



ICDF Batch 1: Review of the Roles and Responsibilities of Decentralised Education Officers in Rwanda

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DRAFT Final Report on Phase 2 Activities: Revised Job Descriptions, Capacity Needs Assessment, and Training Plan for Decentralised Education Officers

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List of Abbreviations

CTNA	Capacity and Training Needs Assessment
DG	Director General
DDG	Deputy Director General
DEO	District Education Officer
DIP	Decentralisation Implementation Policy
ECD	Early Childhood Development
EDPRS	Economic Development and Poverty Reduction Strategy
ESSP	Education Sector Strategic Plan 2013 – 2018
GoR	Government of Rwanda
HR	Human Resources
ICDF	Education Innovation and Capacity Development Fund
IPPIS	Integrated Personnel and Payroll Information System
JD	Job Description
MIFOTRA	Ministry of Public Service and Labour
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Finance and Economic Planning
MINEDUC	Ministry of Education
PI	Pedagogical Inspector
PRM	Participatory Ranking Method
QSD	Quality and Standards Department of REB
REB	Rwanda Education Board
RI	Regional Inspector
SEO	Sector Education Officer

Summary

This report provides a description of activities undertaken during Phase 2 of the ICDF Project: to **review of the roles and responsibilities of decentralised level education officers in Rwanda (DEOs, SEOs, Regional and Pedagogical Inspectors), a detailed training needs assessment and plan for existing officers and the creation of a standardised induction programme for new recruits.**

In June 2014, the draft Revised Job Descriptions for DEOs, SEOs and Inspectors were approved at the REB Senior Management Meeting, along with the programme or work to move forward with Phase 2 activities which were to entail:

1. Regional workshops to introduce the draft Revised JDs
2. A training and capacity development needs assessment

These activities would then contribute to the development of the following outputs:

1. Training and Capacity Needs Assessment Report
2. Draft Training Plan on behalf of REB, and Service Provider TOR to deliver Training Plan
3. Induction Pack for new recruits

These outputs are to be presented as a package of materials from REB to MINEDUC and MINALOC in order to be approved for use by the relevant decentralised positions.

Revisions to Draft Job Descriptions

In light of the findings and feedback from the Regional Workshops, the following recommendations are made concerning the Revised JDs:

Inspectors:

- Separate JDs should be prepared for Pedagogical and Regional Inspectors. These can largely be based on the same text, but a separation should be clear concerning the difference between the roles. For example, Regional Inspectors are the coordinators of the Inspectors within their region. Inspectors are specialists within designated subject areas, working together to inspect schools.

DEOs:

- Clarify that the DEO's role in paying teachers would be to oversee rather than directly conduct payments. This was the intention of the content but from feedback it is recognised this should be clarified.

SEOs:

- Include responsibilities of SEOs around: Adult literacy, *Itorero* (civic education), Sports and Culture, Early Child Development

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- Clarify that the school committees are meant to be the same as Parent Teacher Associations, and that the SEOs will collaborate with them rather than limit engagement as 'organise regular feedback meetings' as is currently phrased.

Training Needs Assessment and Plan

The areas of training needs are described within the findings of the regional workshop. The Training Plan is then detailed for each decentralised position. The key recommendation for implementing the training plan is to first link the areas of training with the development of appropriate tools to support the task so that the training is as practical as possible.

For example, Inspectors are required to consolidate statistics and reports, but these outputs can be improved with better reporting templates and inspection tools. Inspectors do already have templates and standards, but it was felt that the formats were onerous to complete and did not lend to easy analysis and dissemination.

Thus, in implementing this training plan, it is necessary to first look at the reporting tools currently in place, and develop them to be more efficient, and then train officers on the new formats. The following training areas are further elaborated based on the needs recognised by the decentralised education officers during the training needs assessment:

Inspectors:

- Training on curriculum standards inspection and reporting tools
- Understanding and analysing statistics and reports from schools/DEOs/SEOs
- Review of new tools used by DEOs and SEOs

DEOs:

- Training on budgeting and costing for schools and District using budgeting tools
- Compiling and analysing school statistics from SEOs
- Review of new tools used by SEOs

SEOs:

- School supervision, generally and more specifically:
- School budgeting and planning, including monitoring
- Training on school statistics/data collection

Induction Pack and Implementation

Two Induction Packs are proposed: one for the Inspectors to be used within the REB, and a separate pack for use with 'MINALOC's DEOs and SEOs. Both organisations have their own induction procedures as in 'MINALOC's 'Human Resources Management Procedures Manual for Local Government' and REB's 'Procedural Manual.' In both manuals, the Mentor is mentioned to be the immediate supervisor of the new recruit. This is positive for monitoring the growth and performance of the new staff.

However, it does not necessarily provide the 'orientation' function that the new recruit requires to learn the day-to-day functions of their job. This is most extreme with the SEOs and DEOs as their Mentors are the Sector Executive Secretary and the District Mayor, respectively. The Executive Secretary and the Mayor are not only constrained by time to send instructing the SEOs and DEOs, but they are also outside the education sector and thus it would be difficult for them to provide the education-technical background and support to the new recruit.

Therefore the key recommendation for the Induction is that a 'Buddy' or 'work brother/sister' is introduced to the new recruit. This person would ideally be another officer in the same role as the new recruit, who is able to provide orientation on-the-job so that the practical tasks can be learnt during the new recruit's induction period.

Sequencing of Implementation

The sequencing of activities in implementing the Final Revised Job Descriptions, Training Plan and Induction Pack will need to be considered. The Induction Pack might only be rolled out once the Revised JDs are approved. Some elements of the Training Plan could be implemented in advanced to the approved JDs, but ideally it would also be implemented in light of the final roles and responsibilities. The training sessions with the decentralised officers could then also be used to introduce the final JDs to the existing decentralised education officers.

It is recommended that the tools, instruments and forms that will be used by the decentralised officers are reviewed and developed further prior to any training sessions so that the training can be based on the updated instruments.

Many decentralised education officers also highlighted that there will be a need to provide a clear orientation for their supervisors (Mayor and Sector Executive Secretary) to understand the revised JDs as they are key to seeing out their effective implementation.

1. Introduction to Draft Revised Job Descriptions, Training and Capacity Building Needs

This report provides a summary of activities undertaken during Phase 2 of the ICDF Project: to **Review of the roles and responsibilities of decentralised level education officers in Rwanda (DEOs, SEOs, Regional and Pedagogical Inspectors), a detailed training needs assessment and plan for existing officers and the creation of a standardised induction programme for new recruits.**

In June 2014, the draft Revised Job Descriptions for DEOs, SEOs and Inspectors were approved at the REB Senior Management Meeting, along with the programme or work to move forward with Phase 2 activities which were to entail:

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1. Training and Capacity Needs Assessment Report
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3. Induction Pack for new existing staff and new recruits

The outputs were then to be presented as a package of materials from REB to MINEDUC and MINALOC in order to be approved for use by the relevant decentralised positions.

a. Description of Regional Workshop Activities

Regional workshops were held according to the following schedule, beginning with a training for all Regional Inspectors who were the main facilitators in each regional workshop. Inspectors would also be present at the regional workshops to help facilitation within small groups, and also understand the issues brought forward by the DEOs and SEOs in their areas.

Two ICDF consultants worked together to conduct the Kigali Inspector workshops. The lead consultant demonstrated the methods to the consultant as well as to the Inspectors to review the revised Inspector JD in Kigali with all Inspectors. The Kigali workshop for the DEOs and SEOs was then led by the Kigali City Regional Inspector with both consultants supporting facilitation. The regional workshops were then facilitated by a designated Inspector (Regional or Pedagogical Inspector) with the consultants providing support as necessary.

Gap days were planned to make adjustments to the methods as needed, and also to allow for travel and arrangements of logistics.

Table 1: Schedule of Workshops

Activity	Participants	Location	Dates
Training of facilitators	All RIs	Kigali	22 July
Workshop with Inspectors	All Inspectors	Kigali	23 July
Consultants adjust workshop materials and methods as needed and prepare for 'Regional workshops'	Consultants	Kigali	24 July
1 full day Workshop in each Region	DEOs, SEOs	Kigali	25 July
West	DEOs, SEOs	Karongi	28 July
North	DEOs, SEOs	Musanze	28 July
South	DEOs, SEOs	Huye	30 July
East	DEOs, SEOs	Rwamagana	30 July
Debrief and compile initial data/share with REB – confirm content of deliverables	Consultants/ REB	Kigali	31 July – 1 Aug

The full powerpoint presentation used for the regional workshops is shared in Annex 1.

Summary of Participatory Ranking Method

The Regional Workshops were conducted using the Participatory Ranking Method (PRM). The benefits of using the PRM is that it provides a straightforward conceptualisation of the questions being investigated. The process empowers all groups' members as they are given an equal voice, minimising the effect of dominant views overshadowing those who are less vocal which can occur in group settings. It also provides an enjoyable interactive means for group members to work with one another in smaller groups.

Because the groups expressed their views both verbally and in written form—the language which was most comfortable for participants was used in the break-out groups. Kinyarwanda was predominately spoken within the groups, but the written exercises with concluding remarks were mostly done in English.



Left: Regional Inspector facilitating small group of SEOs in Kigali City

Right: Small groups discussing in Huye, Southern Region

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A brief explanation how this method was used:

1. The workshop participants are grouped into small groups of 8-10 people
2. A key question is raised to the groups, starting with skills eg: "What are the key skills required for the tasks set out for the DEOs in the revised JDs?" or, "What are the positive aspects of this Job Description?"
3. Pile: Members of the group each write out one or two answers to the key question using sticky/post-it notes.
4. Compile: The individual sticky notes are then brought together on a piece of paper (we used a sheet of flip chart paper), and the group will categorise all the ideas together into common themes or ideas. For example: responses such as: computing, IT, spreadsheets, technology, may all be grouped together under 'computing/IT'. Organisation, time management, planning, might all be grouped under 'planning'. The groups of paper are stacked for each category, with the summarising piece on the top. The end result usually is that 2-5 stacks of notes will be compiled (depending on the number of categories which arise). A headline summary is given to the group of notes, representing the ideas amongst the post-its.
5. Vote or Rank: The individuals will then 'vote' on the summary point which they feel are the most relevant answer for them. Each person was given two votes which were represented by tick marks written in pen by each person on the categorised stack of paper.
6. Account: The votes are counted, and the summary idea which receives the most number of votes is then posted on the wall, where each group's view will be represented for that one question.



Left: Regional Inspector for West votes in 'final' round for each key question



Right: Final accounting-- votes tallied for Question 3 based on compiled responses from all small groups

These steps were then repeated for subsequent questions related to training needs, for example, asking "What are the most pressing areas of training needed for DEOs?" Five key questions were investigated in total.

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The final responses for each group would then go through the steps as above to pile, compile, vote (or rank), and lastly account so that the ‘top response’ could be compiled with the other groups’ top responses. Similarly as was done in small groups, all participants then voted on the idea which best reflected their view.

Once all five questions around the JDs and training needs were answered through this process, the overall viewpoints were presented in the large group setting so that each group could expand on the ideas which received the most votes. This provided a chance for further extrapolation of the overall group ideas, as well as for participants to validate and adjust phrasing to incorporate additional views as necessary.

The quantitative data which is collected in the end was used to prioritise training needs and see which tasks within the JDs, and areas of training are seen to be most important for the roles of each type of education officer.

Workshop Survey

In addition to the above method, a brief survey was distributed to all participants to give them an opportunity to relay their opinions about the PRM as well as add any details that may have been missed in the PRM method. In addition, the survey allowed us to ask specific questions about staff induction and experience with having a Mentor.

Workshop and concluding ‘interviews’

Lastly, the consultant spoke with individual informants during and after the workshop to clarify information and processes around training, induction and reporting systems. Final meetings were held with the Regional Inspector of Kigali as well as the Deputy Director of QSD REB in order to share findings and receive initial feedback on the consultants’ recommendations for the content of the final deliverables (training needs plan and induction pack).

2. Key findings – Job Description Comments and Inputs

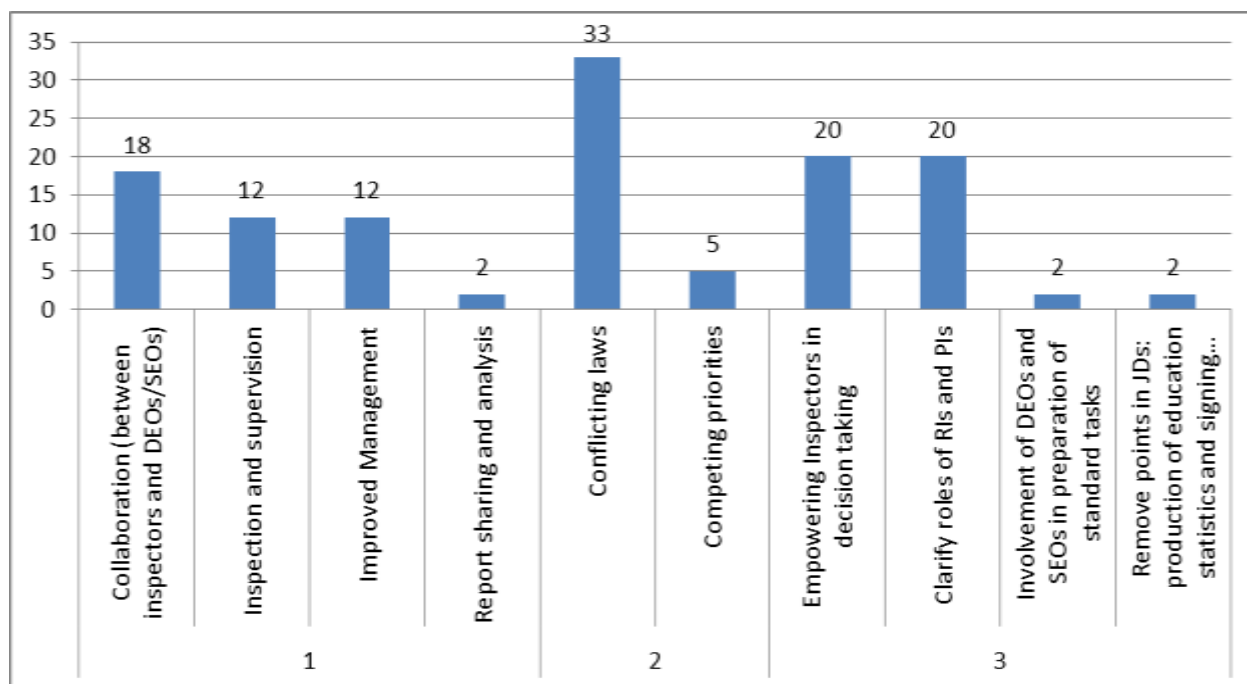
We asked three questions about the revised Job Descriptions at each workshop:

1. What are the improvements/benefits within the revised JDs overall?
2. What do you think will be the main challenges in implementing the new JD, and please also include a solution for the identified challenge!
3. What areas might you have included, or would revise in the JDs to make them better?

The responses from the Participatory Ranking Method have been split between job type, and by region. The responses between the different regions cannot be directly compared to one another in terms of the number of ‘votes’ because the denominator of the number of participants varies between regions. However, we observed that the responses which were present as the highest ranking for one region were always present in another; i.e. there is no reason to believe that the view of DEOs in one region would not be shared by DEOs in another and the observations would not be generalizable. Where specific responses were not repeated in other workshops, the region is specifically mentioned.

a. Analysis of findings from Inspectors

Table 2: Inspectors’ responses to questions concerning Job Description



Q1. Overall, Inspectors were satisfied with the revised JDs overall and thought that the main improvements were around the collaboration mentioned between Inspectors and the decentralised education officers. They also were supportive of the focus on inspection and supervision as well as attempt to improve management arrangements between the various levels of education officers through reporting sharing and analysis.

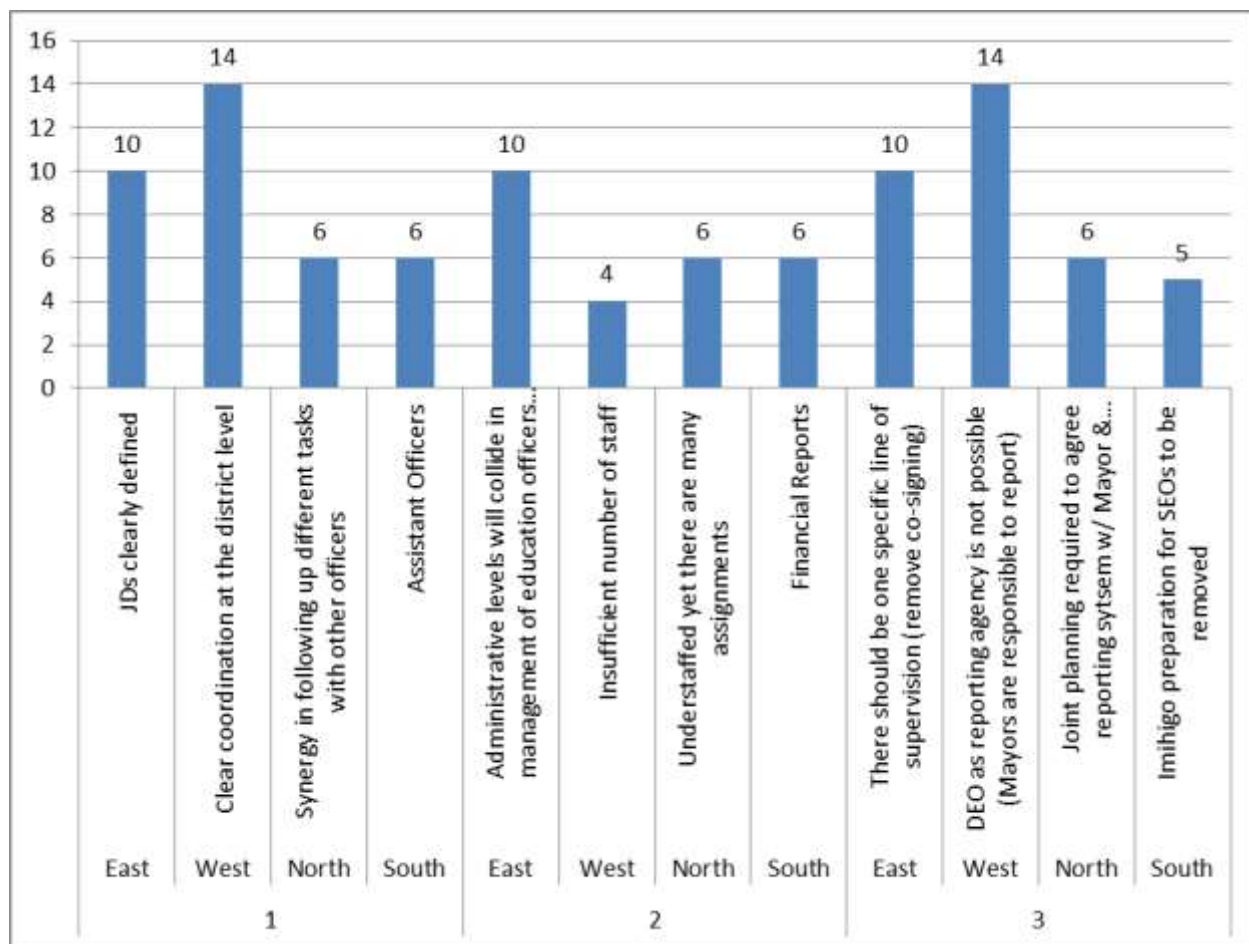
Q2. The main challenges around the revised JD, and overall with the arrangements between the Inspectors and decentralised officers, was concerning the “conflicting laws” which constrained the Inspectors from actually managing the DEOs. Inspectors felt that although the JDs encouraged reporting from DEOs, implementation of the revised JDs in this regard would be the main challenge. Additionally, the inspectors felt that a key challenge to implement the entire JD would be the competing priorities between amongst all the tasks required in the JD.

Q3. In terms of what changes Inspectors would make to the JDs, they wanted to see that Inspectors were empowered in decision making, that the RI and PI JDs should be separated, and that they should engage the DEOs and SEOs in preparing the standard tasks

b. Analysis of findings from DEOs

The same three questions were asked of the DEOs with responses as follows:

Table 3: Top responses for overall session with DEOs, by Region



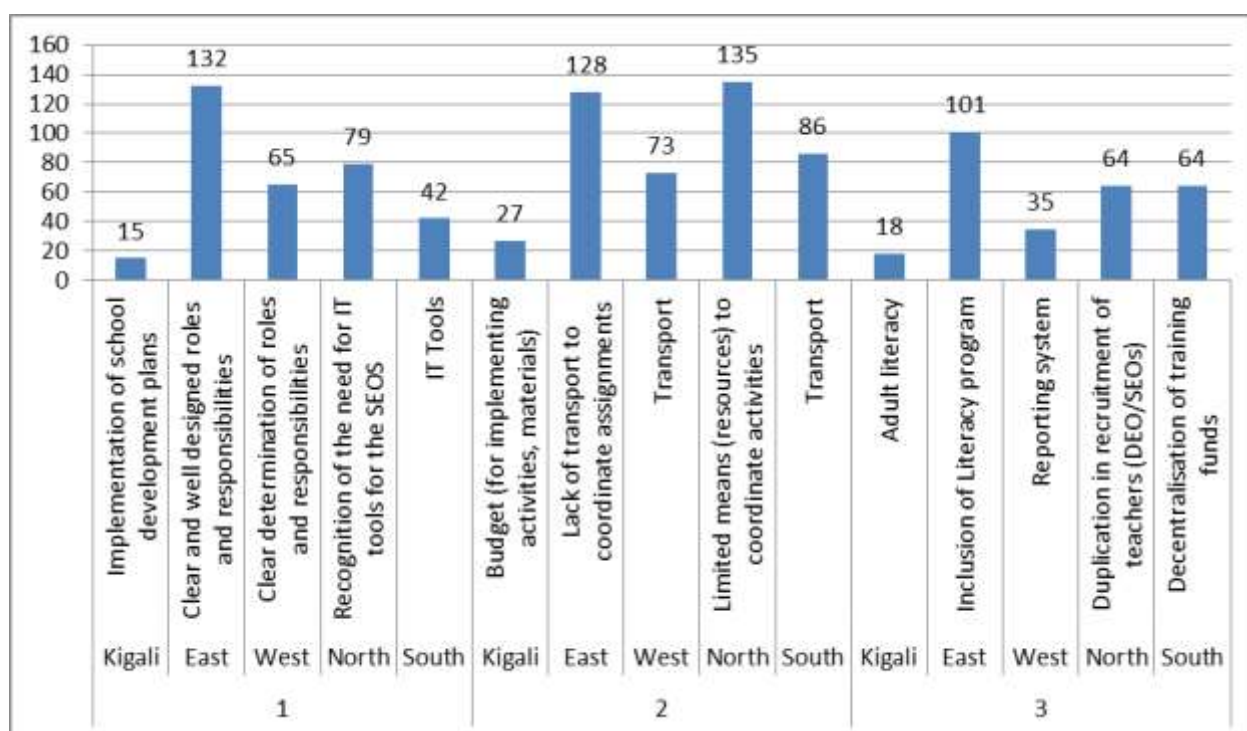
Q1. DEOs appreciated the coordination and synergy between officers at the district level and felt the JDs were clearly defined. They supported the idea of having Assistant Officers, and the DEOs in the southern region in particular expressed that the tasks required at the district level could not be conducted by one person alone.

Q2. In the different workshops, DEOs mentioned that they are education specialists and not well-trained in being administrators and thus they find the idea of being responsible for planning budgets, monitoring financial reports, and organising/overseeing payroll for example as being difficult. Additional responses to this question also mentioned that there was a lack of staff and budget in general at the district level to support all the tasks required.

Q3. Similar to the Inspectors, the DEOs felt that the reporting and administrative levels particularly between the Mayor and Inspector would ‘collide’ and that the DEO could not him/herself report directly to the Inspector. Any reports must go via the Mayor and thus, the co-signing of the Imihigo contract would not be possible between the DEO and the RI as well as the DEO to co-sign for the SEO. All regional workshops mentioned this as a key challenge.

c. Analysis of findings from SEOs

Table 4: Top responses for overall session with SEOs, by Region



Q1. Overall, SEOs appreciated that there were clear and well-designed roles and responsibilities for their position, including specifically that this should involve supporting schools to implement their school development plans. SEOs also appreciated that there was recognition for them to have IT tools in order to conduct their roles in collecting educational statistics.

Q2. In terms of the challenges presented by the JDs, all responses in all regions were around the lack of resources, namely transport and budget for resources necessary to conduct the activities.

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Q3. In terms of areas which needed to be added or revised in the JDs, SEOs mentioned that they are also to be responsible for other education activities such as: adult literacy programmes, *Itorero* (civic education) and early childhood development.

SEOs also felt the reporting system as mentioned by DEOs and RIs needs to be edited as the SEO cannot officially report to the DEO when their supervisor in the Sector is the Executive Secretary. SEOs in the North also felt that more clarification is needed around the different roles DEOs and SEOs play in teacher recruitment (as it is mentioned in both JDs).

SEOs in the South ranked 'decentralisation of training' as an area which should be mentioned in the JDs. They felt that if they were responsible for training teachers, that resources should also be channelled to them via the sector.

3. Key findings- Capacity and Training Needs Assessment

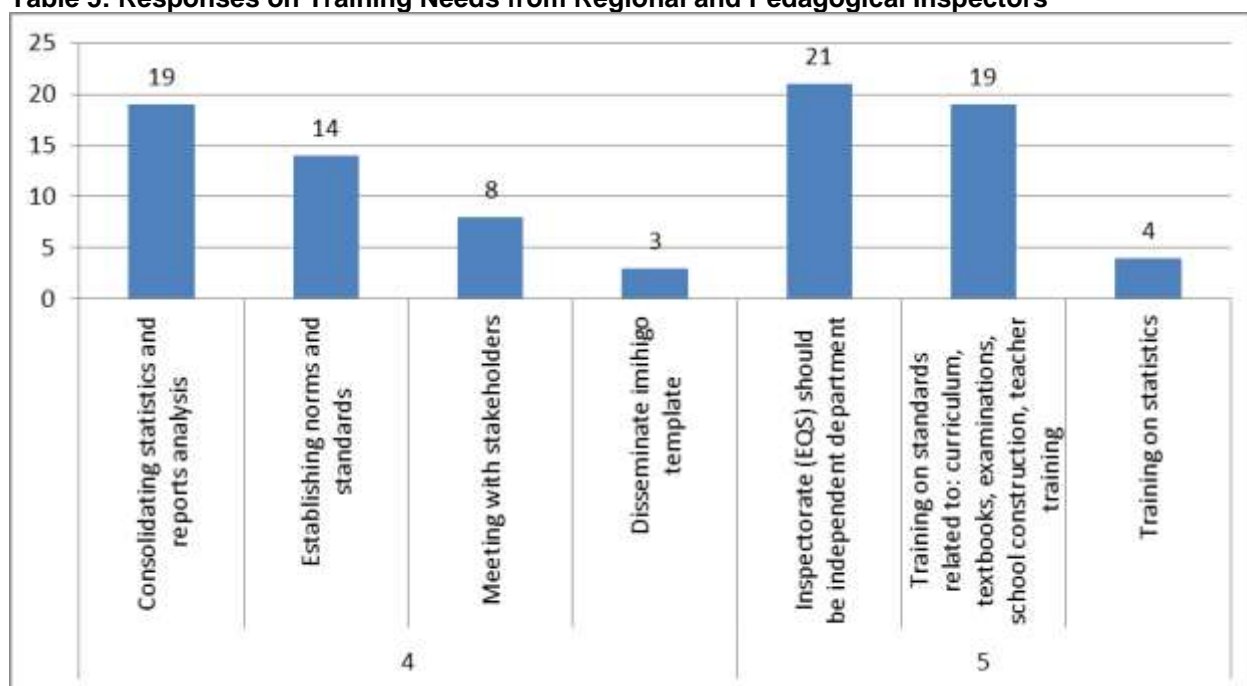
Two key questions were asked regarding Capacity and Training Needs regarding the revised Job Descriptions:

4. Which of the tasks will be most difficult or challenging?
5. What skills/tools/systems are needed to carry out the most challenging task?

Again, the PRM was used to investigate these two questions, referred to as numbers 4 and 5.

a. Responses on Training Needs from Regional and Pedagogical Inspectors

Table 5: Responses on Training Needs from Regional and Pedagogical Inspectors



Q4. Amongst the most challenging tasks within the JDs, Inspectors felt that consolidating statistics and reports analysis would be the most challenging, followed by establishing norms and standards which are in line with the national education policy. Additionally, they felt that meeting with stakeholders would be difficult (related to resources in order to do so, involving travel and communication resources). Inspectors also felt that it would be difficult for them to disseminate the *Imihigo* template as it was recommended that Regional Inspectors design and disseminate a template for use by DEOs and SEOs. This was considered to be difficult also because of the decentralised reporting lines and the ability to influence *Imihigo* amongst decentralised officers.

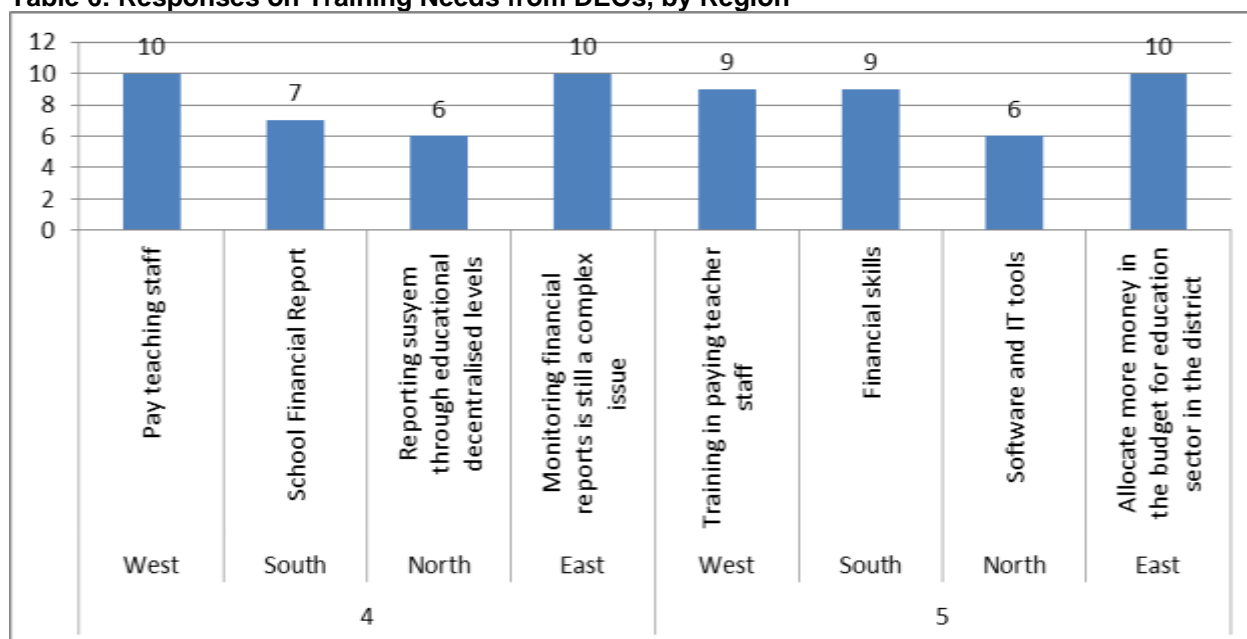
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Q5. In regards to skills, tools, or systems needed to enable Inspectors to carry out their JDs, overall, they felt that Inspectors should be within an independent department in order for them to provide the impartial assessments required.

Areas of training which were identified involved training on standards related to: curriculum, textbooks, examinations, school construction and teacher training (essentially, nearly all areas of standards-setting). Lastly, training on designing and producing statistics and data collection was also amongst the group's responses.

b. Responses on Training Needs from DEOs, by Region

Table 6: Responses on Training Needs from DEOs, by Region

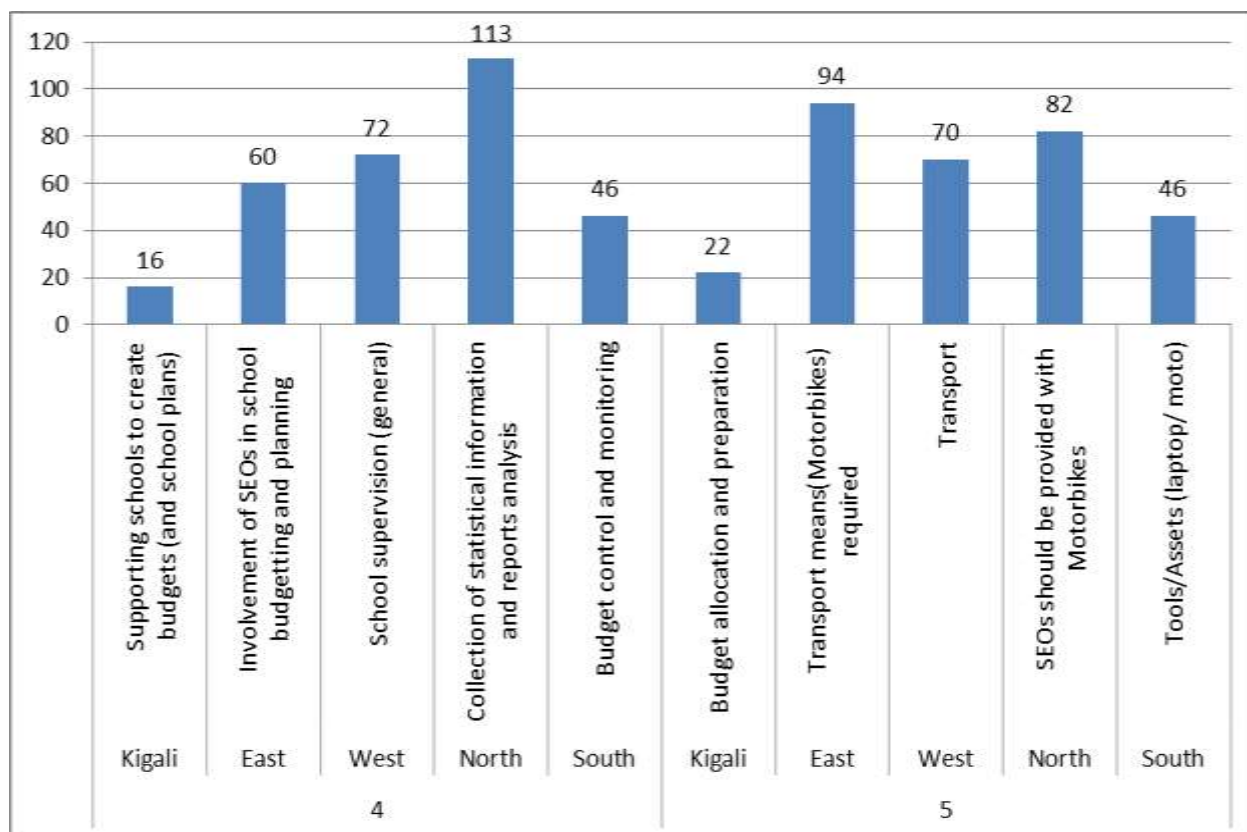


Q4. DEOs identified the following challenges within their JDs: paying teaching staff (this was an area which was clarified during discussion – that they themselves would not be expected to pay staff, but rather oversee the activity); school financial reporting and monitoring financial reports was considered a complex task. DEOs admitted that they were educationalists and many were not well-versed in financial procedures. Related to responses in Question 2, the reporting system was also seen as a challenge.

Q5. In terms of areas for skills development and training, DEOs identified that they should be trained in financial skills – including for budgeting and overseeing payroll. They also noted that there should be money allocated in the budget for training at the district level. Software and IT tools was also mentioned as an area in which support was needed. Other responses mentioned within groups also involved compiling and analysing school reports.

c. Responses on Training Needs from SEOs, by Region

Table 7: Responses on Training needs from SEOS, by Region



Q4. In response to the question of what challenging tasks are in the revised JDs, SEO groups mentioned areas around school supervision and support, collecting statistics and reports, and monitoring school budgets and school development plans. SEOs also mentioned that it was difficult for them to analyse school financial reports because: 1. They lacked the skills to conduct ‘audits’ on school financial spend, and 2. They were not comfortable to do so in case this would ‘cause trouble’ between themselves and the head teacher.

Q5. Finally, in terms of what skills, tools or systems are needed to carry out the JDs, SEOs all were in agreement that resources such as transport, laptops, and budget allocation were the most important areas which support is required. Secondary responses for this question included: tools to facilitate trainings, common software for education statistics, training in school budgeting and planning, as well as training in collecting statistics.

4. Summary Recommendations for Job Descriptions

In light of the findings and feedback from the Regional Workshops, the following recommendations are made concerning the Revised JDs:

a. Overall summary of recommendations for JDs

Inspectors:

- Separate JDs should be prepared for Pedagogical and Regional Inspectors. These can largely be based on the same text, but a separation should be clear concerning the difference between the roles. For example, Regional Inspectors are the coordinators of the Inspectors within their region. Inspectors are specialists within designated subject areas, working together to inspect schools.
- The draft revised Pedagogical Inspectors' JDs would benefit from further scrutiny and review by REB and a selection of Pedagogical Inspectors themselves, to ensure that the content are reviewed in a similar manner to the general Inspector JD and other decentralised education officers' JDs.

DEOs:

- Clarify that the DEO's role in paying teachers would be to oversee rather than directly conduct payments. This was the intention of the content but from feedback it is recognised this should be clarified.

SEOs:

- Include responsibilities of SEOs around: Adult literacy, *Itorero*, Sports and Culture, Early Child Development
- Clarify that the school committees are meant to be the same as Parent Teacher Associations, and that the SEOs will collaborate with them rather than limit engagement as 'organise regular feedback meetings' as is currently phrased.

The Draft Revised Job Descriptions have been edited with these changes, included in Annex 1.

b. Outstanding issues not yet revised

Two areas have not yet been revised in the JDs as they require further conversations between REB, MINEDUC and MINALOC.

The first is concerning the co-signatories on the *Imihigo* contracts. As had been recognised, a key challenge remains around the implementation of the co-signatures on *Imihigo* contracts; the overarching constraint is related to the decentralisation structure and policies which prohibits 'reporting lines' to be connected between central and district levels, and district and sector levels. It is clear that improved coordination is required and desired amongst the education officers and thus a compromised approach may need to be reached.

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Instead of co-signatures on contracts, a compromise could involve REB issuing recommended points or a standard template to be used within the *Imihigo* contracts for DEOs and SEOs to provide guidance to MINALOC-- Mayors and Sector Executive Secretaries in particular.

The second issue is related as it concerns the sharing of education information between the decentralised levels; it was felt that DEOs could not report education statistics directly to the Regional Inspectors, and similarly SEOs could not share reports directly with DEOs as they were expected to submit them through the Mayors and Sector Executive Secretaries respectively.

A solution to this may be to delete the language concerning information reporting between decentralised levels in the JDs, and instead focus on making information flows coordinated in a more efficient manner through the use of reporting tools which would allow information to be compiled and sent quickly through an automated system. In such a system, the decentralised government could have oversight to approve all reports, but there may be some types of information that are shared immediately to relevant education officers up the chain.

c. Introducing the final JDs to decentralised levels of government

In introducing the final JDs, there will need to be a process of orientation not only for the decentralised education officers, but also for their supervisors, particularly amongst District Mayors, Sector Executive Secretaries. This essential step will support the re-alignment of roles and address concerns that education officers often receive tasks which are not within their sector responsibilities.

5. Recommended Training Plan

The key questions asked at the workshop concerning areas of training and capacity were intentionally open-ended to allow different perspectives and interpretation. As shown in the analysis in Section 3, suffice from the issues around resourcing (e.g. transport, and IT equipment), and some general long-term training needs such as in English language, the types of training needs are around processes which require a mix of skills, and thus the training needs are broader than just in using Excel or planning alone.

a. Identified Training Needs

The areas of training needs are summarised below for each decentralised education position.

Inspectors:

- Consolidating statistics and reports
- Curriculum standards inspection and reporting

DEOs:

- Monitoring school financial reporting/auditing
- Payroll oversight
- Compiling and analysing school statistics

SEOs:

- School budgeting and planning
- Monitoring of school budgets and plans
- School supervision in general
- Collecting school statistics

The key recommendation for implementing the training plan is to link the areas of training with the development of appropriate tools to support the task so that the training is as practical as possible. For example, Inspectors are required to consolidate statistics and reports, but these outputs can be improved with better reporting templates and inspection tools. Inspectors do already have templates and standards, but it was felt that the formats were onerous to complete and did not lend to easy analysis and dissemination. In implementing a training plan, it would be necessary to first look at the reporting tools currently in place, and develop them to be more efficient, and then train officers on the new formats.

Similarly for SEOs and DEOs, tools for budgeting and planning, monitoring and collecting data were not in any consistent format, and thus the content and frequency of these tasks could be greatly improved with standard tools. Especially where tasks can be automated, basic IT tools would further support the accuracy, reliability and frequency of data collection and reporting. This finding is consistent with the February 2014 Progress Report which listed, as one of the cross-cutting recommendations:

- Information management and analysis: DEOs and SEOs should be equipped with basic IT tools (computers for DEOs, at minimum basic smartphones for SEOs) to enable them to

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collect, submit, and access in future the education data from their area: ideally, this will be accompanied by web access to EMIS and other government information tools, on the pattern of IPPIS.

Thus, the draft Terms of Reference (see Annex 6) for the implementation of the Training Plan has incorporated the task firstly of reviewing, improving, and as necessary, developing tools for the tasks required by decentralised education officers.

b. Prioritised Areas for Training

The following training areas are further elaborated based on the needs recognised by the decentralised education officers during the training needs assessment:

Inspectors:

- Training on curriculum standards inspection and reporting tools
- Understanding and analysing statistics and reports from schools/DEOs/SEOs
- Review of new tools used by DEOs and SEOs

DEOs:

- Training on budgeting and costing for schools and District using budgeting tools
- Compiling and analysing school statistics from SEOs
- Review of new tools used by SEOs

SEOs:

- School supervision, in general
- Training on school budgeting and planning tools (including monitoring)
- Training on school statistics/data collection tools

The development of tools should begin at the Sector level as a basis for data collection (including data collected during school supervision). Since for administrative data, the school and sector level data is inputted directly into an electronic system, there is no need for the District to manually compile or consolidate again. However, the District and Inspectorate levels should understand how the tools work in order to check for accuracy, as well as provide support to SEOs on how to use them. Their training on the tools would also be of accessing, reviewing, approving as needed, conducting additional analysis and providing feedback down the chain.

DEOs should be provided with, and trained to use tools to support budgeting and costing of educational activities which support their ability to prepare District plans and budgets which are in line with District priorities and the situation of schools.

Tools for Inspectors should focus on a simpler reporting format, collected electronically in order to reduce the burden of data entry and improve the consistency, accuracy, frequency, and use/sharing of inspection reports.

Computer applications which can be used on a laptop/desktop machine as well as mobile phones would be the ideal improvement to reduce paper reports and the onerous task of data re-entry.

6. Summary Recommendations for Improved Induction Practices

a. Current Induction Practices

The induction practices were investigated through individual interviews as well as through the workshop survey.

Of the 22 Inspectors present at the workshop, 14 of 22 said that they received an induction when they first started the role they are currently in. However, for some, they mentioned that this induction was a long time ago, and many things had changed – the decentralisation process being one of the key changes which affects their work. Amongst DEOs and SEOs 64% said that they had received an induction.

Both the 'Human Resources Management Procedures Manual for Local Government' and the 'REB Procedural Manual' state that Mentors should be assigned to new staff as part of the induction process. Amongst the 22 Inspectors, only 1 stated that they had received a Mentor after recruitment. Amongst DEOs and SEOs, 28% said that they had been assigned a Mentor (55% said they had not, and 16% did not know or did not answer).

MINALOC and REB both have HR manuals and procedural documents and staff, in particular new staff, should be familiar with them. Of DEOs and SEOs, 60% stated they were familiar with the HR Procedures for Local Government.

b. Mentors and a 'Work Brother/Sister'

In both manuals, the Mentor is mentioned to be the immediate supervisor of the new recruit. This is positive for monitoring the growth and performance of the new staff. However, it does not necessarily provide the 'orientation' function that the new recruit requires to learn the day-to-day functions of their job. This is most extreme with the SEOs and DEOs as their Mentors are the Sector Executive Secretary and the District Mayor, respectively. The Executive Secretary and the Mayor are not only constrained by time to spend instructing the SEOs and DEOs, but they are also outside the education sector and thus it would be difficult for them to provide the education-technical background and support to the new recruit.

Within the REB, the situation is slightly different as the line managers for new recruits are within the same institution, but the constraint on time and resources is a real one. Another issue that remains is that the job and most current processes and tools used may not be as familiar to the line manager as it once may have been if/when they were once in that same position.

Therefore, we recommend that a 'buddy' is introduced to the new recruit (Note: we recommend that 'work brother/sister' or more appropriate word is used to replace 'buddy'- the words are used interchangeably in this report). This person would ideally be another officer in the same role as the new recruit, who is able to provide orientation on-the-job so that the practical tasks can be

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learnt during the new recruit's induction period in an efficient manner. The difference between the Mentor and work brother/sisters is that they are not responsible for the growth or development of the staff, whereas the Mentor is. The informal relationship between the buddy and the new recruit can also be encouraged to continue after the induction period for sharing information, answering questions, etc.

New staff within REB have a natural organisational structure whereby a new Inspector can be the brother/sister of an existing Inspector. However, for SEOs and DEOs, a new SEO will have difficulty being linked with another SEO because of the geographical distance not to mention the separation of Sectoral governance structures and limited coordination between the two.

The likely acceptable scenario would be that the SEO's 'brother/sister' would be the DEO of his/her area, and the DEO's 'brother/sister' would be an Inspector with oversight in their region. This arrangement will also help education sector coordination and facilitation between the officers even after the induction period.

c. Introduction to Induction Pack

Two Induction Packs are proposed (see Annex 2 and 3)—one for the Inspectors to be used within the REB, and a separate pack for use with 'MINALOC's DEOs and SEOs. Both organisations have their own induction procedures as in 'MINALOC's 'Human Resources Management Procedures Manual for Local Government' and REB's 'Procedural Manual.'

Each induction pack is meant to be supplementary material to the HR/procedures manuals, and not a replacement to the policies already in place. Section 5.2 of the 'HR Management Procedures Manual for Local Government' states that 'the Mentor shall tailor make an induction program for the new employee in accordance with the requirements of her/his position.' The Induction Pack for DEOs and SEOs is intended to support the Mentor in tailoring this program – so that the inputs are standardised for all new decentralised education officers.

As the HR procedures are the same at the decentralised level for DEOs and SEOs, one pack has been created for both in order to both streamline the number of materials for education induction, but predominately because the contents and procedures can be generalised to both.

d. Implementing the Induction Process

The proposed Induction Pack should be implemented right away for all new recruits once approved. It may be desired for the 'buddy' system to be trialed for the first few staff of each position to see what adjustments in process should be made or if it is felt to be helpful to the new staff.

It may be necessary for additional resources for the Induction and Buddy processes to be included in the annual workplan and budget. For example, at the moment, REB Quality Standards do not have a budget for induction activities, and certainly do not for DEOs, however they could be incorporated with other school-based activities in the meantime.

That said, there should be no substantial additional financial resources required for the induction processes as the orientation is to be aligned with the normal work that the 'brother/sister' would be engaged with anyway, while the mentoring roles would require time resources on behalf of the mentor (which are being somewhat reduced due to the 'buddy's' role) rather than financial inputs.

7. Summary Recommendations for Government

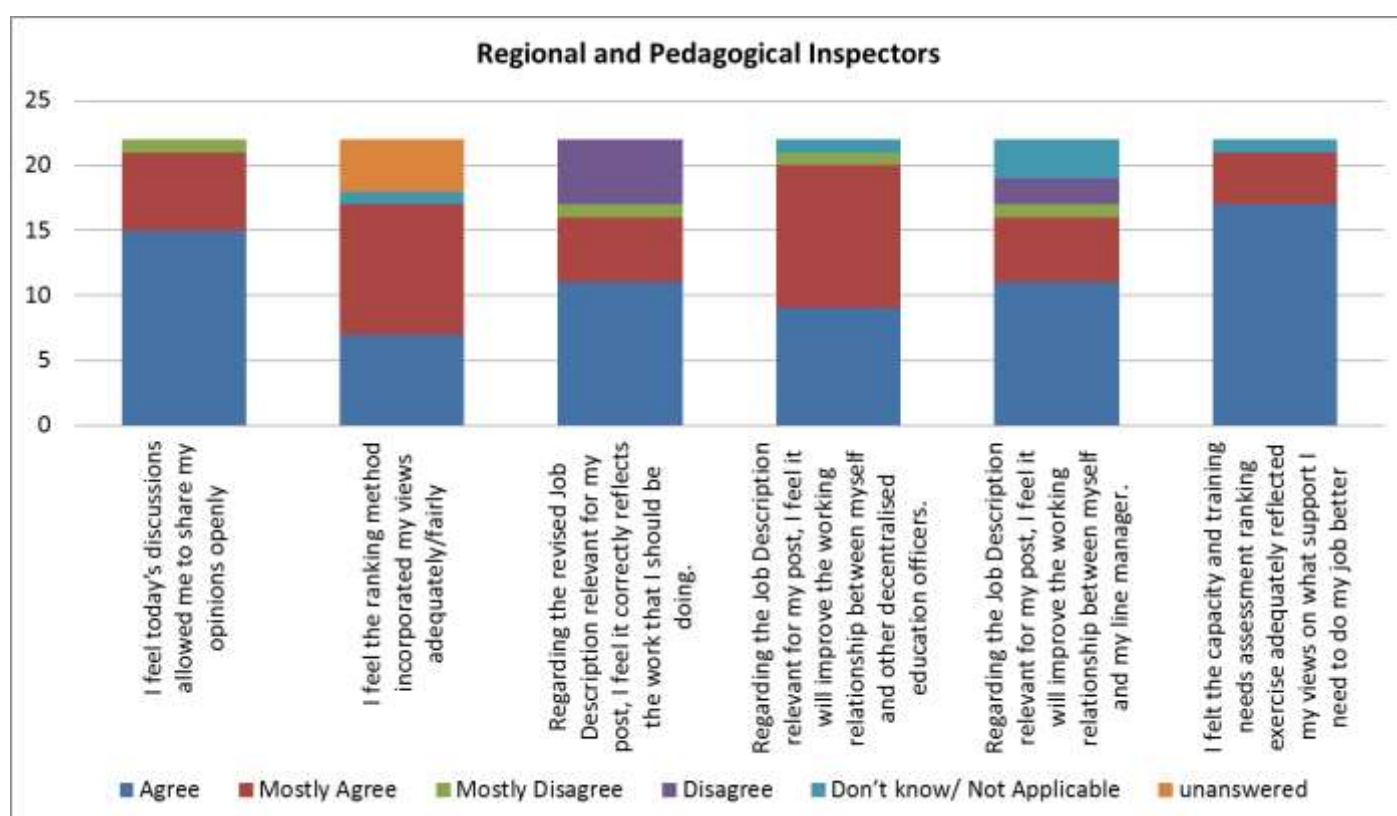
The following recommendations are reiterated from the report content to highlight those which will require further action from government (REB, MINEDUC and MINALOC)

- The final JDs will need to be approved, and agreed, especially concerning the acceptable reporting lines between REB/MINEDUC and the decentralised education staff under MINALOC.
- In introducing the final JDs, there will need to be a process of orientation not only for the decentralised education officers, but also for their supervisors, particularly amongst District Mayors, Sector Executive Secretaries. This essential step will support the re-alignment of roles and address concerns that education officers often receive tasks which are not within education sector responsibilities.
- If the induction pack is approved for use, the role of the appropriate officer in providing orientation/'buddy' role to new staff should be included in the JDs.
- It is recommended that tools, instruments and forms that will be used by the decentralised officers are reviewed and developed further prior to any training sessions so that the training can be based on the updated instruments.

8. Survey Responses

Lastly, a short survey (copy in Annex 4) was distributed to participants to gain feedback on the Participatory Ranking Method as well as allow for additional specific responses to the JD feedback, capacity needs, as well as induction procedures. The brief survey is not meant to be considered as ‘research’ and thus in depth statistical methods were not applied. Its purpose was to have a general idea to check the validity of the workshop methods and to give an opportunity for individuals to made speciific additional comments.

Table 8: Survey responses by Regional and Pedagogical Inspectors:



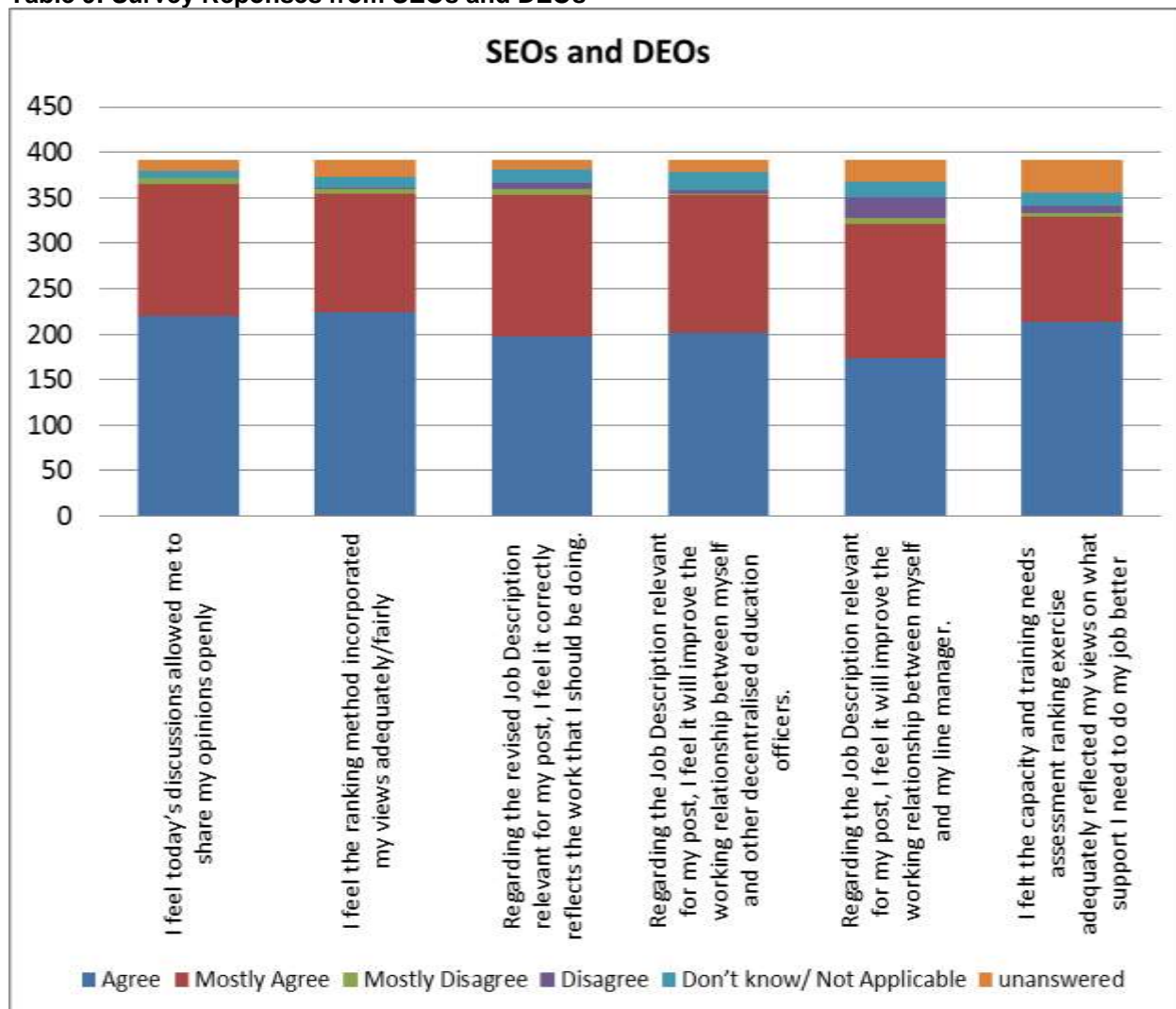
For those that did not agree that the Job Description was relevant for their post/correctly reflects the work they should be doing, this response was provided by Pedagogical Inspectors who felt that the Inspector JD was geared towards Regional Inspectors and not their position.

Other additional comments that were made by Inspectors were:

- "I appreciated this PRM. It's fantastic"
- "Inspection needs to be independent, remain with REB and extend to WDA schools"

In total, 392 surveys were collected from DEOs and SEOs (out of over 400 total workshop participants).

Table 9: Survey Responses from SEOs and DEOs



Amongst those that disagreed with the statement: 'Regarding the revised Job Description, I feel it correctly reflects the work that I should be doing' – the further comments to the response can be summarised as follows:

- 'The extra tasks will make the work challenging'
- 'The tasks were described in the workshop'
- 'Other attributions like Itorero' should be mentioned
- 'My activities are connected to my performance contract'

Thus, we anticipate that between changes made within the JDs as well as the broader changes linked to amending performance contracts through a template Imihigo contract and/or co-signing of contracts, as well as changing of staff within the District education unit, these concerns can be addressed.

Those that disagreed with the statement that the revised JD would improve the relationship between themselves and their line managers described that this was because (consolidated responses):

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- 'My manager gives me other roles which are not included in my responsibilities and are outside of education'
- 'Manager should be informed about our JDs and allow us to go into our attributions'
- 'It excludes my direct supervisor (for SEOs) and strengthens relationship with DEOs'

It is anticipated that by clarifying *imihigo* contracts to be focused on education sector priorities, and by providing an orientation to decentralised local government officials (Mayors and Sector Executive Secretaries), these concerns can also be addressed.

Therefore, as mentioned in the recommendations for implementation of the revised JDs, the documents cannot stand alone. REB and MINEDUC will need to work with MINALOC in order to coordinate the roll out of the JD revisions. This should involve changes to the *Imihigo* performance contract process for decentralised education officers, and also to ensure that the JDs and induction practices are introduced to the immediate supervisors – Mayors and Sector Executive Secretaries in particular.