to non wood fuel energy	% of households using kerosene/paraffin, gas, electricity, generator, battery, solar for (a) cooking and (b) lighting	Measures outcome of efforts to increase use of LPG, number of kerosene outlets, and coverage by the grid or solar energy	GSS (CWIQ) GSS (GLSS)	2003 2004	District Region	1997 1998/9	-
Number of small scale agro-processing firms**	Establishments employing fewer than 30 persons	Measures development of (poverty reducing) non-farm rural economy with backward links to agriculture	NBSSI	Annual Reports	Region	2000	-
Output indicators							
Length of motorable feeder roads**	The kilometres of maintainable feeder roads, with special reference to northern Ghana, Brong Ahafo and Volta Regions.	Feeder roads provide market and service access, especially in remote/deprived areas	Department of Feeder Roads	Annual Reports	Region, District	13,700 out of total 32,600 km (end 2001)	-
The number of functioning employment centres**	The number of employment centres rehabilitated and operational (staffed, with adequate capacity to register the unemployed, track available jobs)	Measures the effort government is making to match job vacancies with unemployment	Ministry of Manpower and Social Welfare	Annual reports	Region	62 centres in 2001	Do all these existing centres satisfy the definition?
The number of Community	A geographic off-reserve wild life area set aside and exclusively managed by a Community	This is an appropriate output indicator of improved wildlife management, which in turn is needed to sustain poor	Department of Wildlife	Annual Reports	N/a	2 pilot CREMAs in 2001	Evaluation of pilots should determine whether CREMAs are actually

Resource Management Areas established**	people's hunting and gathering livelihood activities						sustaining poor people's livelihoods
Input Indicator							
Lifeline pricing for electricity sector in place and implemented	HIPC Trigger	Pricing to ensure affordability by low income users.	ECG	One time report	Kilowatt Bands	N/A	Already implemented
Feeder road contract time lags	Average number of months between (a) receiving road fund and award of contract and (b) award of contract and initiation of work	Measures efficiency of contracting process, a major bottleneck in feeder road maintenance	Department of Feeder Roads	By special request??	Region, district	2000	Requires negotiation with DFR
Process Indicator							
Agricultural indicators developed**	A short list of clearly poverty focused indicators for the agricultural sector developed	Most poor people in Ghana are and will remain farmers, especially food farmers.	Ministry of Food and Agriculture	For inclusion in GPRS M&E by January 2003	N/a	No existing poverty focused agricultural indicators	-

Employment

The employment-intensity of growth was considered to be a basic measure of the achievement of pro-poor growth. Ideally there would be a set of indicators (or an index) measuring the changing availability as well as the quality (duration, wages, skill requirements) of employment. However, the outcome data available in Ghana, while improving markedly, is not yet able to satisfy this requirement, nor was it considered that any of the proposed input or output indicators were linked to overall employment, including agricultural and informal sector, strongly enough. Proxies were considered:

- Unemployment registration, but interpreting this figure would be fraught with difficulties, since registration is highly selective in that it is likely to be a function of the perceived effectiveness of the centres in job placement.
- The ratio of the number of job placements to the number of job seekers, an indicator of government effort in matching seekers with work. This would be a dynamic output indicator, but suffers the same problem of interpretation.
- The number of employment centres (currently 62), which would track progress towards more complete registration, and represents effort by government to address employment. The actual role of these centres needed to be better understood.
- The employment created by the 250 enterprises supported and closely monitored by a USAID-funded programme. These are assisted enterprises, however, and thus not representative.

There are two major sources for a thematic study on employment: the 2000 Labour Market survey, and the planned 2003 CWIQ, which contains a section on employment, and covers underemployment as well as (un)employment. The output of such a study will be a better understanding of the links between growth and employment, as well as proposals for appropriate indicators to be included at a later stage. The NIPMG should develop an approach to this issue. This should take into account the complexity of labour markets in Ghana.²⁸ In the meantime the number of functioning employment centres has been adopted as a simple output indicator.

Apprenticeship and Training

Providing an enabling environment for private sector creation of apprenticeships and training places, together with the public sector effort by agencies such as NBSSI, GRATIS and CIBA was felt to make an important contribution to poor people's chances of better employment. It was widely felt that this area of government endeavour should be represented in the indicators. However, no easy indicator is currently available: the NIPMG will have to work out the best approach to this important issue.

Land

The other much debated topic was land. There were two propositions here: greater security of land tenure was critical for pro-poor growth, and more effective rural land registration would facilitate agribusiness development and the greater employment and demand for products generated by rural economic growth. However, land tenure issues are extremely complex in Ghana, systems are varied across the country, and links to investment, growth and poverty reduction are poorly understood. There was a concern that negative effects of existing and proposed measures are not well enough understood. The GLSS will report on an outcome indicator in 2005 – access to land, which can be disaggregated by income group, gender, region – but it would be extremely useful to develop a more related dynamic input/output indicator. A thematic

²⁸ Wily, L., Hammond, D. and Kasanga, K. (2001) *Land security and the poor in Ghana: is there a way forward?*, Accra: DFID Ghana Rural Livelihoods Programme

study would be tasked with identifying appropriate indicators, whose interpretation can be managed.

5.5 Human resource development

These were the most straightforward indicators as the Health and Education sectors have a well established M&E programme and capacity. Much effort has gone into selecting a balanced, GPRS goal-related set of indicators in each case (Table 5.4).

Education

The proposed education indicators sparked strong debate on the following issues:

- The accuracy of the Ministry's data on basic indicators was challenged by experts: it was suggested that data collected under a UNICEF supported project in Upper East and the Afram Plains should be used to verify national data.
- Retention was considered as important as enrolment.
- Net enrolment is the international indicator – this is monitored by the Ministry, but Gross enrolment is what is widely discussed in Ghana.
- The medium term Priorities emphasise pre-school education: in pre-school benefits deprived communities, this was widely considered to support the retention of children from poor households through school.
- The basic education data need to be adjusted for the new population figures based on the 2000 Census. This is important as the population has been growing less rapidly than projected.
- The use of school tests (Criterion Reference Test and Performance Monitoring Test) were considered problematic: they measure use of English as much as anything else, and are therefore inherently biased against the poor. A thematic study was suggested to explore what the CRT and PMT actually do measure in practice and whether it is relevant.

Health

The health indicators were by and large uncontroversial. However, there were debates about the balance between child and adult focused indicators, with the initial list being seen as too child focused. Maternal mortality was considered very important but was not included for the time being as there are two very different sets of data; an output indicator was selected as a proxy. A national survey (18,000 households) will be carried out in 2003 which will produce an authoritative baseline.

Malaria was also considered important, but the outcome data on malaria (hospital case fatalities) does not adequately capture the extent of the disease or the impact of this, Ghana's major killer. Discussions are continuing about an intermediate indicator (expenditure inputs, bed net availability/use, public health measures etc), and the NIPMG needs to investigate whether and when improved outcome data will become available. Given the significance of malaria in Ghana, the NIPMG should give urgent attention to this matter.

Water and sanitation

Both improved water and sanitation were important to poverty reduction, so a balance of indicators was sought. The key aspect of 'safe' water was problematic as covered ('safe' according to international definitions) and uncovered wells are currently not differentiated in surveys and censuses. This change needs to be made before the indicator really measures access to 'safe' water.

Access is one thing, utilisation and reliability are also key issues. However there is currently no reliable data to capture these. It would be good if the MDAs involved commissioned work to establish how these aspects could be monitored.

5.6 Vulnerable and excluded

It was considered that this aspect of the GPRS needed further work. The NIPMG should be assembled early to begin this work. The major issue was how to combine the monitoring of programmes addressed to the needs of the vulnerable and excluded groups identified in the GPRS, with across the board monitoring of the inclusion of these groups in mainstream development processes.

A number of overarching indicators emphasise the extremely poor. The indicators in Table 5.5 largely capture a few key processes/inputs, and outputs affecting the vulnerable (women and children) and excluded (people with AIDS). The NIPMG needs to review the thematic area, programmes both across the board and special which address needs, and develop a slightly broader set of indicators to monitor these adequately.

In terms of measuring outcomes for the excluded, the inclusion of a panel in the next GLSS would be extremely useful to capture those who may be persistently left out of current development processes and thus chronically poor, and begin to analyse why this might be.

5.7 Governance

This is a new area in the development of indicators.²⁹ Few MDAs in this field had ready made sets of indicators. Most were absorbed by the strategic plans for capacity development, and proposed a whole raft of indicators demonstrating increased capacity. These will be extremely useful at MDA level, as these MDAs begin to carry out more systematic M&E. From these the design team has selected a short list (Table 5.6). However, some key services are currently largely missing: the police and the courts, for example.

Some stakeholders have requested that the implications of adopting a human rights framework for the governance thematic area be further explored: however, this is an issue for policy development rather than the M&E system. The NIPMG needs to meet early and consider both the short and long lists of indicators, and decide how to take the thematic area's M&E processes forward.

²⁹ See UNDP Human Development Report 2002.

Table 5.4 Human Resource Development

Education

Indicator	Technical definition of indicator	Justification	Recommended source Organisation & publication	Frequency	Disaggregation	Availability of baseline data	Issues still to be resolved or comments
Outcome indicators							
Gross enrolment ratio in pre-school and basic schools (primary/JSS)**	Measure of the proportion of children of pre-school and school-going age who are actually in school. Provides information on whether the number of pupils are increasing or decreasing	Basic measure of participation. Satisfies constitutional requirement Pre-school component is pro-poor and captures equity in education HIPIC trigger for girls in primary schools	EMIS (MOE)	Annual	Regional, District, Sex (boys/girls)	Available	Net Enrolment Rate also available from EMIS (for MDG)
Output indicators							
Survival rate to P6 and JSS 3**	Proportion of pupils in basic schools who actually remain and complete school after enrolment	Measures of retention of pupils in basic schools (primary/JSS)	As above	As above	As above	As above	Survival to P5 also available from EMIS (for MDG)
Percent of deprived basic schools (primary/JSS) improved, with emphasis on the 3 Northern regions* & **	For the GPRS, a deprived school is one that lacks basic infrastructure (blackboards, roofing, furniture, toilet facilities, classrooms etc.)	Measure of the availability of educational facilities at the basic level. Key HIPIC trigger.	EMIS (MOE)	Annual	Regional District	Available	-
Percent of trained teachers in pre-schools and basic schools (primary/JSS)**	Minimum qualification of post-secondary Teacher's Certificate	Key measure of quality of education	EMIS (MOE)	Annual	Regional District Sex (Male/Female)	Available	-

Health

Indicator	Technical definition of indicator	Justification	Recommended source Organisation & publication	Frequency	Disaggregation	Availability of baseline data	Issues still to be resolved or comments
Impact/Outcome indicators							
Reduction in the reported cases of Guinea worm**	Reported cases of Guinea worm infection	A key target of GPRS to ensure eradication of the disease.	MOH Annual Reports	Annual	National, endemic area	Available	Good data supported by community surveillance in endemic areas
Output indicators							
Immunisation coverage (DPT3)**	Adequate vaccination coverage of children under one year of age. A child is considered to be adequately immunised after receiving 3 doses of vaccine (DPT)	This indicator is strongly correlated to child survival and hence infant mortality	GDHS (GDSS) MOH Annual Reports	4-yearly Annual	As above	Available	Includes measles (MDG indicator)
Proportion of supervised deliveries	Proportion of pregnant women who received professional assistance during delivery	Key component of Ghana Reproductive Health Programme. Ensures favourable birth outcomes for mother and child. Directly linked to infant and maternal mortality (GPRS targets)	GSS (GDHS) GSS (CWIQ)	4-yearly Periodic	Regional Residence (Rural/urban) As above	Available As above	-
			MOH Annual Reports	Annual	Regional District	Available	
Input Indicators							
Percent of total government expenditure on health increased from 5.7% 2000 to 7% by 2004	Consists of recurrent and capital expenditure from government budget.	Directly linked to the provision of quality health services to the population . HIPIC trigger	MOF MOH	Annual	Regional	Available	Is this increase enough to reach GPRS targets or MDGs?
At least 10% increase in the amount budgeted for exemption fees	Pro poor and vulnerable indicator. Measure equity in health outcomes through protecting the poor.	As above	As above	As above	Available	-	

Water and Sanitation

Indicator	Definition	Justification	Recommended source Organisation & publication	Frequency	Disaggregation	Availability of baseline data	Issues still to be resolved or comments
Outcome indicators							
Percent of household with access to safe water	Share of rural and urban populations with reasonable access to an adequate amount of safe water (excludes uncovered wells).	Significant to lowering infant and child mortality. Strongly associated with poverty. Key HIPIC trigger	CWIQ (GSS) GLSS (GSS) CWSA GWCL	Periodic 4-yearly Annual Annual	Regional, Rural/urban, poverty and gender Regional, Rural/Urban, poverty and gender Region, District As above	Available As above As above As above	Surveys and reports need to exclude uncovered wells from the measure of safe water.
Percent of households with access to adequate toilet facilities (flush or KVIP)	Share of rural and urban households with access to flush toilets or KVIP.	Measure of general hygiene and quality of life. Linked to the incidence of most communicable diseases and a useful measure of health.	CWIQ (GSS) GLSS (GSS)	Periodic 4-yearly	Regional, Rural/Urban. As above	Available Available	-
Output indicator							
Number of new functional water systems (boreholes, wells, pipes etc.) constructed**	Water systems consists of boreholes, hand-dug wells, water pipe etc. constructed to produce water.	Indicates the availability of infrastructural facilities for safe water production	CWSA GWCL	Annual Annual	Regional, District As above	Available Available	-
Process Indicator							
The number of functional Water and Sanitation Boards; District Water and Sanitation Committees; Community Water and Sanitation Committees.	Boards in place, hold meetings, produce plans	Important for ensuring long-term sustainability of water and sanitation projects	CWSA GWCL	Annual Annual	Regional, District As above	Available	Definition needs further work.

Table 5.5 Vulnerable and Excluded

Indicator	Technical definition of indicator	Justification	Recommended source	Frequency	Disaggregation	Availability of baseline data	Issues still to be resolved or comments
			Organisation & publication				
Outcome indicator							
HIV Prevalence**	Number of pregnant women who are reported as sero-positive	HIV/AIDS undermines capacity of working age adults to provide for their families	Ghana Aids Commission	Annual Survey	To regional level, age and gender	Baseline of 2000 [4.3% national average]	22 sites across the country
Output indicators							
Drug based treatment available for people with Aids	Number of AIDS patients prescribed anti-retroviral drugs through national health service	Multiple effects: prolongs and improves quality of life for individuals and improves situation for families; gives incentive to let people (eg partners) know, and reduces stigma.	MoH, National AIDS Control programme Ghana Aids Commission	Annual report	By hospital and health unit, region and district; gender disaggregated	Currently only available through private medicine (ie 0 availability)	GoG planning to import anti-retroviral drugs through WHO suppliers until 3 local pharmaceutical companies start production
Adequate security and protection for women and children***	Number of cases reported to WAJU, CHRAJ, NADMO, Department of Social Welfare and Community Development. Cases include: child maintenance, child abuse, custody, paternity, domestic violence, incest, defilement, wife battering.	Measures confidence of women and children and the public in key security institutions	WAJU, GHRAJ, NADMO, Social Welfare Department	Annual reports	By region. By women/men and children/age	Not available: NDPC will need to create baseline	Baseline needs creating
Input Indicator							
Budgets available to institutions caring for vulnerable and excluded***	Volume of financial resources available to local level care institutions per full time equivalent 'inmate'	Existing institutions unable to care adequately for orphans, disabled, battered women, abused children, juveniles in custody	MoF Prison Service Social Welfare and Community Development Department	Monthly reports Annual reports	By service (Prison, Social Welfare etc), and by region. Institutions divided into client categories: women, children, disabled etc	Baseline needs to be calculated from reports	List of institutions to be monitored needs to be drawn up
Process Indicator							
Appropriate indicators developed to monitor change in well-being of vulnerable and excluded, across the entire GPRS	NIPMG discusses and reports on indicators representing change in women and children's rights	Vulnerability and exclusion at heart of poverty. Not well mainstreamed across the GPRS.	NDPC	Completed by September 2003	N/a	No indicators operational currently	-

Notes

Indicators monitoring change in vulnerability and exclusion need to be mainstreamed across the GPRS thematic groups. Issues/sub-sectors would include:

- Markets for micro-enterprise. Schemes to train people, and provide credit in deprived areas often run up against marketing problems.
- Road network in deprived areas. Affects markets for goods produced and prices.
- Irrigation in major 'kayaye sending' areas (6-7 districts). Measures potential for dry season occupation.
- Social protection – health fees exemption.
- Representation of vulnerable groups (as defined in the GPRS) in education.
- Women in the workforce. Progressive Human Resource Management strategies. Training, promotion, leadership opportunities.

Progress in mainstreaming the inclusion of vulnerable and excluded people will be led by the NIPMG for the Vulnerable and Excluded.

Table 5.6 Governance

Indicator	Technical definition of indicator	Justification	Recommended source Organisation & publication	Frequency	Disaggregation	Availability of baseline data	Issues still to be resolved or comments
Outcome indicator							
Level of perceived corruption in key GPRS functional areas	To be developed	Scarcity of resources available gives priority to minimising waste.	Centre for Democracy and Development: regular survey	??	By service/functional area; by region and gender of respondent	?? date of last survey	This indicator needs further definition
Output indicators							
Government expenditure reports published*	Number of MDAs and DAs functional expenditures included in reports on cash expenditures and commitments in government gazette	Transparency requires publication; link to outputs only possible on basis of reports on expenditure	Government gazette; NDPC to monitor	Monthly	N/a	Reports currently not published (?)	Does the legal framework for this reporting framework exist?
Local safety and security institutions in place	% of the population with police or neighbourhood watch system in the area	Security of great importance to poor; strong emphasis in MTPs	GSS - CWIQ	2002/3	Down to district level	Previous CWIQ [confirm]	Safety institutions could include Community Fire Squads. CWIQ would need to be amended to capture this. (Fire service may also measure this.)
Dissemination of parliamentary debates on poverty and development***	Number of public and private TV and radio stations reporting parliamentary debates on poverty and/or development for more than x hours per year (x=10 for FM stations; ?? for public TV and radio)	Information dissemination about government's policies on poverty reduction and development critical to accountability; also measures parliament's contribution to awareness	Parliament Centre for Development and Democracy?	??	By region	Currently [?3] FM stations and 2 TV stations report parliamentary debates on poverty and development for >10 hours	Aspects of definition need further work.
Utilisation of legal aid services***	Number of clients using legal aid service	Measures coverage of the service	Legal Aid Board	Annual reports	By region. By gender of client.	Needs to be constructed	-

Indicator	Technical definition of indicator	Justification	Recommended source Organisation & publication	Frequency	Disaggregation	Availability of baseline data	Issues still to be resolved or comments
Input Indicators							
Functioning electronic expenditure tracking system*	Electronic information system installed in MoF (CAGD) and key ministries	Accountability can only be enhanced with better information about allocation and disbursement at all levels	MoF/IMF Mission Reports Auditor General	??	N/a	No system functioning in 2002. Tracking system operational from 2003.	-
Composite budgets developed and submitted*	Number of districts submitting composite budgets	Composite budgets represent a more efficient use of scarce resources at local level	MoF MLGRD	Annual reports from 2004 [?]	Region	No composite budgets in 2002	Assumes Local Service Bill submitted to Parliament*, passed and implemented. Process expected to be complete by 2004
Process Indicators							
Policy feedback from M&E system**	Number of actions (reviews, letters, legal documents) taken by OOP or Parliament based on GPRS M&E reports which link expenditure inputs to outputs	Basis for accountability of government to the public	NDPC Quarterly monitoring bulletins	Quarterly	By functional area	No reports produced in 2002.	Need to establish SEND's plan for HIPC Watch outputs

5.8 Other considerations

Baselines

The year of availability of baseline data is mentioned in the indicator tables. For some indicators, such as those below for health and education, baseline figures are given, though they might be presented and changes analysed in more disaggregated form. For others the baseline figure will be given when the indicator is first reported.

Table 5.7 Baseline for Education Selected Indicators

Indicator	National baseline	Extent of disaggregation	Relevant base year	Data source(s)
Gross enrolment ratio in primary	78.6 percent	Region District Sex	2001	EMIS (MOE)
Gross enrolment ratio in JSS	60.9 percent	Region District Sex	As above	As above
Percent of trained teachers in primary schools	68.6 percent	Region District Sex	As above	As above

Table 5.8 Baseline for Selected Health Indicators

Indicator	National baseline	Extent of disaggregation	Relevant year	Data source(s)
Infant mortality rate	57 per 1000 live births	Rural/urban Region Mother's education	1998	GDHS (GSS)
Percent of children under five malnourished	26 percent of children stunted	Rural/urban Region Mother's education Child's sex	1998	GDHS (GSS)
Immunization coverage (DPT3)	67.6 percent	As above	As above	As above
Proportion of supervised deliveries	44 percent	Rural/urban Region Mother's education	As above	As above

The GPRS Core targets

Of the 18 core and supplementary indicators listed in the GPRS (page 35-36) 11 are included in the monitoring indicators, but several of these do not change annually. The other 7 can all be accessed easily. A short report on all these targets will be submitted annually, as part of the annual progress report.

The HIPC triggers

Table 5.9 lists the HIPC triggers, and shows how they have been incorporated (or otherwise) in the core indicators. This indicates a high level of incorporation. A separate report on the HIPC triggers will be written in March each year.

The Millennium Development Goals

Table 5.10 lists the Millennium Development Goals, and the 39 indicators³⁰ developed to monitor progress towards them. It enumerates the indicators in the proposed core list for the GPRS which relate to these MDG indicators. 13 out of 39 MDG indicators are covered in the GPRS core list. Of these 4 would require some recalculation to fit the MDG indicator exactly. Additionally 14 MDG indicators can easily be recovered from existing information systems. Thus NDPC will be able to report on 27 out of these 39 indicators. This will require a special annual report, which will be produced in June each year, for the previous year.

³⁰ There are 48 indicators in total, but the remaining 9 indicators apply at international level.

Table 5.9 HIPC Triggers and GPRS Monitoring and Evaluation

HIPC Trigger	GPRS M&E (Indicators in “ ”)	Comment
Preparation of a full PRSP and satisfactory implementation for at least one year as evidenced by the joint staff assessment of the country's annual progress report	Annual progress report to be presented by NDPC to GoG in March every year, starting March 2003.	Full PRSP prepared. Quality of implementation will be assessed in March 2003 Annual Report.
Macro-economic stability. Continued maintenance of macro-economic stability as evidenced by satisfactory implementation of the PRGF-supported programme.	5 Indicators for macro-stability included.	PRGF will be monitored independently.
Use of budgetary savings in priority areas and monitored. Information published in time for an annual public hearing as an input to annual progress report on GPRS.	Public review of GPRS to be held through public meetings across the country and direct feedback to NDPC (including electronically). Costed as part of GPRS M&E	Public review needs to be thought out and arranged. Regions to organise meetings in 2003, with inputs from DAs; and DAs to organise meetings directly from 2004, with inputs from CSOs.
Governance		
Procurement reform. Regulatory and oversight body to implement new procurement code established.	Not included in selected GPRS indicators, but the process will be monitored.	Link to GPRS goal obscure. Pure efficiency indicator. Was not proposed as a GPRS indicator.
Internal audit. Operational internal audit capacity established through full staffing of existing internal audit positions	Not included in selected GPRS indicators, but the process will be monitored.	Could still be included in governance indicators. Was not proposed as a GPRS indicator.
Public expenditure management		
Reports on cash expenditures and commitments by MDAs published monthly in government gazette following implementation of new reporting system	'Number of MDAs and DAs functional expenditures included in reports on cash expenditures and commitments in government gazette'	-
Electronic expenditure reporting system installed in MoF, CAGD, and at least two key sector ministries	'Electronic information system installed in MoF (CAGD) and key ministries'	-
Decentralisation of government functions		
Devolution of responsibilities to local districts, as evidenced by (i) submission to Parliament of a Local Service Bill; (ii) development of district composite budgets in pilot districts	'Number of districts submitting composite budgets'	This GPRS indicator requires the submission of the Local Service Bill.

Education		
Primary Gross enrolment rate for girls increased from 72% in 2000 to 74% in 2004	'Gross enrolment ratio in pre-school and basic schools (<i>primary/JSS</i>). Measures the proportion of children of pre-school and school-going age who are actually in school'	Indicator is broken down by region, gender and age group.
The share of the three northern regions in the construction/rehabilitation of primary classrooms increased from 20% in 2001 to 30% in 2004	'Percent of deprived basic schools (<i>primary/JSS</i>) improved, with emphasis on the 3 Northern regions A deprived school is one that lacks basic infrastructure (blackboards, roofing, furniture, toilet facilities, classrooms etc.)'	-
Health		
The percentage of households with access to safe water in rural areas increased from 40% in 2000 to 46% in 2004	'Percent of household with access to safe water, ie the share of rural and urban populations with reasonable access to an adequate amount of safe water (excludes uncovered wells).'	Further work needed to define 'reasonable' access
Health expenditures increased from 5.7% in 2000 to 7% of total government expenditures in 2004	Covered by macro-stability indicator '% of budgetary resources to disbursed to priority GPRS functional areas (Infrastructure, Economic Services, Social Services and Public safety)' And: 'Change in the amount budgeted for exemption fees'	Monitoring health expenditure alone does not give an adequate picture of whether this contributes to pro-poor growth, or accelerated poverty reduction. Hence addition of exemption fees. Not clear that target will enable other GPRS targets or MDGs to be achieved.
Energy		
Automatic price adjustment mechanism in place	Not included in GPRS, but the process will be monitored.	This has practically been implemented. The final adjustment is expected in March 2003. Memo before Cabinet for consideration.
A strategy for full economic pricing in the electricity sector, including lifeline pricing to ensure affordability for low income users	Lifeline pricing for electricity sector in place and implemented	-

Table 5.10 Millennium Development Goals and Indicators compared to and GPRS Indicators

Millennium Development Goals and Indicators	GPRS Monitoring and Evaluation: Core Indicators
Goal 1: Eradicate extreme poverty and hunger	
1. Proportion of population below \$1 per day (PPP-values)	Poverty Incidence: households unable to meet minimum nutritional and non-food needs
2. Poverty gap ratio [incidence x depth of poverty]	Can be easily calculated
3. Share of poorest quintile in national consumption	Ditto
4. Prevalence of underweight children (under-five years of age)	% of children under five years whose weight for age is less than two standard deviations from the median of the reference population
5. Proportion of population below minimum level of dietary energy consumption	Extreme Poverty incidence: Households unable to meet minimum nutritional requirements
Goal 2: Achieve universal primary education	
6. Net enrolment ratio in primary education	Gross enrolment ratio in pre-school and basic (primary and Junior Secondary). Ministry of Education measures NER.
7. Proportion of pupils starting grade 1 who reach grade 5	Survival rate to P6 and JSS 3
8. Literacy rate of 15-24 year olds	Not included
Goal 3: Promote gender equality and empower women	
9. Ratio of girls to boys in primary, secondary and tertiary education	Gross enrolment in primary and junior secondary by gender; survival rate by gender. Ministry of Education monitors ratios for secondary and tertiary.
10. Ratio of literate females to males of 15-24 year olds	Not included
11. Share of women in wage employment in the non-agricultural sector	No reliable data at present
12. Proportion of seats held by women in national parliament	Can easily be calculated
Goal 4: Reduce child mortality	
13. Under-five mortality rate	Not included. Monitored by Ministry of Health
14. Infant mortality rate	Infant mortality rate
15. Proportion of 1 year old children immunised against measles	Immunisation coverage (DPT3)
Goal 5: Improve maternal health	
16. Maternal mortality ratio	Not included at present: two widely divergent data sources. Survey to be carried out in 2003.
17. Proportion of births attended by skilled health personnel	Proportion of supervised deliveries
Goal 6: Combat HIV/AIDS, malaria and other diseases	
18. HIV prevalence among 15-24 year old pregnant women	HIV prevalence: Number of pregnant women [of all ages] who are reported as zzero-positive
19. Contraceptive prevalence rate	Monitored by Ministry of Health
20. Number of children orphaned by HIV/AIDS	No good data: thematic study proposed to establish baseline.
21. Prevalence and death rates associated with malaria	Currently no good data is available. A decision on the indicator is an urgent task of the Human Resource Development Thematic Group

22. Proportion of population in malaria risk areas using effective malaria prevention and treatment measures	Not included, but information exist at MOH
23. Prevalence and death rates associated with tuberculosis	Not included, but information exists at MOH
24. Proportion of TB cases detected and cured under DOTS (Directly Observed Treatment Short Course)	Not included, but information exists at MOH
Goal 7: Ensure environmental sustainability*	
25. Proportion of land area covered by forest	Not included, but information exists at Ministry of Forestry
26. Land area protected to maintain biological diversity	Not included, but information exists at Ministry of Forestry
27. GDP per unit of energy use (as proxy for energy efficiency)	Not included
28. Carbon dioxide emissions (per capita)	Not included
29. Proportion of population with sustainable access to an improved water source	Percent of household with access to safe water
30. Proportion of people with access to improved sanitation	Percent of households with access to adequate toilet facilities (flush or KVIP)
31. Proportion of people with access to secure tenure	No good data: thematic study proposed to establish baseline.
Goal 8: Develop a Global Partnership for Development*	
40. Proportion of ODA provided to help build trade capacity	Not available
41. Proportion of official bilateral HIPC debt cancelled	Not included; available
42. Debt service as a percentage of exports of goods and services	Not included; available
43. Proportion of ODA provided as debt relief	Not included; available
45. Unemployment rate of 15-24 year olds	Not included. Thematic study proposed to establish meaningful baseline
46. Proportion of population with access to affordable essential drugs on a sustainable basis	Not available. Indicator needs definition.
47. Telephone lines per 1000 people	Not included; available
48. Personal computers per 1000 people	Not available

Information system³¹

Introduction

The GTZ-supported M&E software PlanInfo was developed to support the monitoring and evaluation of the Vision 2020 strategy and was to be used by NDPC, PPMEDs of MDAs, RPCUs and DPCUs. Since the suggested M&E procedures and information flows for Vision 2020 are similar to those required for the GPRS, it is expected that the system can be effectively utilized for GPRS without substantial modifications. In particular, the structure of the PlanInfo system is based on the LogFrame approach as is the requirement of the GPRS M&E system.

Integration Requirements

Interviews held with key MDAs to determine the integration requirements with existing relevant data sources established that there are mixtures of both manual and computerized M&E systems at the ministries and district assemblies. The basic observation is the fact that there are no standard M&E systems. This, however, provides an opportunity for MEPRC/NDPC to provide the lead in defining a coordinated approach to support the monitoring and evaluation of the GPRS.

MEPRC/NDPC will make a presentation of the modified system to MDAs in 2003. If they wish to buy in to it, arrangements will be made for training and installation. The costing of GPRS M&E assumes that some Ministries will adopt the system during the period 2002-4.

A National Expenditure Tracking System (NETS) has been developed to capture all sources of Public Sector Funds and expenditure. The system is currently being tested at a few MDAs in Accra and is to be rolled out in the future to cover all the 110 district assemblies. The NETS will serve as a useful linkage for the monitoring (at least expenditure – inputs) of the implementation of the GPRS when the harmonization of the GPRS format with the MTEF budget format is complete.

Scope of Software Modifications

The PlanInfo developed for the monitoring and evaluation of the Vision 2020 strategy needs to be modified to meet the needs for the M&E of the implementation of the GPRS. The modified PlanInfo needs to support:

- The seamless integration of project data from the NETS. This will ensure that the GPRS which is to be mainstreamed into the MTEF can be effectively monitored and evaluated. Thus PlanInfo needs to be modified to support the 33 digit account codes which are the chart of accounts for GoG systems.

³¹ This chapter is as yet unfinished. It will examine linkages with existing MDA MIS, eg EMIS, HMIS, and linkages with the GSS data. It will also elaborate staffing and infrastructural requirements. For details see Background Paper 10.

- The capture of district profiles to serve as baseline data that will facilitate the review of the progress made under the GPRS at the district level.
- The enhanced multi-dimensional reporting capabilities for effective analysis of data.

A summary of the user requirements are presented below.

Requirement	Impact
Ability to support GoG chart of accounts structure - 33 digit code	New feature
Ability to analyse data on national, regional and district level - aggregate and disaggregate data	Needs to reflect new 33 digit coding
Ability to collate and analyse data on gender, admin units, urban-rural, geographical.	Needs to reflect new 33 digit coding
Ability to track objectives through to detailed activities - <i>Program, Project, Activity, Output</i>	Needs to reflect new 33 digit coding
Ability to monitor project cost in the following key areas (MDAs, Districts) - <i>Project cost</i> - <i>Source of funding (GoG, Donor, IGF)</i> - <i>Expenditure Committed – date of funding receipt</i> - <i>Expenditure actually incurred</i>	Needs to reflect new 33 digit coding
Ability to track fund (eg. HIPC) utilization on specific projects	Needs to reflect new 33 digit coding
Ability to integrate data from software application developed on other platforms, eg NETS, BPEMS, etc.	Needs to reflect new 33 digit coding
Ability to undertake variance analyses between planned activity level/targets and actual activity level/targets	Needs to reflect new 33 digit coding
Ability to track projects that cut across more than one district	Needs to reflect new 33 digit coding
Ability to track status of projects under implementation: - <i>beginning, ongoing, completion</i>	Needs to reflect new 33 digit coding
Ability to maintain database Core Indicators and attributes	To reflect new core indicator attributes
Ability to maintain database District Poverty Profile	To modify existing profile
Ability to support reporting in multi dimensions: core indicators, time periods, geographic areas, thematic areas, sectors, etc.	Needs to reflect new coding
Ability to support reporting in multiple formats: tables, graphs, maps, customized reports to support analysis.	Enhanced capability will be required

Time scale for modification

The software development team is required to complete the modifications by 30 December 2002. Testing in 2 pilot districts, MLGRD, and one other Ministry, which does not have a software based MIS, will take place in January 2003.

GPRS M&E and other Information Systems

MDAs and GPRS M&E

With the exception of the Ministries of Health, Education and Food and Agriculture, structured M&E units (PPMEDs) in most MDAs are yet to be created or where they exist, are too loose and weak to make them functional. Low budgetary allocations stemming from low priorities given to M&E activities have prevented these PPMEDs from being viable and effective in monitoring the sector ministries' projects and

activities. For the most part, individual project leaders monitor such projects and activities from their respective desks.

In the MDAs that have sufficient M&E capacity, it is not intended that the NDPC M&E system be imposed on them. However, most of the Heads of the M&E units that do not have sufficient capacity expressed the hope that their departments would adopt the NDPC system along with the software (PlanInfo) as a basis for developing their own M&E processes and strengths.

National Expenditure Tracking System (NETS) and GPRS M&E

NETS has the potential to serve as a useful linkage for monitoring (at least expenditure – inputs) of the implementation of the GPRS, provided the costing structure of the GPRS is harmonised with the MTEF budget format. To achieve an effective linkage the following constraints have first to be overcome.

- (a) The MTEF budget does not extend over the objective level, which consequently limits the NETS to the same level. It is however expected that the Budget and Expenditure Management System (BPEMS) will provide greater detail³².
- (b) The NETS does not facilitate Project Monitoring as its focus is on the expenditure outlay.
- (c) Data provided by NETS is limited in depth and as such does not facilitate analyses at the district levels. PlanInfo can be modified to address this issue.
- (d) Codes are not uniform across districts in the NETS. It is therefore not easy to collate all activities in a particular district automatically. The 33-digit code will address this issue.

It is critical that both PlanInfo and NETS interface through the coding system, otherwise a lot of manual work will have to be undertaken.

GSS and GPRS M&E

Many GSS surveys, together with information derived from population and housing censuses, provide most of the core poverty indicators covered in the GPRS, including baseline indicators. Surveys such as the CWIQ, the DHS the GLSS and price and macroeconomic measures, capture information on factors such as changes in living standards; access use and satisfaction with basic social services; infant, child and maternal mortality and education enrolment rates. These can be used for monitoring outcomes and impacts of programmes and projects implemented under the GPRS.

GSS will make its databases available for the purpose of tracking the GPRS indicators. However, for this to be possible, proper arrangements and procedures must be put in place to facilitate timely access to the right database. The prime linkage to GSS systems is through the Poverty Measurement and Welfare Monitoring Unit. It is from here that the CWIQ, GDHS and GLSS surveys are co-ordinated, and the base where the data collected is housed. The following arrangements are recommended:

- (a) The Welfare Monitoring Unit should be linked with the NDPC M&E Team for the purpose of tracking indicators for the GPRS. This may be accomplished by the

³² BPEMS is a system that will provide the base data across sectors from national to district levels needed by the MERPC/NDPC to monitor the implementation of the GPRS. It is important to note that once it is rolled out the NETS will be abandoned. It is envisaged that the BPEMS will be rolled out by the end of 2003

secondment of some key personnel at the Welfare Monitoring Unit to the GPRS M&E Team.

- (b) The GPRS M&E software (PlanInfo) should be installed and linked to the system at the Welfare Monitoring Unit.
- (c) Training should be provided to the Welfare Monitoring personnel to enable proper oversight of the capture of core poverty indicators into the PlanInfo, as well as the incorporation of recommended indicators into survey instruments (this is further discussed in Background Paper 10).

Analysis and research capacity

Introduction

Key roles of analysis include:

- Analysis of monitoring information to be done by the NDPC M&E Division with some external inputs from a small team of experts (1 per thematic area, recruited from research institutes or the private sector and given retainer contracts for 3 years, with a 1 year trial period)
- Timely analysis of GSS survey material: by GSS (enhanced capacity needed to commission policy analysts)
- Design and implementation of impact assessments, thematic studies, evaluations, and participatory studies
- Integration and synthesis (via Quarterly Bulletins, Annual Reports in March each year). Some analysis by staff within the NDPC M&E Division with contracted inputs from external analysts (e.g. for inputs into annual reports, evaluations etc.)

This Chapter is based on Background Paper 7.

Analysis of monitoring information

Monitoring information will be reported on in Quarterly Bulletins and Annual Progress Reports. Primary analysis will be undertaken by the NDPC M&E Division, GSS Poverty and Welfare Monitoring Unit, PPMEDs and other information supplying units (eg CAGD/MoF). For reporting purposes NDPC will initially need technical support from specialists in order to make sense of movements in sets of related indicators, and in order to synthesise monitoring information. Annexes 7.1 and 7.2 present information on the analytical capacity available in Ghana to support the entire GPRS M&E process. This was based on organisational capacity statements presented to the design team. There were several organisations with capacity which did not present statements, however (Annex 7.2 Table 2), which means that the information base is as yet imperfect. It is recommended that the NDPC M&E Division complete the task by chasing up this information.

Timely analysis of GSS surveys

GSS capacity to carry out good quality household surveys and economic statistics is important, significant, and the basis for much of the analytical work which is possible in Ghana. GSS's provision of GLSS and CWIQ data sets on CD-ROM has been very useful to this end. Analysis of data is a relatively weak aspect of its work, however, and is often contracted out or carried out by external researchers. It is highly important that researchers' access to data continues. This mechanism could usefully benefit from the establishment of an access policy. The Poverty Measurement and Welfare Monitoring Unit of GSS will need to work with NDPC M&E Division, with advice from the SSWGs³³, to identify what data analysis for the GPRS M&E process can be undertaken by GSS staff and what needs to be contracted out. Where work is contracted out, we suggest a 3 stage model:

- GSS to provide advice and collaboration within teams led by research consortia

³³ The Statistics Sectoral Working Groups (SSWG) within the National Advisory Committee of Producers and Users of Statistics (NACPUS) will be able to provide advice on sources of statistics and user-friendly ways of presenting statistics (see Background Paper 10 for more information about the SSWGs) for each of the five thematic areas in the GPRS.

- Descriptive statistics, correlations, modelling and complex statistical and econometrics analysis – contracted to bodies like ISSER, or IEA or CEPA, with GSS inputs where possible (for example)
- Narrative text based on the statistics/ econometrics, plus knowledge of the field and the Ghanaian and international research literature – competitive tendering process – contracts to be awarded to institutions submitting technically excellent proposals (within budget) in response to ToR from NDPC M&E Division

In depth analysis of GSS data by commissioned specialists should include an examination of the data for the correlates and causes of poverty. Well-being and poverty analysis should include a gendered analysis.

Design and implementation of impact and thematic studies.

These studies proposed in Chapter 4 will be contracted to organisations (or groups of individuals) with the relevant capabilities. The NDPC M&E Division, with support from the NIPMG, will draft terms of reference for each of the studies and receive and comment on output. Technical assistance will be provided by international consultants. In response to the ToR, interested research organisations, consultancy companies and NGOs (etc.) will be required to submit technical and financial proposals. The best results for many of the studies will be achieved by a lead organisation working in collaboration with specialist organisations and NGOs, in order to get the best mix of specialist disciplinary and sectoral knowledge, experience using a range of methodologies and access to stakeholders. Proposals will need to suggest the best mix of methods and personnel to deliver high quality results to time and within budget.

It is assumed that the GSS as a whole and the GSS Poverty Measurement and Welfare Monitoring Unit will have significant input into all the impact assessment and thematic studies. Their role will need to be negotiated, but might include: advice on the drafting of terms of reference, advice on the use of data and statistics within the studies, input into data collection through decentralised GSS staff, support in data analysis and the presentation of results.

Integration and synthesis

These skills will be required for regular report writing (Quarterly Bulletins, Annual Progress Reports etc – see Chapter 8) as well as for analytical studies and the GPRS evaluation (Section 4.4). Integration of quantitative and qualitative information is at the cutting edge of social science research, and is problematic, but capable of delivering significant insights. This will be an area where technical assistance is required on an occasional basis, to assist the definition of ToR, to assist with interpreting results for annual progress reports, and with issues of attribution.

8 Dissemination

8.1 Dissemination of GPRS and M&E Results

Rationale

Dissemination will be undertaken in a number of stages so that all stakeholders are kept properly informed about the GPRS, the processes of its implementation, its impact and outcomes. This dissemination sub-plan is for disseminating GPRS as well as the results of M&E. As explained in Chapters 1 and 2 these activities are mutually supportive. Disseminating the M&E results without adequate knowledge of the GPRS would not make sense.

Stage 1: Develop strategy & award contracts

A consortium of media advisors will be contracted, following a competitive tendering process. The consortium will be led by an NGO or consultancy company competent in project management, and will draw on expertise in radio FMs, the print media, academic departments, policy analysis units, consultancy companies and NGOs³⁴ in order to meet the information needs of all key stakeholders. It will report to the NDPC M&E Division.

The media consortium's first task will be to work with NDPC M&E Division to develop a dissemination strategy for the GPRS. The NDPC M&E Division will determine who will have access to different types of information. What information will be:

- for use solely by a given District Assembly or MDA?
- shared more broadly within Government?
- made available to academic and policy units?
- shared with the general public?

Once this is decided, the media consortium will advise on what formats should be used, and on scheduling.

Specific activities within the dissemination strategy may be contracted out to a range of Government and non-government bodies including National Commission for Civic Education (NCCE), and the Information Services Department of the Ministry of Information and Presidential Affairs. They can play a key role in the dissemination process at regional and district levels, if adequately resourced.

Stage 2: What is the GPRS?

During 2002 neither the public and civil society nor all parties within Government have been completely clear about what the GPRS actually means in terms of the source and amount of funding; the purpose of the GPRS; its role in changing budgetary priorities; and likely activities at the District level.

Government and civil society actors have undertaken a number of dissemination activities. The process must be completed, using:

³⁴ e.g. RUMNET (Rural Media Network), FMs, CORANET (Community Radio Network), Public Agenda, plus mix of academic/ policy analysis institutions (e.g. IEA, IDEG, CDD, etc.) and NGOs (e.g. CEDEP, SEND, ISODEC, CARE, ActionAid, Technoserve, Gender Studies & Human Rights Documentation Centre, national and regional NGO networks etc.).

1. Press Releases, to pass to:
 - national newspapers
 - specialist newspapers (e.g. 'The National Advocate' – produced by RUMNET – Rural Media Network; 'Public Agenda' produced by PA Communications.
 - CORANET (Community Radio Network)
 - the FM's (e.g. in the North – Radio Savanna [GBC] and Diamond FM, soon to be launched [private]; in the Upper East – URA Radio [GBC]; in the Upper West – Radio Upper West [GBC] and Radio Progress [private])
 - television stations
 - faith based organisations (e.g. MURAG, Christian Council of Churches, Christian Mother's Association etc.) who can in turn be encouraged to pass the information onto their membership, in an appropriate format
 - NGO networks (e.g. GAPVOD, Civisoc, Brong-Ahafo Network of NGOs; Mid-Ghana Network; Northern Ghana Network for Development (NetWork); Upper West Network of NGOs (UPNET)), to pass to their membership, who can also be encouraged to pass the information onto their membership
2. Advertisements/ public announcements - on television and radio and in newspapers
3. Identify individuals (in NDPC, line ministries and the Office of the President) who are willing and able to
 - write short articles on the GPRS for the popular press
 - appear on discussion programmes on the GPRS on FM radio and TV
4. Identify NGOs who can disseminate what the GPRS is and what it means at the community level – through public meetings held in District capitals (and other activities as appropriate)

Once established, this process can be used to disseminate M&E findings to the public.

Stage 3: How will the GPRS be implemented at the District Level?

Liaison between NDPC and District Assemblies on how the GPRS can and should be implemented at the District level is progressing, however NDPC must ensure that:

1. all Districts receive duplicate copies of the GPRS document and documents relating to budgetary priorities
2. discussions are held with all District Assemblies, and in particular planning officers and budget officers on how to adapt existing budgets and activity plans to take account of GPRS priorities
3. meetings are held to link NGOs working in specific Districts with District Assembly staff to attempt to increase co-ordinated planning, mutual transparency and greater operational efficiency (link with HIPC Watch initiatives)
4. meetings are held at District Assembly level (co-ordinated by Ministry of Local Government and Rural Development) to increase co-ordination of decentralised Line Ministry interventions and those under the control of the District budget and planning process

Stage 4: Dissemination of outputs from the GPRS M&E process

Different people have different information needs and want that information presented in a different form. A busy Minister or parliamentarian will not want to wade

through a 70 page report, but will want the key issues presented on a one page briefing document (or may prefer a verbal briefing). Academics may be distressed if they do not have access to the 70 page report! Some members of the general public may not be literate, or may find the terminology of Government documents off-putting (whether presented in English or the vernacular). In order to make information available to them, the key messages will need to be extracted and presented in an accessible form e.g. a poster, radio discussion programme, drama or public meeting. Expertise in the full range of dissemination modes is not commonly found within Government and will need to be contracted out to some of the institutions suggested above under 'Stage 2'.

Regular ***Quarterly Bulletins*** will be produced to present routine management information produced by PPMEDs and District Assemblies. The information will be analysed by the NDPC M&E Division (or contracted specialists) to find trends and issues of particular interest for wider stakeholder groups, and will allow comparison between Districts and MDAs and against target. Such analysis will help to identify constraints and process problems common to more than one reporting unit, and will identify priorities for capacity building and procedural change.

The editor of the Quarterly Bulletin will have to decide what indicators to track when. Some indicators change monthly, some quarterly, some annually, some multi-annually and some periodically. Normally indicators should be reported on when they change as stakeholders want to know when the news is fresh. However, some indicators may only make sense if reported at the same time, so editorial decisions will be required.

Quarterly bulletins will also keep stakeholders apprised of general developments in M&E, such as institutional developments (eg the establishment of the governance and advisory structures), related events (such as meetings of NACPUS or SSWGs), studies being commissioned or tenders awarded, personnel changes.

The Quarterly Bulletins will be distributed to:

- *the Office of the President*
- *feeding back to District Assemblies*
- *feeding back to MDAs via their PPMEDs*
- *other civil servants and government staff*

The success of the quarterly bulletins is central to the success of the GPRS M&E strategy. Special funding may be needed for the production and dissemination of the bulletins – at least for the first 3 years, until they have become institutionalised. Technical assistance will be needed during this period, during which there should be a full transfer to GoG, with plans for the long-term.

Each year in March a set of ***Annual Progress Reports*** will be produced. The GPRS Annual Progress Report will summarise the movements on all significant indicators during the year, and will be a more analytical report than the quarterly bulletins. It will also carry features on commissioned studies. Shorter Annual Progress Reports will be produced on the Millennium Development Goals and the HIPC triggers.

Other forms of dissemination include:

1. Regular internal reports/ memos (cross ministry³⁵, where possible), as appropriate.
2. Information presented in Quarterly Bulletins will be combined with the highlights from PM&E processes, and used as the basis for dissemination to civil servants, the general public and civil society. Sensitivity to the potentially fine line between dissemination and election campaigning or propaganda must be maintained, including through the use of ICTs (Information and Communication Technologies) (e.g. a Government Intranet, M&E databases).
3. The commissioned thematic and impact assessment studies outlined in Chapter 4 will be made available to the general public, and their key findings will be disseminated widely in a range of appropriate formats.
4. Contracts awarded to research institutions (etc.) will be required to contain budgeted dissemination activities, designed to reach key stakeholders. PPMEDs and NDPC will also be required to develop systematic dissemination strategies for any GPRS M&E activities that they undertake – to ensure that information is being presented in the best possible form for end-users.
5. Verbal forms of dissemination can be a useful way of cementing new ideas. Training activities and individual face-to-face briefings for government and non-government actors can be used to communicate the implications of findings for policy change and day-to-day management practice. These forms of dissemination may be undertaken by PPMED or NDPC staff or specified in research contracts. Alternatively, where appropriate, research output may be passed to a contracted training institution/ NGO and turned into a short tailor made course.
6. A Government/ Civil Society Committee will be established in order for parties to share findings from their M&E work at the District and sectoral and thematic level. Quarterly meetings, supported by the production of briefing documents and reports by both parties, will facilitate a flow of information, and provide a forum for discussions about differences in interpretation of findings. Such a fora will allow civil society and government to cement a constructive relationship over the implementation of the GPRS. Such meetings need not have substantial additional costs attached to them. A decision will need to be made within government as to whether allowances should be paid to participants (in addition to the reimbursement of minimal travel and accommodation costs for those coming from out of Accra). The administration connected with planning and hosting these quarterly meetings should be managed by the NDPC M&E Division. Briefing papers for meetings should be the bi-product of other systematic activities recommended within the GPRS M&E plan.

Key activities

- Core = quarterly bulletin and Annual Progress Reports
- Dissemination via HIPC watch
- Media (press releases, advertising, articles/radio or TV shows)
- To RPCUs and on to DAs (expenditure information for tracking and output monitoring, outcome information from CWIQ (in 2003), detailed area based

³⁵ The NDPC, Line Ministries and District Assemblies may need the support of external consultants to further develop mechanisms by which GPRS M&E dissemination can support joined up government/ cross-ministerial communication. The building of greater cross-ministry linkages can be supported by strengthening the roles and clarifying the functions of oversight ministries. MTEF budgetary processes might be used to encourage cross-ministerial collaboration, so that programmes which span two or more line ministries are encouraged (e.g. adult education – Ministry of Education and Ministry of Employment and Manpower). Sectoral budget framework papers which span different ministries might also be used to encourage greater collaboration and the sharing of information.

information from the Census 2000 (from now), and later (2004/5) regional information from the GLSS.

Key Actors

All activities will be co-ordinated by the NDPC M&E Division with support from 'the media consortium'; a range of media organisations; individuals within NDPC and elsewhere in Government; and NGOs.

Timeline

- Stage 1 – to be completed by March 2003.
- Stage 2 - to be completed by June 2003.
- Stage 3 – part 1 to be completed by December 2002, parts 2, 3, and 4 to be undertaken during 2003
- Stage 4
 - Quarterly Bulletins
 - Sept/ Oct Dec. 2002 - Produce reporting plan (structure, frequency, indicators & targets)
 - Jan 2003 - Communicate reporting plan to MDA/ PPMEDs and District Assemblies
 - Jan-Mar.2003 - New staff (recruited to form NDPC Division) given task of chasing, collating/ synthesising/ analysing, summarising and drafting bulletins
 - Mar/April 2003 - Produce first quarterly bulletin and annual progress report
 - Small impact assessment studies – to be disseminated in June 2003
 - Larger impact assessment studies – to be disseminated in Jan/Feb 2004
 - Thematic studies – to be disseminated during the first quarter of 2004
 - May-June 2003 - Disseminate to all quarterly bulletins and annual progress reports to civil servants and other government staff, MDAs/ PPMEDs, District Assemblies and to the Office of the President and Parliamentarians
- Establish Government/ Civil Society Committee - November Jan/Feb-March 2003

Capacity

There is no capacity in NDPC at the moment to undertake dissemination. However, from in 2003 there will be a M&E Division which will be able to:

- produce Quarterly Bulletin and Annual Progress Reports (draft text, produce diagrams/ charts, do layout/ design, print and distribute) with initial support from international consultants and local technical assistance
- contract the media consortium to advise on dissemination activities
- contract organisations to undertake a range of dissemination activities

8.2 Documentation Centre

There is no central repository of relevant documentation on the GPRS. A small documentation centre will be established in NDPC and managed by the M&E Division. This will be open to *bona fide* GPRS M&E stakeholders on a use-only non-borrowing basis. All relevant datasets and documentation will be held as far as possible in readable electronic form. A small hard copy collection will be maintained alongside the electronic one. The Centre will be equipped with two desktop computers and a number of desks for the use of stakeholders, and will be managed by a Research Assistant. Users will request publications from the list of publications held, and these will be fetched from a secure cupboard/office, and returned to it by the Research Assistant.

An attempt was made to assemble a small collection of relevant documents as part of the planning process. The result was the annotated bibliography in Annex 8.1. A list of other resources held by other organisations will also be maintained. Relevant organisations will be requested to share their published and unpublished documents with NDPC from time to time.

Capacity Development

Capacity issues arose in a number of the foregoing chapters. Particular gaps were found in capacity for impact assessments, policy evaluation and dissemination. However, Ghana has plenty of ‘capacities’ to offer GPRS M&E. These need to be mobilised in forms which have few costs, direct or indirect. On the job capacity development is the best form. Training the least good and most costly form, especially the opportunity costs for the employer. What is proposed below is the minimum required to implement the M&E plan.

The first stage of a capacity development plan will be produced by a consultancy team by June 2003. This will be based on a Training Needs Survey of the major stakeholders which will deepen the analysis summarised below. It is likely that a training programme will be needed which MDAs, District Assemblies, CSOs and others can buy into. In anticipation of this plan, a few critical capacities are prioritised for work in the short term.

The Government of Ghana’s capacity for M&E was assessed by the World Bank in January 2000 (based on a preliminary study in June 1999 and World Bank missions in June and October 1999³⁶). The study focused largely on capacity within MDAs PPMEDs, and found:

- there was low demand for M&E findings to support decision-making within MDAs
- M&E findings did not have a significant influence on budget decision making.
- PPMEDs contained staff with some statistical skills and experience in collecting data on performance indicators, but policy review and formal evaluation skills were scarce (in 1999 CIDA was supporting the strengthening of policy analysis skills in PMG, Cabinet Secretariat, MOF, NDPC and selected PPMEDs).
- there was a need to improve the functioning of PPMED’s

The M&E capacity of some individual MDAs has been assessed by development partners (e.g. MOFA in 2002), and some bilateral support is being provided to selected MDAs (e.g. ongoing GTZ support to MOFA).

We have found that GoG M&E capacity is still variable. There is good M&E capacity in the Ministry of Health, the Ministry of Education and reasonably strong capacity in MOFA. Capacity is adequate in the Water and Sanitation Programme of the Ministry of Housing, and in the Ministry of Highways (Department of Feeder Roads). The World Bank regards the State Enterprises Commission as having excellence in a number of M&E-related functions (World Bank, 2000). However, substantial capacity building is needed elsewhere in government at both central and district levels and

³⁶ World Bank (2000) *‘Monitoring and Evaluation Capacities in Ghana – A Diagnosis and Proposed Action Plan.’* Washington: OED, World Bank. This built on Mackay, K. (1999) *‘Evaluation Capacity Development – A Diagnostic Guide and Action Framework.’* OED Working Paper No.6. January 1999. Washington: The World Bank. Following the 2000 report and consultations with Civil Society, the Bank and GoG included an M&E component in the PUFMARP II PAD document. Due to the change of government the implementation of the plan was delayed, but the Bank is currently looking at how it can be taken forward.

over an extended period. In the meantime most analytical work for GPRS M&E will need to be contracted out. As we have recommended above, contracts can be awarded mainly to local researchers, with some inputs from international researchers/ consultants.

The NDPC currently has limited analytical capacity to support the GPRS M&E process. A number of staff are to be recruited and an M&E Division formed. Leadership will need to have substantial experience in research, analysis and the dissemination of research findings through policy-relevant briefings and a range of other tools. In the short to medium term the Division will require Technical Assistance (TA) to support this process. We recommend that a TA team is built, drawing on part-time inputs from experts from Ghanaian research institutes, NGOs or the private sector. These individuals should be given three year retainer contracts with a one year trial period and should be supported by international consultants from a relevant development policy research institute. The team should contain one specialist per thematic area, and should include a statistician; a macro-economist; gender specialist; a research methods specialist (capable of advising on combining findings from participatory and quantitative research). Additional work on the integration and synthesis of findings should be contracted, as necessary to external experts.

Links between GSS and the NDPC M&E Division could be cemented by seconding an expert from the Poverty Measurement and Welfare Monitoring Unit, who would advise on the use of statistics, assist the Division in commissioning impact and thematic studies, and help with the production of regular M&E outputs.

We recommend that capacity in combining qualitative and quantitative research findings is built - prior to 2004 when the GPRS Evaluation takes place - with TA support and the development of experience through involvement in the production of Quarterly and Annual Reports, impact assessment and thematic studies.

MEPRC/NDPC

Human resources

At the hub of the M&E system NDPC will need the human resources to run the system. These will be recruited as consultants to cover a short term staffing gap, as NDPC staff within a few months. People with the necessary qualifications and training should be recruited, so there will be no need for training. On the job learning will be achieved by associating staff with particular functions and activities, where they will work closely with contracted experts.

The resources of the Division will be greatly enhanced if NGOs or Research Institutes second members of their staff into the Division for particular functions and lengths of time. For example, the Division would greatly benefit from the following additional skills:

- Dissemination via the media
- Capacity development for RPCUs and DPCUs/DAs
- Participatory M&E.³⁷

Technical Assistance for MEPRC/NDPC is discussed further in Chapter 12.

³⁷ In Kenya, NGOs and the private sector seconded staff to the PRSP Division in the Ministry of Finance with great effect during the design stage.

Other resources

NDPC will need computers and office infrastructure for the M&E Division planned to be 7 in the first instance and 20 at full strength. In addition there will be two computers dedicated to serving the GPRS stakeholders, plus some furniture to allow non-NDPC staff to get access to the documentation centre (Chapter 8).

NDPC systems

The M&E Division will have to contract with numerous parties.

The M&E information system (M&EIS) is a central tool for GPRS monitoring (Chapter 6). The system which is currently being modified for GPRS use will need to be managed day to day by a competent research assistant. However, an IT specialist will be needed from time to time to ensure the system operates smoothly, to iron out difficulties, and to ensure that the system evolves in line with stakeholders' needs. This will be a part time contract with an IT specialist.

MDAs

Table 9.1 summarises the existing situation and makes some suggestions on urgent capacity development.

Table 9.1: Summary of MDA Capacity Endowments and Requirements

MDA	EXISTING CAPACITIES	CRITICAL CAPACITY NEEDS
NDPC/ MERPC	<ul style="list-style-type: none"> • One permanent member of staff in the M&E Division • NIRP study proposes 6-12 permanent staff members are necessary and that targeted training in M&E is needed to upgrade the professional skills of staff • A Software system has been planned but requires modification • Links with MDAs, GSS, Civil Society and OOP have been greatly improved following the M&E design process 	<ul style="list-style-type: none"> • The M&E Division requires key professional staff to carry out the high level monitoring and evaluation of the GPRS given its information needs • NDPC will need computers and office infrastructure for the M&E division planned to have 5 staff in the first instance and 2017 at full strength • The M&E Information System will need to be managed by a competent research assistant with occasional input from an IT specialist to ensure smooth running of the system • The core skills required are Planning Monitoring and Evaluation (PME) skills with competencies in the Logical Framework Approach (LFA). Formal training in monitoring and evaluation of projects and programmes, together with training in development planning, is essential
OOP	<ul style="list-style-type: none"> • A Policy Co-ordination, M&E unit is being developed which will be responsible for providing timely information on all policy issues for the Presidency • The office does not currently have the capacity to Monitor the GPRS and its role is presently random monitoring and evaluation of selected indicators to verify or authenticate data from the NDPC and other agencies involved in the M&E of the GPRS 	<ul style="list-style-type: none"> • Capacity needs to be built in the OOP to enable it to be involved at both implementation and monitoring levels
MOFA	<ul style="list-style-type: none"> • MOFA has a relatively well developed M&E system which is largely supported and driven by donors. There is very little interaction between data sources and destinations however • The Ministry has a large number of extension staff across the country who are in touch with farmers and local communities 	<ul style="list-style-type: none"> • Data analysis capacity needs to be built at regional and district levels • IT capacity needs to be developed to enable data entry at district levels • Extension staff require further training and resources to enable them to be used for Participatory M&E (PM&E) at the community level

MOH	<ul style="list-style-type: none"> Health surveillance teams and the District Health Management Teams provide a good framework at community and district levels that can be used for PM&E. (Some have provided baseline information) The Ministry can collaborate with the GSS in the design of national surveys 	<ul style="list-style-type: none"> These teams could be usefully studied and recommended to other districts for PM&E
MLRGD	<ul style="list-style-type: none"> Currently the M&E Division only has 3 key staff In practice the division does more monitoring than evaluation and there is little collaboration between this division and M&E efforts of other ministries (there is now an attempt to have one with the Ministry of Private Sector Development) 	<ul style="list-style-type: none"> Staffing levels of the M&E division are inadequate and insufficient to manage the volume of work that it is expected to process. Staff also require further M&E training and equipment The division requires transportation vehicles for operational activities There is a need to develop positive relationships with civil society bodies who can work with the DPCU to monitor and assess impact Systems are required to feed information about inputs arriving in the district, and outputs generated at local levels, to higher levels
MOE	<ul style="list-style-type: none"> A well-developed Statistics Unit collects and analyses data and is replicated at the regional and district levels The Unit is currently implementing a donor supported M&E software project (EMIS) although there is no certainty of further funding beyond 2002 Much of the quality monitoring is done through School Management Committees and Parent Teacher Associations which could form the basis of the PM&E of the GPRS 	<ul style="list-style-type: none"> (At least) basic data analysis at the district level would relieve pressure on the Unit and reduce the risk of the quality of raw data being compromised in the process of being centralised
MOES	<ul style="list-style-type: none"> Strategic Environmental Assessment commissioned to develop environmental indicators complementary to GPRS 	<ul style="list-style-type: none"> The Ministry requires qualified personnel to carry out critical analysis of GPRS data Financial resources need to be increased as budgetary allocations are, at present, low There is a need for both computer hardware and software for dedicated M&E efforts
MOEn	<ul style="list-style-type: none"> The ministry has no PPME department An Energy Sector Financial Monitoring Directorate has recently been established but its TOR suggest that it will focus on financial monitoring 	<ul style="list-style-type: none"> Financial resources need to be increased as budgetary allocations are, at present, low Commitment to PM&E has to be increased The Ministry requires M&E software

Human resources

There are MDAs and NGOs with considerable expertise in M&E. The Ministries of Health, Education, and Food and Agriculture have functioning M&E systems and units, with varying degrees of capability and organisation. Health is widely thought to be the best system. Among the NGOs ISODEC, CEDEP, SEND Foundation, ActionAid, CARE International, SCF (UK) have useful expertise. Among consultancy companies there are PDA and Technoserve. Among independent research institutes CEPA, CDD, IDEG can all make useful inputs. In the Universities the Dept of Geography (University of Legon), ISSER, and the Dept of Housing and Planning Research (UST) all have capacity on M&E. The capacities of these organisations are detailed in Background Paper 7. There may be others to be added to this list.

NDPC will negotiate packages of secondments and mentoring arrangements from these organisations for MDAs with little or no M&E expertise.

Other aspects of capacity development will need to be initiated by the MDAs.

Government capacity for impact assessment

The building of capacity within Government to undertake successful impact assessments will take time. We feel that such capacity is best built through work experience, rather than through workshops and training courses. We therefore suggest that staff from PPMEDs are selected to partner the academic/ consultancy/ NGO staff leading impact assessment studies. During the period of such studies, the individual should work to the study's team leader, should have clear terms of reference and should undertake a range of activities (e.g. literature reviews/ desk studies, primary and secondary data collection, analysis, writing and dissemination). At the end of each study there should be a structured appraisal of the PPMED staff member's performance, including an opportunity for the PPMED staff to reflect on the experience and identify what they have learned or contributed to the team's success. As the PPMED staff member gains experience, they should have the opportunity to progress from being a junior team-member to being a more senior team member involved in the design and management of such studies

This process could be supplemented by:

- secondments from consultancy companies, NGOs and academic bodies to PPMEDs. The secondment should be time-bound and its purpose made clear (e.g. a set of targets or goals should be identified)
- secondments of PPMED staff to consultancy companies, NGOs and academic bodies
- structured feedback of PPMED secondees to their government colleagues

Regional and Local Government

A joint GoG/development partner review of support to district assemblies and regions will be carried out in early 2003. It is assumed that this will lead to a nation-wide support programme. This should include M&E components. In the short term, capacity development at district level needs to focus on

- Developing evidence based planning as a norm.

- Developing good information sharing arrangements between decentralised departments and DAs.³⁸
- Further identification of the information needs of DPCUs and DAs, and what information the GPRS M&E system can provide to them.
- Developing positive relationships with civil society bodies who can work with the DPCU to monitor and assess impact.
- Developing systems to feed in information about inputs arriving in the district and outputs generated at local level to higher levels.

This is an area for long term technical assistance, both at central and at regional levels. In the short term DAs should be able to submit proposals for partnerships with civil society organisations. For this MLGRD and/or NDPC would need to have a fund to support such partnerships.

Key activities

Short term:

Mechanisms will need to be developed in order to share the expertise which already exists within Central and Local Government and within NGOs and Civil Society Organisations.

- Seminars: The NDPC M&E Division will work with a small group of advisors drawn from the PPMEDs in Health, Education and Agriculture and individuals drawn from high performing academic/ policy analysis institutions, NGOs or consultancy companies (e.g. ISODEC, Technoserve, CEPA, CDD, IDEG, PDA, CEDEP, CARE) to identify topics and design the content of a series of 5-6 seminars on key topics. These one-day seminars will be held in both Accra and Tamale (and 2 regional centres) and individuals from MDAs, Local Government and NGOs/ Civil Society Organisations will be invited to attend.
 - One seminar would be aimed at senior policy makers and focused on the lessons to be learnt from Uganda's and Rwanda's use of impact assessment and thematic studies for budget prioritisation. Resource persons from Uganda and Rwanda would be invited.
- Mentoring: There is existing M&E capacity within Government. Best-practice and competence will be identified, and experienced and dynamic staff will be invited to act as mentors for colleagues in other PPMEDs and in the Local Government sector. Their role will involve going into other PPMEDs for 1 day a week to train and enhance the capacity of staff. An incentive structure will be developed, which will reflect their additional workload (i.e. consultancy payments), and will be linked to the increased performance of the PPMED they are supporting
- Secondments: A process will be designed to allow the secondment of staff from Government to leading organisations in the NGO sector, and vice versa. It is anticipated that this arrangement will be particularly fruitful where NGOs are to act as partners to Government in the M&E process (e.g. through participatory budget tracking or community level dissemination activities).

Medium term

Before capacity can be built over the medium to long term, a training needs analysis for key stakeholders³⁹ will need to be undertaken. This should be completed by June

³⁸ Decentralised departments write regular reports to their HQs which are not always shared with DAs/DCPUs. There is also little feedback from sector ministries on these reports.

³⁹ District Assemblies, DPCUs, RPCUs, PPMEs, MDA staff, Parliamentarians and other key decision-makers

2003, and will be followed by a training programme, which will be implemented by a consortium of training institutions (academic, policy analysis, consultancy companies and NGOs). Supervising this work will be contracted to a private sector organisation with relevant experience. It may create a consortium to do the training work, with members from policy analysis organisations and NGOs.

Timeline

6 Seminars	Jan 2003 – June 2003
Secondments	Identified and negotiated by March 2003 Implemented April – December 2003
Mentoring arrangements	Identified and negotiated by March 2003 Implemented April – December 2003
Training Needs Assessment	Completed June 2003
Capacity Development Plan	Completed September 2003

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Funding

At this stage only an indicative costing can be produced. This does indicate the scale of funding required. An adequate M&E system cannot be achieved with the resources presently available. Ideally, GoG would take on the full funding of the system, supported as necessary by the Multi-donor Budget Support (MDBS) Technical Assistance Fund. However, as the latter is likely to be small and focused initially on financial management and budgeting, it is likely that project-type finance will be required to make a reality of M&E.

Table 10.1 Rough Budget Estimate 2003-4

Item	Description	Estimate (US \$)
NDPC	Training \$75000 Workshops \$40000 Computers \$20000 Commissioned studies \$150000 Evaluation \$200000	485000
MDAs	(5 per year) Training \$20000 Workshops \$10000 Meetings \$5000 Studies \$30000 Vehicle \$25000 Computer \$4000 Office costs \$10000	520000 x 2 = 1,040,000
GSS	GLSS \$700,000 Maternal mortality \$300,000 Labour force \$300,000 Capacity development \$200,000 (other surveys funded) Economic Surveys \$100,000	1,600,000
Regional support programmes	(based on Danida UW and Volta)	No provision: a separate plan will be developed in 2003
Dissemination	Includes dissemination of GPRS as well as M&E	350000
Technical assistance	See table in Chapter 12	500000 x 2 = 1,000,000
M&E Governance	Support to Technical Committee, NIPMGs, 10 RPMGs, 30 DPMGs	150000
Total 2003-4		4,625,000

Donor co-ordination and support

One of the advantages of support to policy (the GPRS) and budget support is to minimise the duplication of reports and information systems. This will require a new level of development partner co-ordination. Development partners will need to be sure that they, collectively, are getting what they need in terms of information, from the M&E system. Hence the emphasis on producing Annual Progress Reports on the Millennium Development Goals and the HIPC triggers.

Development partners will be represented in the NDPC Technical Committee supervising GPRS M&E. It is important for the GoG to have one focal point among the development partners. In order to make this representation effective they will need to come together to agree how they will be represented: will they select a single representative, or will representation rotate for example? Will co-ordination meetings be held in advance of Technical Committee meetings so that all development partners can raise issues through their representative? And afterwards so that information can be shared and digested. These 'meetings' may frequently be virtual meetings if it is clear who in each agency is the focal person.

Annex 11.1 outlines current Danish Support to District Assemblies (DSDA II) in Ghana and 11.2 present a summary of DFID's Monitoring and Evaluation Framework for the Brong Ahafo District Support Project (BADSP)

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Technical assistance requirements

Several technical assistance requirements have been identified in writing this plan. These are summarised below. Technical assistance here refers not to analytical or dissemination work which NDPC will contract out, but to a support provided to MEPRC/NDPC to develop, implement and supervise the M&E plan.

Table 12.1 Technical assistance requirements

Requirement	Technical expertise	Possible provider(s)
Interim arrangement in NDPC M&E Division (see Annex 3.3)	Entire range of skills required to initiate GPRS M&E	A Ghanaian company, or local consultants. DFID has provided a development grant.
Technical support for interim arrangement (to March 2003)	Indicator analysis, report writing, impact assessment and thematic study ToR, decentralised M&E, dissemination ToR, institutional development	Extension contract(s) for design team members.
Ongoing technical support MEPRC/NDPC	Integration and synthesis, evaluation ToR, participatory M&E, management and policy feedback, support to decentralised M&E, institutional development	A Ghanaian company with international support
Technical support to MDAs	Support to establish M&E processes	Individual consultants, or a Ghanaian company
Technical support to GSS	Technical backup for analysis and report writing	One expert per report
Ministry of Finance, MDAs and DAs	The use of M&E results in budget negotiations	Experts from elsewhere in Africa

13

Implementation Plan

Establishing an effective monitoring and evaluation function at the heart of government is a complex and delicate task, and needs careful sequencing so that results can be produced even while systems are still being established. Two implementation timelines are given below, summarising the key operational activities, and the sequencing of institutional development.

Operational timeline

The major activities to be undertaken to implement the plan are listed below. This timeline should be revised annually and quarterly by the NDPC M&E division. Routine activities (e.g. quarterly bulletin, annual progress report) are only mentioned once to economise on space; a full time line would repeat them appropriately. The early quarters are more rigorously detailed; leaving later quarters to be detailed by the M&E Division as time goes on.

Table 13.1 Operational timeline 2002-4

Quarter	Activity	Comment
Oct-Dec 2002	Establish interim arrangement in M&E Division	Activities represent establishing the basic institutional infrastructure, and making a start on monitoring and commissioning studies.
	Establish initial governance structure (small interim Technical Committee)	
	Modify and test M&E software	
	Commence collection of baseline and performance data for 2002	
	Operationalise 2 NIPMGs: indicators for Vulnerable and Excluded, and Governance reconsidered	
	Draft ToR and tender documents for short term impact and thematic studies	
Jan-Mar 2003	Complete collection of baseline and performance data for 2002 (reviewed by all NIPMGs by end of February)	First monitoring reports to be produced during this quarter. Risk is the CWIQ will not be completed in time. First public consultation limited to organised stakeholder meetings. Subsequently to include website publication and electronic discussion, media briefings and FM radio programmes.
	Inclusion of key agricultural indicators, following internal MoFA review, considered by Production and Gainful Employment NIPMG	
	Draft 1 st quarterly bulletin for limited circulation	
	Analyse and report on indicators (draft annual progress report by early March for public consultation)	
	ToR and tender documents for dissemination issued	
	Public consultation on draft annual progress report (March)	
	Final report on indicators submitted to stakeholders (end March)	
	Short term studies commissioned	
	Draft ToR and tender documents for remaining impact, participatory and thematic studies	
	GSS implements CWIQ 2	
	Establish permanent arrangement in M&E Division	
	Establish full Technical Committee	
	Operationalise remaining 3 NIPMGs to review indicators	
	Presentation by NDPC to MDAs on information system software; leading selection of MDAs to operationalise M&E Information System	
	Participation of M&E team in Joint MLGRD/development partner review of support to decentralisation, and formulation of detailed proposals for decentralised GPRS M&E	

	ToR and tender documents for Training Needs Assessment (for MDAs, Regions and DAs) developed	
Apr-Jun 2003	<p>Short term studies draft reports submitted, and implications discussed by NIPMGs; adjustments to monitoring indicators follow</p> <p><u>2nd quarterly bulletin produced</u></p> <p><u>Analysis of CWIQ 2</u></p> <p>Inclusion/revision of key environmental indicators following submission of Strategic Environmental Assessment of the GPRS</p> <p>Remaining studies commissioned, including participatory impact assessment</p> <p>Participatory budget tracking commences following training of second level of participatory M&E expertise</p> <p>GSS implements GDHS 4</p> <p>Detailed plan for capacity building – seminars, mentoring, secondments developed (by April) and implemented</p> <p><u>M&E Dissemination strategy implemented</u></p> <p>Training Needs Assessment completed and presented to Technical Committee</p> <p>Implementation strategy for decentralised M&E developed (as part of harmonised development partners support to decentralisation)</p> <p>ToR and tender documents for local District Assembly – Civil Society Organisation M&E partnerships developed and published</p>	World Bank to co-ordinate expanded network of participatory M&E expertise
Jul-Sep 2003	<p>Training programmes designed and first programmes implemented</p> <p><u>DA/CSO partnerships established</u></p> <p><u>1st annual review of the GPRS M&E system</u></p> <p>ToR and tender documents for GPRS Evaluation developed and published</p>	-
Oct-Dec 2003	<p>Evaluation commissioned</p> <p>All commissioned studies submit draft reports (by end December, in time for evaluation)</p>	All inputs for GPRS evaluation need to be in place by the end of 2003.
Jan-Mar 2004	<p>Evaluation started</p> <p>Analytical synthesis of monitoring indicators, CWIQ 2, GDHS 4, commissioned studies and participatory M&E, DA/CSO partnerships, and feedback on dissemination published in annual progress report</p>	Synthetic analysis will require considerable commissioned external inputs/technical assistance.
Apr-Jun 2004	Draft evaluation complete by June	-
Jul-Sep 2004	Evaluation considered by NIPMGs, Technical Committee, and revised version published for wider public consultation as input to planning for GPRS II (by end August)	-
Oct-Dec 2004	M&E System revised for period beyond GPRS	-

Institutional development

Setting up a national M&E system is a new venture. It will not be fully established until the period beyond the GPRS. The phasing of this institutional development plan will be as follows:

Phase 1 (6 months: October 2002 to March 2003) would see the establishment of the Division and Technical Committee. This would also see the establishment of the NIPMGs, and putting in place plans to strengthen the RPCUs to work with District Assemblies.

Phase 2 (21 months: April 2003 to December 2004) would focus on the strengthening of RPCUs. Each RPCU would begin to work with 2-3 (or more) District Assemblies or Municipalities to develop District Poverty Monitoring Groups and

community-based processes. RPCUs could usefully work with competent NGO/civil society partners at the district level.

Phase 3 would scale up work at local level to all districts and municipalities.

Table 13.2 Institutional Development Timeline

Phase 1 (October 2002 – June 2003)	Phase 2 (April 2003 – December 2004)	Phase 3 (2005-)
Full Division established (by January 2003) and takes over from interim Division (by April 2003)	Division functioning	Division with revised functions and staffing following GPRS evaluation
M&E Technical Interim (small) Committee established (by December 2002)	Full Technical Committee functioning	Revised ToR for Technical Committee following evaluation
National Inter-agency Poverty Monitoring Groups established (2 by December; all 5 by February)	NIPMGs functioning	Revised constitution of NIPMGs following evaluation
Plan for support to decentralised M&E developed and agreed by August 2003	Regional Planning Co-ordination Units strengthened to support District level M&E in 30 + districts	Support to district M&E scaled up to whole country