

Guidelines for

Capacity Development in the Education Sector

within the
Education For All
Fast Track Initiative
Framework



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Coordinator and Editor-in-Chief: Temby Caprio, BMZ/GTZ • Consultants: Marie Dorléans and Ian Smith • Graphic Design: Gérald Sanspoux

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Introduction

Background

The Education for All-Fast Track Initiative (EFA-FTI) is an evolving global partnership among donor and developing countries to ensure accelerated progress towards EFA, and in particular, Millennium Development Goals (MDG) 2 and 3. The EFA-FTI was created in 2002 to help countries address four “gaps” identified as major hurdles to achieving EFA: finance, data, policy, and capacity. Whereas its initial focus had been mainly on financing sound, evidence-based education sector plans, the FTI broadened discussions in 2006 to more systematically address the capacity within countries to implement these plans. These guidelines are a response to that broader agenda. They draw from work done on capacity development (CD) by the Development Assistance Committee of the Organization for Economic Co-operation and Development (OECD DAC)¹ and from the experience of more than twenty institutions, partner governments and individual experts.²

Objectives and scope of the guidelines

These guidelines are intended to support the design of a strategic, participatory approach to capacity development in the education sector. They should help stakeholders at the country level assess education sector plans and implementation capacity, identify capacity gaps and existing resources and set priorities for a capacity development strategy. The outcome of the analysis generated by these guidelines should be a strengthened and shared agenda for CD.

What are these guidelines for?

These guidelines focus on the implementation of (basic) education sector plans in low-income countries. Their use should guide a process to put in place the capacities needed to attain sector plan objectives. This process is organized around five steps. Key issues to be addressed are specified for each step, which form a “checklist” for capacity dialogue. Throughout the document, capacity is addressed at the individual, organizational and institutional levels.

Who should read and use these guidelines?

The guidelines have been designed as a resource for country-level stakeholders:

- Education decision-makers should be familiar with the process suggested in these guidelines before their teams begin to use them.
- Education planners and other key managers in education ministries should find this tool useful for promoting dialogue around CD at the country level.
- Other stakeholders in the local education group, including members of civil society organizations and representatives of the private sector should participate in adapting the guidelines to local needs.
- Donor education experts at the country level should participate in the implementation of the guidelines in order to support technical and financial resource mobilization.

When should they be used?

The guidelines can be used:

- during the elaboration of the sector plan as a feasibility and baseline assessment tool to ensure that planning is done not only according to objectives, but also according to capacity considerations, and that a capacity development strategy is part of the overall strategy;
- while implementing the sector plan as a monitoring and evaluation tool on capacity issues, in preparation for joint annual reviews, or at any other time when the implementation capacity to achieve objectives and outcomes needs to be reviewed.

Introduction

Use of the guidelines should enhance the feasibility of the sector plan and will provide a sound basis for the donors' appraisal as part of the FTI endorsement process.

How should they be used?

A flexible tool. Successful capacity development is both country-specific and endogenous. Standard formulas, imported solutions and rigid analytical frameworks rarely produce good results. Consequently, these guidelines are not a blueprint. Some questions may not be relevant to all contexts, while sensitive issues may have to be discussed several times to achieve a consensus. Some key stakeholders in the education sector may not be in a position to respond to every question. The guidelines should be adapted to local needs before use.

The annotated bibliography will facilitate the use of guidelines along with other resources and tools. In all instances, the use of these guidelines should build on available documentation and national policies and studies that have received general endorsement.

A flexible process. It is recommended to organize a participatory discussion process (see Step 1), including technical work, research, data and information collection by small groups. Technical meetings should be accompanied by broader political meetings for consensus-building. A variety of stakeholders, experts and professionals could be invited as resource persons. There are many ways to use these guidelines. Two country examples are presented here.

Guinea

Technical teams and political consultations (2007)

The recent revision of the sector strategy in Guinea aimed to build on a strong capacity analysis and include a capacity development strategy. The endogenous process, led by the sector program coordination unit, included multi-partner and multi-sector technical working groups (different levels of the MoE, MoF, Ministry of Civil Service, unions, civil society). They worked on constraints to and opportunities for program implementation. A work plan granted time for the groups to deepen the capacity analysis at institutional, organizational and individual levels, and at national, regional and local levels. Regular consolidation of the products of the groups is ensured by a consultant. The final version will be shared with the other sectors and, after amendments, harmonized with the national CD strategic document. Then, priority actions will be identified and included in the 2008 education MTEF. Lessons already learned in this process: Good planning and inclusive and participatory methods are key factors for success.

Honduras

Four workshops to ensure ownership of the guidelines and the process (2007)

In Honduras, a focal group comprised of ministry executives and civil society was constituted to lead work based on the pilot version of the CD guidelines. Four successive workshops made it possible to:

1. Analyze and agree on a common understanding of the terminology;
2. Sensitize and train a team from the university to become the facilitators for the process;
3. Review the guidelines for two days, divided into two teams; and
4. Share the outcomes and findings of this work.

These validation steps have resulted in good team cohesion and the creation of an enabling atmosphere for future work.

Both the content and the process have to be reviewed and adjusted as required. This will help to ensure full ownership by the users and appropriateness to country specificities.

Introduction

Definitions: capacity, capacity development

Capacity: Three perspectives³

The basic definition of capacity used here is from the OECD DAC: “the ability of people, organizations and society to manage their affairs successfully.” This notion of capacity clearly goes beyond the experience, knowledge and technical skills of individuals. Capacity development at the individual level, although important, depends on the organizations in which people work. In turn, the enabling environment influences the behavior of organizations and individuals largely by means of the incentives and vicious or virtuous circles it creates. This distinction between the organizational level and the institutional level or “enabling environment” has been explained helpfully by DFID: “*If institutions can be defined as the ‘rules of the game’, organisations are how we structure ourselves to play. The key distinction between institutions and organisations is that between rules and players.*”⁴ Low performance is usually related to poor governance, which is not necessarily a lack of skills or training. In such a context, it is not enough to undertake individual initiatives to address specific objectives. CD must be systemic and strategic. This is especially true for fragile environments where countries are often far from achieving EFA goals because they lack the capacity.

Capacity Development: A systemic, comprehensive and strategic approach

Throughout these guidelines, the “best fit” approach to capacity development⁵ calls for a systematic effort to strategically think through the three levels of capacity (individual, organizational and institutional) while taking into account particular circumstances and country specificities. “Systemic” refers to the interactions between the different levels. Not only skills and organizational procedures, but also issues of incentives and governance need to be reviewed.

Capacity development cannot be limited to short-term training activities. This implies fostering the institutional environment and organizations in a comprehensive, strategic way, including managing change. In the education sector, this means linking the EFA implementation strategy to a solid capacity development strategy at all levels from the classroom to central administration, including civil society and the private sector.

Box 1: Capacity development in fragile environments

“Fragile environments” refer to a wide range of countries and situations (armed conflict, poor governance, economic decline) where capacity challenges are largely the same as in other countries but their intensity is different. In other words, the range of capacity development interventions is similar but their combination and prioritization may differ.

Capacity development challenges in fragile states are more complex and urgent:

- Fewer individuals with capacity (history of neglect and discrimination, concentration of power).
- More profound organizational disintegration (less organized civil society, less formal and accountable private sector, weaker political will and capacity).
- A more “disabling environment” (insecurity, poor governance, less funding, less data).
- Additional stakeholders (more local and international NGOs, new leaders, rebel groups and armed forces, child soldiers and alienated/demobilized youth, refugees and displaced communities).
- Additional issues (security, reconstruction, nation-building).
- Trade-offs between strong need for speedy delivery and long-term capacity development.

Capacity development strategies in fragile states need to be more varied and flexible:

- Prioritize key capabilities: delivering basic services; addressing critical inequities and sources of fragility; developing strategic policies and frameworks.
- Capitalize on local capacity: state fragility usually impacts capacity at the central level but education capacity at the local level often remains; it should be protected and can be enhanced.
- Support the development of “interim arrangements” for laws and regulations.
- Where non-government provision is necessary, involve government stakeholders.
- Use local languages; make explicit plans to phase out external expertise.
- Bridge donor support and funding between humanitarian assistance and development assistance and commit to consistent and sustained partnerships.

Appropriate capacity development in fragile environments can contribute to stability. Fragile contexts, such as conflict and post-conflict situations, may also provide new opportunities for change and capacity development.

⁽¹⁾ The international community, particularly within the OECD DAC, has made capacity development a priority. Beyond the general principles of ownership, alignment, harmonization, managing for results and mutual accountability, the Paris Declaration on Aid Effectiveness formulated guidance as well as a set of indicators for demand-driven capacity development: “Partner countries commit to integrate specific capacity strengthening objectives in national development strategies and pursue their implementation through country-led capacity development strategies where needed. Donors commit to align their analytic and financial support with partners’ capacity development objectives and strategies, make effective use of existing capacities and harmonise support for capacity development accordingly.” (Paragraphs 23 and 24). The current document represents a first effort towards implementing these principles in the education sector.

⁽²⁾ Key documentation is primarily from OECD DAC/GovNet, as well as DANIDA, DFID, GTZ, EC, JICA, UNDP, UNESCO, USAID and the World Bank. See the annotated bibliography in the annex for more details on selected documents.

⁽³⁾ OECD DACGovNet (2006). See annotated bibliography.

⁽⁴⁾ DFID (2003). See annotated bibliography.

⁽⁵⁾ OECD DAC GovNet (2006), p.9 and GTZ (2003).

Introduction

Five steps toward a capacity development strategy

The five steps below outline a process for designing a shared strategy for country-led CD. The summary table presented in Step 5 will help systematize the results of this work. It could be useful to have this structure in mind when working through the steps.

Step 1: Set the stage for participatory dialogue around a CD strategy

Once political commitment to the CD process is clarified, the stakeholders should be identified, the format of the dialogue defined and the support tools and resources put in place. During Step 1, consensus should be reached on the principles of leadership, the participatory and endogenous nature of the process and ownership. These are broadly recognized as key factors for successfully approaching CD.

Step 2: Understand and build on the country context for an effective education CD strategy

During the second step, the international, national and institutional reform contexts in which to embed the education CD strategy should be clarified. The list of education objectives and targets for which the CD strategy is designed should be reviewed by all participants. Step 2 should ensure coherence with international and national commitments and guarantee pragmatism and realism of the whole process.

Step 3: Conduct the capacity gap analysis

In Step 3 the capacity needs related to each education objective are discussed. The review of existing capacities and on-going CD actions leads to the identification of capacity gaps that call for specific responses. This step may be the most

time-consuming. It will be necessary to systematically review key thematic areas in the education sector from a capacity standpoint, considered from the three different perspectives (individual, organizational and institutional).

Step 4: Design the CD strategy: mobilize resources and set priorities

To formulate the CD strategy and to address the gaps identified in Step 3, the potential financial and technical resources, both national and external, should be assessed in Step 4. If these resources are insufficient to fill all the gaps, then initial EFA targets should be scaled back or the objectives re-phased (back to Step 2). Trade-offs among the different capacity development needs must be made so that priorities among the CD objectives can be set.

Step 5: Define a monitoring and evaluation mechanism for the CD process


Once the CD strategy is designed, with both mid- and long-term objectives and short-term implementation modalities, the last step helps define the procedures for monitoring and evaluation. In Step 5 a table presenting the outputs of each step and the overall outcome of the process is prepared.

As a result of this process, implementation capacity issues should become central in the education sector strategy.

A reader's guide to the layout:

Concrete examples are presented in blue or orange.

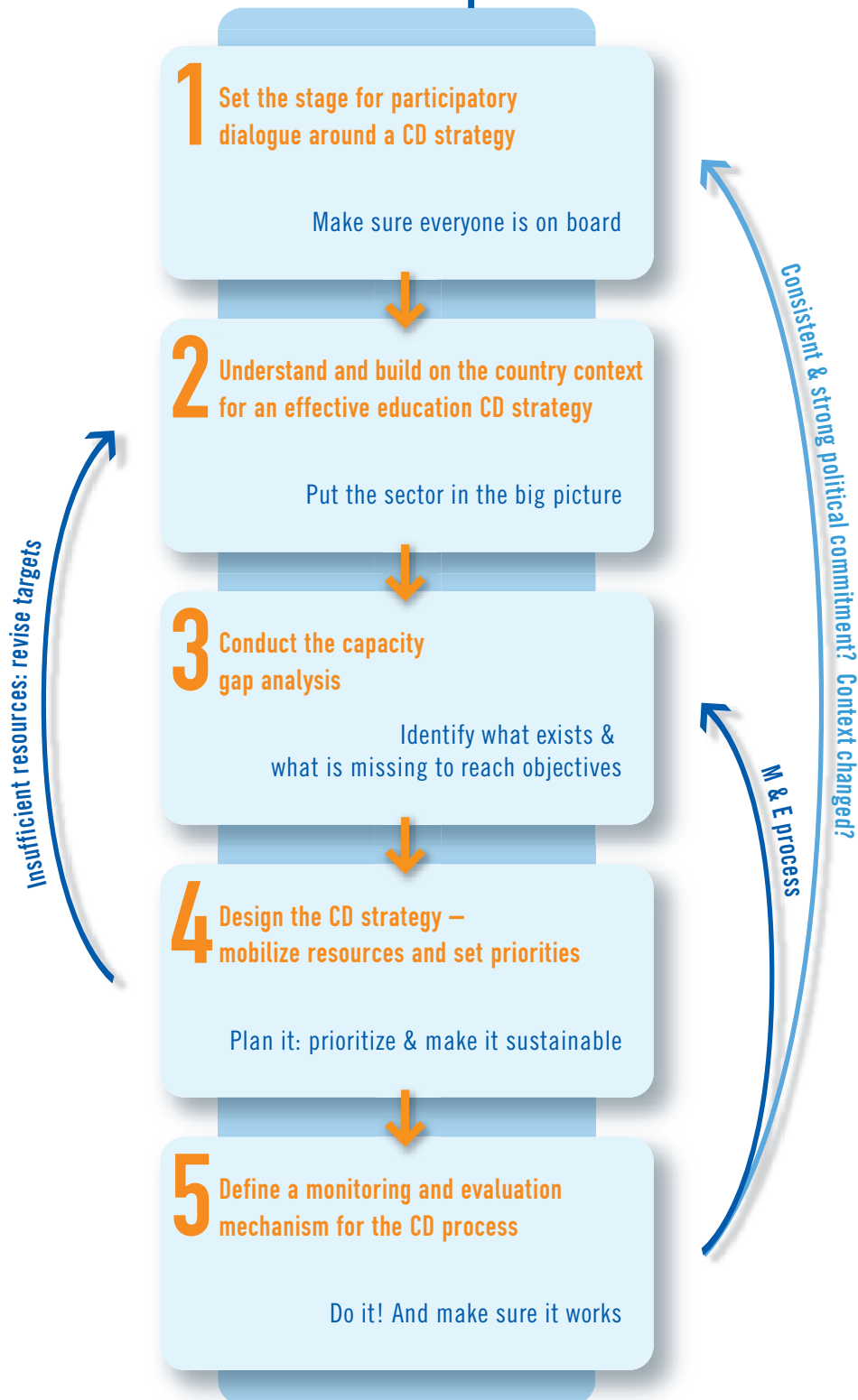
The symbol  introduces key issues to be addressed in each step.

The symbol  is indicated each time it might be necessary to go back to a previous step, as a logical consequence of the iterative characteristic of this process.

At the end of each step, a **TO DO list** summarizes the main actions suggested to complete the step.

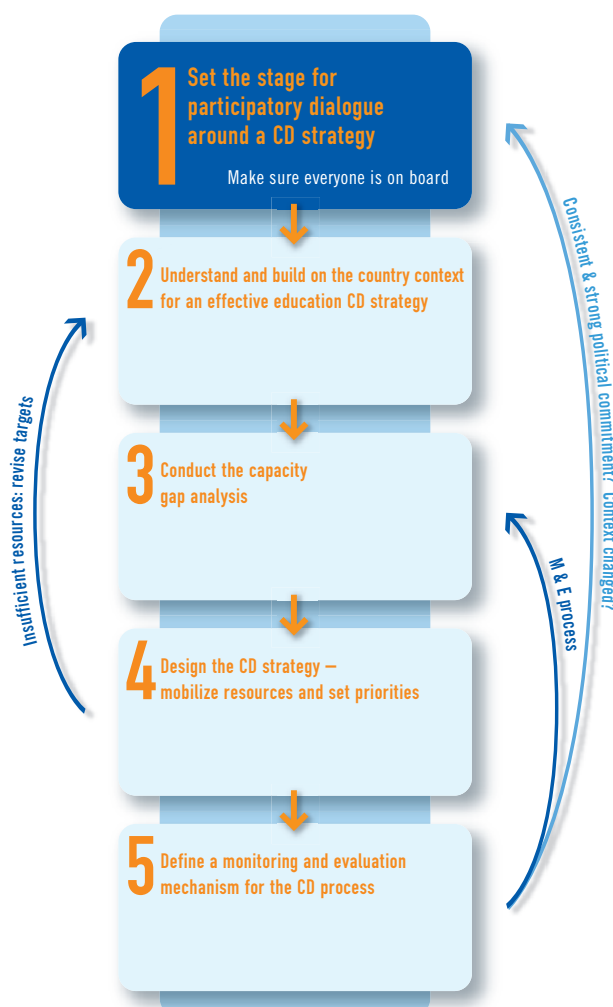
Introduction

the 5 steps



Step 1: Set the stage for participatory dialogue around a CD strategy

Establishing a common ground around systemic capacity issues within the education sector requires that the design process is carried out in an inclusive and comprehensive manner. Three factors are critical: 1) strong, long-term commitment and consistent leadership, 2) broad ownership and inclusiveness of the CD process and 3) an informed debate on capacities.



Box 2: Why is the method so important?


Reform is hard work even when it is on track and enjoying support. Even if everyone agrees on the destination, there may be disagreements on how to get there. Being, by definition, new it will involve personnel learning to do new things or old things in a new way. A reform has to be first broadly discussed and agreed upon in a transparent decision-making process, then well planned and broken down into achievable segments that will deliver early successes that reward supporters and convince doubters. A steady course is needed to prevent wasted effort on initiatives that are cancelled on the basis of political whims. This may be a very difficult issue to address in an objective way. It might need an outsider to provide objective input or moderate discussions.

Strong, long-term commitment and consistent leadership

Sustainable change does not happen overnight. Consistent leadership and strong commitment to the education objectives and related capacity issues are necessary to drive the CD process over the long-term. A committee could be established to play this leadership role. This committee should determine a clearly defined time frame to conduct the dialogue around capacity development and plan CD actions. This time frame could be usefully linked to the sector monitoring and evaluation process if there is a sector-wide approach being implemented – for instance, with planned sector reviews. It is important to ensure commitment and leadership before engaging in the process.

This assessment can be made with regard to the objectives of the education sector and the means given to decision-makers to achieve them.

The following sample questions may guide an assessment of existing leadership:

 *Existence of a clear sectoral vision with objectives and an implementation strategy.*

Does the education sector have an overall vision and a policy framework for the implementation of this vision? What are the different objectives of the sector or sector plan and their associated targets? Are these evident in any written document, which would serve as common ground during the whole process of CD dialogue?

 *Adequacy of leadership and existence of tools.⁶*

Do managers provide appropriate direction to the objectives? Have unit managers in the ministries translated the overall vision of the sector into clear unit objectives and have they developed programs of action to achieve these objectives? Is this evident in any rules, mechanisms or practices, such as unit terms of reference, individual job descriptions and any form of management-by-objectives? Are the leaders, at all levels, committed both to the vision and to the particular strategies and specific programs designed to achieve it? Are they allocating resources among the organization's units in line with their vision and strategies?

Box 3: Political commitment – What if this key factor is not fully ensured?

The description above might sound like an ideal, rather than a reality. There is no blueprint for how to assess political commitment, which is a combination of various governance factors. Nevertheless, clear political will is necessary to initiate and follow through on the process. Leadership may be weak, but could be strengthened by involving other stakeholders convinced of the relevance of working on CD. In particular, useful support could be sought at the community level or among civil society organizations. It is up to stakeholders to determine if political willingness is consistent enough to ensure implementation of the CD strategy. If it is not strong enough, preparatory activities (e.g. awareness raising and training) could maximize the chances of success.

Broad ownership and inclusiveness of the CD process

Once consistent high-level political and managerial support is obtained, stakeholders need to be identified in a systematic manner. Indeed, setting up a participatory and inclusive process⁷ which will involve all categories of stakeholders is a key factor for ensuring broad ownership of the outcomes. This assumes the existence of an agreed, transparent decision-making process.

Broad ownership is, in turn, essential to have the often ambitious and difficult reforms stipulated by the CD strategy actually implemented by the stakeholders themselves, at all levels of the education system.

A systematic identification of stakeholders would consider:

- the *key stakeholders* of the education system (see Box 4), at all levels down to the classroom;
- the *sources or drivers of change* among the stakeholders identified; and
- the *potential opponents* to change whose resistance could be mitigated if they are engaged at an early stage.

Sample questions are :

Stakeholder analysis.

Who are the key stakeholders involved in public sector reform(s) relevant to the education sector? Which stand to gain from the reform, and can be considered as potential supporters? Who are potential opponents to the reform and why?⁸ If there are different ministries of education, how do they position themselves in and articulate with the public sector reform? How can all of these key stakeholders be represented in the process of CD dialogue? Will they have a specific role in this process?⁹ How frequently should they be involved in discussions?

An informed debate on capacities

Given the sensitive nature of CD it is important to ensure consistent and high level technical discussions with a comprehensive approach. An informed debate will be based on a defined format for the dialogue and consider the following issues:

Box 4: Key stakeholders of the education sector...and beyond

Country ownership is much broader than government ownership. Depending on the country context, the sector dialogue around CD should include:

- **Public actors:** representatives from other line ministries (Civil Service, Finance, Planning), central and decentralized levels of the education administration, members of parliament, local authorities and councils, and sector staff across departments;
- **Civil society:** parent-teacher associations, teachers unions, religious authorities, community-based, and faith-based organizations, community education committees and NGOs;
- **Private sector:** building contractors, private school leaders, textbook suppliers and banks;
- **Academic think tanks, universities;**
- **Donors; and**
- **Media.**

NB: Capacity development often focuses on the public sector, overlooking the potential impact of non-state actors. However, even where civil society and the private sector play a minor role in delivering education services, they are important potential sources of demand for reform and accountability. Private sector employers who are concerned about the quality of the workforce may be ready to play a role in promoting quality basic education.

🔍 How to draw from existing evidence and key national documentation?

Those initiating the discussion will need to consider if there is sufficient information available to ensure a purposeful and focused discussion. The discussion will be successful if prior political-economic analysis of the country context and the education sector is shared with all stakeholders (see Step 2).

At this stage, it would be useful to share the OECD DAC paper, “Working towards Good Practice. The Challenge of Capacity Development” (see annotated bibliography) and these CD guidelines.

🔍 How to organize the process at different levels, including preparatory technical work stemming from small working groups and broad, participatory discussions in plenary forums or workshops? Resources may need to be made available to facilitate this process.

🔍 How to involve key experts or professionals from other sectors?

🔍 How to embed the CD process in, and build on, other national reform processes? (This question will be further addressed in Step 2.)

🔍 What technical resources such as universities, regional institutions, South-South cooperation, local consultants, bi- and multilateral technical assistance and technical cooperation could be mobilized to accompany and support the process? This question could be discussed with the local education group.

Experiences in Guinea and Honduras cited above show that different modalities can be used to reach these objectives. In all instances, a key factor for success of the process will be the continuity of the individuals involved.

⁽⁶⁾ See E. Orbach, *Assessing organisational capacity tool*. “[Leadership] could enhance or constrain the capacity of organisations (...) Leadership is adequate if (a) the managers/leaders provide their organisation with direction; (b) if they allocate resources in line with this direction, and (c) if they continually articulate the direction and keep their people on course.”

⁽⁷⁾ In the *Paris Declaration on Aid Effectiveness partner countries committed to “exercise leadership in developing and implementing their national development strategies through broad consultative processes.”* (Paragraph 14)

⁽⁸⁾ E.g. *Teachers unions might oppose a major redeployment of teachers to rural areas, unless they are part of a dialogue and decision-making process that recognizes legitimate motivational issues when teachers are sent to remote areas.*

⁽⁹⁾ *If there has been no sector-specific study, use available general “drivers of change” analysis as a starting point for this inventory, provided it is collectively recognized that its conclusions are relevant to the education sector. For further guidance on the drivers of change approach, see DFID documentation in the annotated bibliography.*

Sample Documentation

Documentation should generally include:

At cross-sector or macro level: the poverty reduction strategy paper (PRSP), public sector reform plans, political and economic assessments, World Bank country financial accountability assessment (CFAA), country policy and institutional assessment (CPIA), public expenditure review (PER), public expenditure tracking survey (PETS), UN agencies’ country common assessments (CCA), mid-term expenditure framework (MTEF) and drivers of change analysis.

At the education level: education sector plan, annual action plans and progress reports, budget allocations, legal documents (e.g.: the status of teachers, school fees), Catalytic Fund implementation plans, frameworks for donor coordination, sector review documentation, donor studies and evaluations.

Sample Sources of Information

Internal to the Ministry, other Ministries, universities, individuals, non-university research institutes, peer learning groups, distance learning nodes, teacher resource centres, consulting firms, NGOs, UN and donors.

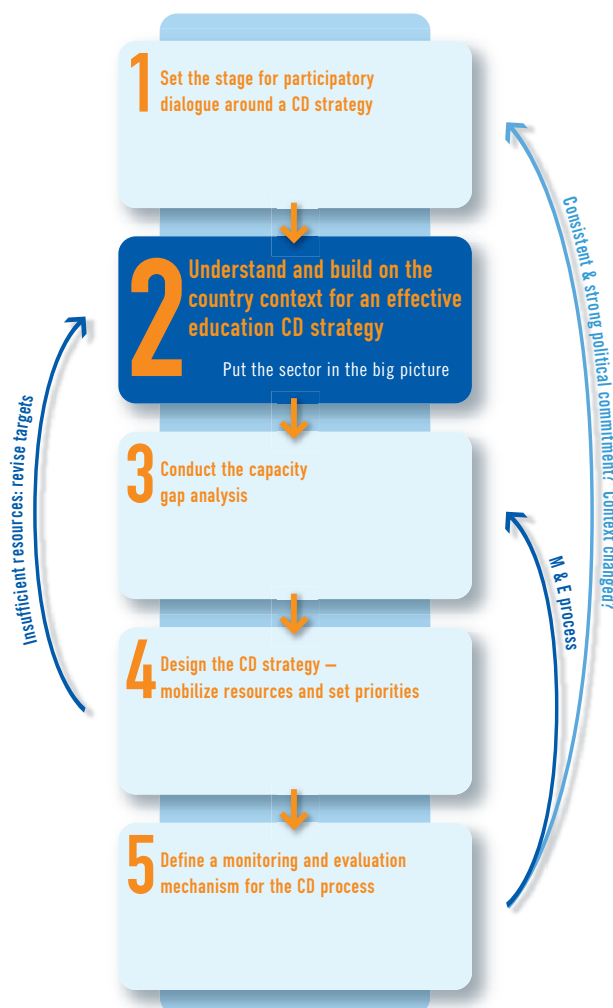
TO DO Step 1:

- ☑ Verify minimum long-term commitment and consistent leadership;
- ☑ Identify the key stakeholders and allocate space and time to involve or consult with them;
- ☑ Share the guidelines broadly with all immediate stakeholders;
- ☑ Define the format, mechanisms, time frame, facilitating resources and tools for conducting the CD dialogue;
- ☑ If working groups or task teams are set up, identify their members, clarify roles, responsibility and commitment; and
- ☑ Conduct an inventory and collect key documentation on the country’s social development, the education sector objectives and the capacity issues.

Step 2:

Understand and build on the country context for an effective education CD strategy

The objective of Step 2 is to embed the overall CD dialogue in the international and country context. This step will help define realistic and sustainable solutions to capacity issues and to establish a baseline for further CD efforts. This baseline will be used for monitoring and evaluating progress. Taking stock of the institutional context as well as the various on-going or planned public sector reforms will make the CD strategy more effective.



Establish a baseline for capacity development

Data and indicators should provide information about education sector capacity. They can be divided into the three levels of capacity (individual, organizational, institutional) and analyzed and interpreted for their implications in terms of capacity resources or needs.

- 🔍 What are the striking features of the country in terms of individual, organizational and institutional capacity (see sample indicators' box)?
- 🔍 Where does the country stand in comparison with other countries with similar features? With the regional averages?¹⁰
- 🔍 What are the possible implications for capacity?
- 🔍 Are there any other issues related to a recent conflict or crisis that need to be considered in understanding the capacity constraints affecting the country/sector?

🔄 *If relevant information or indicators are missing, it probably means that efforts to gather key documentation in Step 1 were insufficient and should be revisited. If knowledge gaps remain, terms of reference for analytical work could be developed.*

Sample Indicators

- On individual capacities: literacy rate, health and HIV and AIDS indicators, emigration rates, diaspora figures, number of students for 100,000 inhabitants, number of teachers/trained teachers
- On organizational capacities: connectivity, demography rates, including mortality consequences on the labor/teaching force due to conflict or instability in fragile states, management tools, % positions with TORs, human resource figures, governance indicators
- On institutional capacities: budget rates and allocations – global, for the education sector, by sub-sector; existence and consistency of policies, teachers' salaries/incentives

Sample Interpretations/Implications for Capacity

- Very low levels of connectivity might mean special challenges for developing sector information systems.
- Very high connectivity could be an opportunity for delivering distance training or on-line support to district decision makers.
- High corruption would have implications for predictability of resource flows to service units and it might limit options for more rational deployment of staff.
- If there are major movements of skilled labor into/out of the country, it may provide opportunities or threaten the development of the education sector by limiting the number of potential applicants to the teaching profession.

Analyze the institutional context: change processes and constraints

Develop a clear idea of the institutional environment in which the education system works. This includes structural factors and norms and subsequent constraints and obstacles to CD. Factual, quantitative factors listed above help establish a baseline. The focus of this section is on qualitative aspects.

Analyzing inputs and resources, as well as constraints, helps explain “why a system works as it does, rather than just seeing why it does not work.”¹¹ This means identifying the historical, economic, political, social features of the country that have an influence on the education system. It includes laws, rules, values, and donor relationships and habits. Box 5 provides guidance for a systematic review of these aspects.

Once the institutional context is analyzed, additional questions can focus on the on-going dynamics affecting this context:

- 🔍 What change processes, at the national and sector levels, should be supporting, accompanying or underlying the future capacity development strategy?
- 🔍 What are the main objectives? What has been achieved compared to the inputs? What impact do institutional changes have on the sector organization (e.g. creation or suppression of units)?
- 🔍 What are the main constraints to their success: political dimension of the organizations, decentralization bottlenecks and/or informal aspects?
- 🔍 What are the new factors or conditions which would be expected to lead to future, more successful CD efforts?

Box 5: The structural and institutional context

(From EuropeAid 2005, Institutional Assessment and Capacity Development, pp. 11-12)

“Structural factors are beyond the influence of individuals and short-term decision making. The following factors are often considered important:

- *The history of state formation, the authoritative resources and legitimacy of the state, and the relation between the economic structures and the state structures*
- *Natural and human resources, social and ethnic structures, demographic changes, regional influences, long lasting pandemics*
- *Globalisation, geopolitics, global trade and investment regimes, migration, urbanisation*

(...)

Institutions are often used synonymously with organisations, but in this context ‘institutions’ denotes resilient social structures formed by norms and regulations which provide solidity and meaning to social life. Institutions can be formal or informal, and are by definition slow to change. Institutional factors considered important include:

- *Norms for exertion of power and authority, from the family level to the state level, including gender aspects of the power distribution*
- *Socially embedded norms for what government authorities should and should not do, and of how public management should be performed (“how we do things here”)*
- *The status and rank accorded to “carriers of public authority”, be it elders, teachers, doctors, clerics, ministers or presidents*
- *Norms governing reciprocity in exchanges of e.g. favours and gifts*
- *The norms governing how formalised, official laws and rules are considered and used compared to informal sets of rules*

(...)

Both structural and institutional factors may seem to be abstract, and since they by definition are beyond short-term influence, it may sometimes appear as an intellectual exercise of little practical value to analyse these factors. But failing to do so may be the first reason for CD and CD support to fail, and most evaluations identify the poor attention to the context as the key explanation for CD support to be ineffective.”


Box 6: Various elements of public sector reform


Consider what different elements of public sector reform exist in your country:


- National planning capacity (e.g. existence of program budget per objective in the Ministry of Finance);
- Public financial management (e.g. capacity to track budget implementation);
- Public procurement (e.g. reform of the procurement code that allows autonomy to the education sector, for school construction and instructional materials);
- Public service re-structuring: mandates and functions (e.g. service delivery opportunities for private sector and not for profit providers);
- Civil service reform: personnel management (e.g. reform of civil servants that introduces incentives and foster motivation – according to geographical criteria, performance criteria, etc.- applicable to teachers);
- Information and statistical systems (e.g. reliability and availability of updated census giving school age population, household surveys);
- Decentralization (e.g. existence of public sector reform for decentralized management in the sectors – including education, responsibilities devoted to local authorities in the management of schools, nature and effectiveness of their accountability);
- Maintenance of public infrastructure and equipment (e.g. school buildings);
- Client/User responsiveness (e.g. parental input, use of service beneficiary surveys);
- Democratic governance and mutual accountability systems (e.g. role of PTAs, local councils);
- Legal and constitutional reform (e.g. respect for minority languages);
- Aid management and donor harmonization (e.g. general budget support, database of all donor support per sector); and
- Key private sector issues that may require government support, regulation or intervention.

N.B.: Some of these elements, which have specific applications in the education sector, will be reviewed again in Step 3, when undertaking the capacity gap analysis. In Step 2, keep focused on the impact of non-sectoral, cross-cutting, exogenous reforms on education.

Embed education sector CD into the framework of broader reforms

 *Public sector reforms.* What are the public sector reforms which are planned or already being implemented? Which elements of these public sector reforms are expected to have a major impact on the education sector? For each reform, what is the expected outcome for education? How is the education sector involved with the reform component?

 How does broad public sector reform relate to the education sector agenda? How could it be adapted in the education sector to maximize success?

 What are the top priorities within the education sector? What are the expected outputs (product and services) of the education sector?¹² Are the different sub-sectors articulated well enough to have a genuine sector-wide, holistic approach? Who is involved in developing the sector agenda, debating it and monitoring implementation and results? What factors positively or negatively impact their capacity to contribute to the dialogue?

TO DO Step 2:

- ☑ Analyze the available information collected in Step 1, in light of capacity, to set the baseline and to identify the country specific challenges;
- ☑ Analyze the institutional and structural context;
- ☑ Identify education objectives, targets and strategies; and
- ☑ Review on-going or planned public sector reforms and their potential implications for education sector capacities.

⁽¹⁰⁾ For regional averages, regional networks or technical and financial partners, especially the World Bank Task Team Leader, should be able to provide current data.

⁽¹¹⁾ EuropeAid. (2005), p.6. See annotated bibliography.

⁽¹²⁾ EuropeAid (2005), p.6.

Step 3: Conduct the capacity gap analysis


After establishing the method (Step 1) and the contextual framework (Step 2) of the CD strategy dialogue, focus should be placed on sector-specific capacity. Step 3 guides users in 1) reviewing all capacity needs related to the education sector objectives and implementation strategies, and 2) reviewing existing capacities or ongoing capacity development efforts. The purpose is to determine the capacity gaps that will be filled through a CD strategy – based on available additional resources and the priority needs (Step 4).





How to conduct the capacity gap analysis

In the previous steps, the education sector objectives and related implementation strategy were identified. For each element of the strategy, it is necessary to discuss 1) what capacities are required for implementation – if not already identified, 2) who is responsible, 3) what resources are already available and 4) if CD efforts already exist and what are the capacity increase trends to address the “gross” gap. This systematic analysis will produce an estimated “net” gap.

The following set of analytical questions should be applied to the different thematic areas in the education sector, which are listed in the next section.

 *Existing capacity gap analysis.* Have capacity needs assessments been conducted? If yes, what are the key conclusions to build on?

 *Capacity needs assessment.* What do we need capacity for?¹³ The implementation strategies of the education sector plan or the EFA objectives need to be broken down into distinct, specific, workable tasks. For each education objective the questions should be asked, “What is the strategy?” and “How will it be achieved?” Ask these questions until there is a sufficient level of specificity to know who (which institution or unit) will be in charge of completing it and what capacities will need to be mobilized at all 3 levels (individual, organizational, institutional). Box 7 provides useful guidance for a systematic review of capacities.


 *If it is difficult to clearly answer this question, it means that the plan, if already designed, needs further clarification and review, or that the elaboration of the strategy is incomplete. This will be the time to revisit Step 2 and complete this prerequisite.*


Box 7: Capacity to do what?


Each context is different, yet there is sufficient evidence to suggest a basic list of capacities for implementing education sector plans. Capacity for:


- Pre-service training of teachers, supervisors and other pedagogical staff
- Supervision and pedagogical support at both student and teacher levels, including assessment of learning outcomes, teaching performance measurement and in-service training
- Supporting school-level governance for decision-making, funds use, teacher appointment or review, etc
- Designing curricula, textbooks and other didactical material
- Physical supply: school design, site selection and negotiation, contractor selection, construction supervision, community-based school building, and quality assurance
- Data use, IT, database management and indicators
- Planning and monitoring and evaluation, including decentralized and consolidated planning exercises, mid-term expenditure frameworks, and joint annual reviews
- Financial management: budgeting, budget tracking, financial transfers, financial supervision and audit, and efficient use of resource at decentralized levels
- Quality assurance, quality supervision and support
- Communication and awareness-raising campaigns around education, schooling and/or education sector plans
- Donor coordination and management

This list could be the starting point for a country-specific, sector-specific or sub-sector-specific assessment. Indeed, the specific types of necessary capacities will be derived from the sector’s strategic objectives and the mandate of each organization or unit responsible for sector management and service delivery. For example, procurement of school construction services will be critical only if this is an important activity in expanding access to basic education and the strategy is to use building contractors. The required location of the capacity will depend on the degree of decentralization and mandate and may not lie within the education sector itself.

 *Existing capacities.* What capacities are available? Discussions around this question need to be based on a rigorous skills assessment exercise and on a mapping of the roles and responsibilities of organizations and individuals. These are both critical steps in the process of addressing CD constraints and opportunities, which should be undertaken in a systematic, coordinated way.

 *Gap assessment 1.* “Gross” capacity gap. The “gross” capacity gap can be constructed from the global capacity needs and the existing capacity gap. This is the gap without considering already defined capacity development actions.


 *Existing capacity development efforts and trends.* Are there on-going capacity development actions or even a capacity development strategy for the education sector? If yes, what is the degree of ownership by the Ministry and other stakeholders? Is the budget sufficient and financed? Is it feasible in terms of time and expected outcomes? What is the degree of implementation? Are implementation and outcomes monitored? How? Are there trends toward an increase in capacity as a result of these actions?


 *Gap assessment 2.* What is the “net” capacity gap, once the already defined CD efforts are deducted from the “gross” capacity gap? Do stakeholders feel constrained in implementing EFA plans by other capacity issues which are not addressed in the current (sector or overall) capacity development strategy? Listing these constraints, bottlenecks and weaknesses will serve as a basis for the elaboration of a systematic strategy in Step 4.


Key areas for the capacity gap analysis


The following section proposes more detailed questions on the various key components of the education system to consider while working through the analytical questions listed above. This assessment exercise should be coupled with the broader development, institutional and reform contexts, as analyzed in Step 2.


Human resource capacity


 *Teachers.* What are the various categories of teachers (civil servants, fixed-term staff, trainees)? What is the number of applicants to the teaching profession compared to the number of new posts open per year? What is the access capacity of the teacher training colleges (TTC)? How long is the pre-service training? What is the minimum academic requirement for entering the TTC? Are there enough applicants complying with this level? Do salary scales provide an incentive for teacher upgrading skills?


 Are teachers equitably distributed throughout the country? Are rules of deployment clearly explained, well known, and respected? Are there any major motivation issues related to management style? What is the common perception of teachers’ status and responsiveness? Are there support and supervision mechanisms such as training, staff appraisal, and crisis support?¹⁴ Are personnel management rules transparent, with provision for local input?


 *Other personnel.* What are the various categories of skilled personnel other than teachers that contribute to achieving the education sector objectives? (Minister(s), directors, staff of ministry departments, inspectors, head teachers, and members of civil society such as parent teacher associations, community education committees and the private sector). Which of these categories are in short supply? Is there a lot of turnover in the key posts and why? Does staff have the right skills to work efficiently and effectively?

 *Gender, ethnic, geographical or other imbalances.*¹⁵ What are reasons for these shortages, imbalances or issues?

 *Communities.* What is the role of communities in education program implementation and in education policy formulation? What are existing mechanisms that allow community representation and participation? What local community resources can be mobilized, supported and built upon? What capacity building opportunities exist for communities and children?¹⁶


 *HIV and AIDS.* Is HIV prevalence one of the factors accounting for staff shortages (specify the HIV prevalence rate and trends in prevalence)? Has the sector developed a strategy to address HIV and AIDS? Does this strategy include interventions to assess and redress the impact of HIV and AIDS on human resources (i.e. teacher absenteeism, mortality, attrition to other sectors)? What are the main priorities for ensuring a comprehensive education sector response to HIV and AIDS?¹⁷

 *Countries in fragile contexts.* What are the implications of instability, conflict or chronic crises on human resource issues in the education sector? Have teachers been killed, injured or displaced and are there sufficient numbers of teachers and school staff? Are teachers experiencing psychosocial trauma because of the crisis and are there support mechanisms in place? How has the crisis affected teacher compensation mechanisms and are teachers regularly and sufficiently paid? Is there a strong diaspora available, which could be mobilized for management missions?


 *Existing CD strategies for human resources.* What strategies have already been implemented to overcome the various difficulties encountered? What human resource management tools are available? Are they being used effectively? What is being done to attract, nurture and retain talented local education sector personnel? What else could be done? Is it possible to create special incentives for people with rare skills to stay or to come back to the country?

Material capacity


Material resources include key inputs of the education sector such as infrastructure (classrooms, inspectorate offices, and ministry buildings), equipment (tables and chairs, textbooks), vehicles, as well as the software, systems and consumables that go with equipment. Key questions to address are:


 *Supply and needs.* Are all stakeholders equipped according to their responsibilities (central ministries, inspectorates, schools, etc.)? Are


there clear, agreed systems for ensuring that all stakeholders are equipped according to their responsibilities? Can the stakeholders carry out their part of the education sector plan with the material resources currently at their disposal? Are all of these resources fully utilized? What additional material resources, if any, could help various stakeholders improve their productivity?

 *Procurement.* Is the procurement channel transparent and rapid enough? Is external aid helping the provision of material goods? Is it tied or untied?


Management capacity

 *Management tools.* What are the different management tools available (organizational charts, legal instruments such as defining the roles of the different services, terms of reference, job descriptions)? What is missing? Are management positions occupied by skilled, experienced managers? Do they use the tools available to them? How often are the rules broken? What enforcement mechanisms exist? Where are the gaps?


 *Institutional cohesion.* Is there good collaboration between the education ministry(ies) and other line ministries?

 *Human resources management.* What are the recruitment and promotion rules and practices? Are there post profiles for each function? Is there a pre- and in-service training system for each function and how effective is it? What is the frequency of unit meetings? Is there a code of conduct that staff has to abide by (especially teachers)?


Financial capacity


 *Financial resources.* What are the financing needs for implementing the strategy? Has the costing been positively assessed by the donors (within FTI for instance)? What is the share of the domestic budget? What percentage of allocated resources is actually executed? How is the education budget allocated among the sub-sectors? Is it compatible with their respective

objectives, and especially those of primary education? Is there an (operational) mid-term expenditure framework (MTEF)? Are there agreed norms for payment of per diems, travel policy, etc.?

 *Financial management.* How effective is the communication chain between the ministry of finance and the ministry(ies) of education? Does the education sector have a computerized financial management system? Are procedures compatible with scaled-up procurement processes?

Planning, monitoring and evaluation capacity


 *Planning capacity.* If there is an education sector plan, is it disaggregated into annual budgeted action plans? If so, are these plans elaborated at the central level or is there a bottom-up process from local levels' needs to national consolidation? How realistic are the proposals made by the decentralized levels? Are they advised, prior to this work, of a rough financial framework? If trade-offs are necessary for consolidating the documents, what are the criteria? Do policies promote the development and use of an education management information system (EMIS) as a tool for analyzing and reacting to changes in the education sector?


 *Monitoring and evaluation capacity.* How is monitoring of the sector organized? Do M&E mechanisms focus on outcomes? Are cooperating partners coordinated? By government? Are there joint sector reviews or other key meetings that enable multi-stakeholder discussions on the key issues of the education sector? Are they led by the government (leadership)? Do they involve independent and objective evaluations?


Is there consensus on all key outcome indicators?

Are service beneficiaries such as students, parents and employers surveyed on a regular basis? Are other intermediate stakeholders such as teachers surveyed regarding their supervisors and inspectors? Does monitoring include capacity development, and if so, how are accomplishments measured?

Other critical issues related to the development of the education system

 *Decentralization.* How does decentralization affect the education system? What are the bottlenecks (e.g. in human resource management, budget and funding channels down to the schools)? Who hires and deploys teachers? To what extent are local communities involved in school management?

 *Communication.*¹⁸ How does information circulate within the sector? What is done with new information and communication technologies? What are the major issues of communication within the sector? Are there social communication activities (targeting the population in general) included in the education sector plan? How does the MoE communicate with other ministries (especially the MoF)? How does central administration communicate with decentralized levels? Is it two-way communication?

 *Fragile contexts and social cohesion.* What aspects of the education system need to be addressed in order to reduce fragility and divisions within society? What are the implications or prerequisites in terms of capacity development?

Box 8: Absorptive capacity, a comprehensive assessment concept

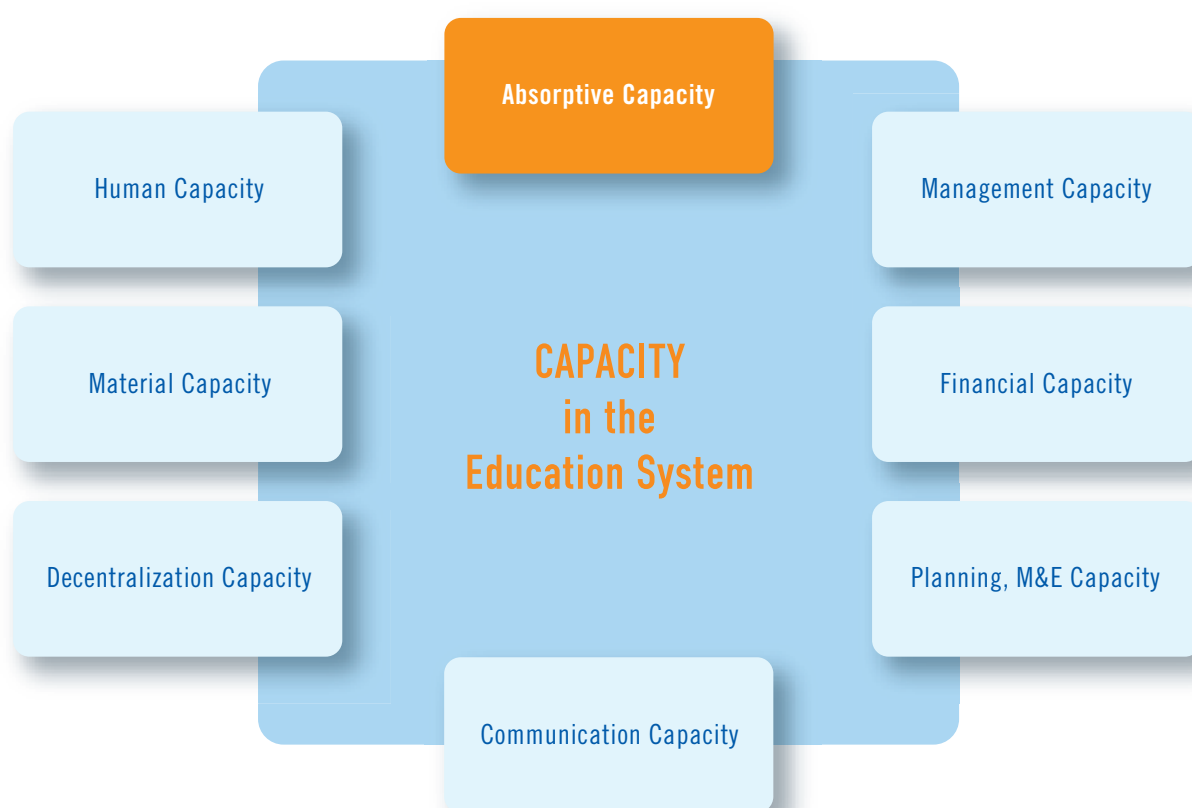
Absorptive capacity can be defined as “the pace at which new financial, human and technical resources can be efficiently used in the educational system and allocated appropriately, so that there will be a sustainable improvement in educational outcomes. Successful national CD strategies would logically increase this pace.” (P. Rose in BMZ, 2007). Understanding this pace, and thus absorptive capacity, requires a solid trends analysis. What is the expected capacity surge in comparison with the previous trends (in terms of student enrolment, teachers, equipment and budget)? Have there been any coping measures taken to ensure the feasibility of the planned surge?

Common aspects include: regional, ethnic or caste differences in access to service and quality; security for students and teachers; links with demobilization and reintegration of children associated with armed forces; and decentralization of public financial management even in the absence of strong controls. There may be implications in terms of NGOs or UN agencies taking a larger role than usual in activities including service delivery.

TO DO Step 3:

For each objective and element of the education strategy, and for each component of the education system:

- ☑ Identify the structures (roles and responsibilities of administrative units);
- ☑ Identify the individual, organizational and institutional capacity needs;
- ☑ Review the existing capacities and determine the “gross” capacity gap; and
- ☑ Consider the on-going or planned CD actions and trends and determine the “net” capacity gap.



Areas of capacity to be reviewed at the individual, organizational and institutional levels

(13) Adapted from Orbach.

(14) See INEE Minimum Standards category on teachers and other education personnel.

(15) Personnel shortage is not usually generalized. Sometimes it is related to a specific area of knowledge and skills. Sometimes it is a problem of attracting staff for a specific geographical or cultural zone. Sometimes, the problem is how to retain staff with highly specialized skills, such as designing queries in data bases, once the organization has invested in training the individuals. Often it is more realistic and cost-effective to build a regular process of re-supply into plans than to vaguely hope for better conditions of service or to devise ever more complex special incentive schemes.

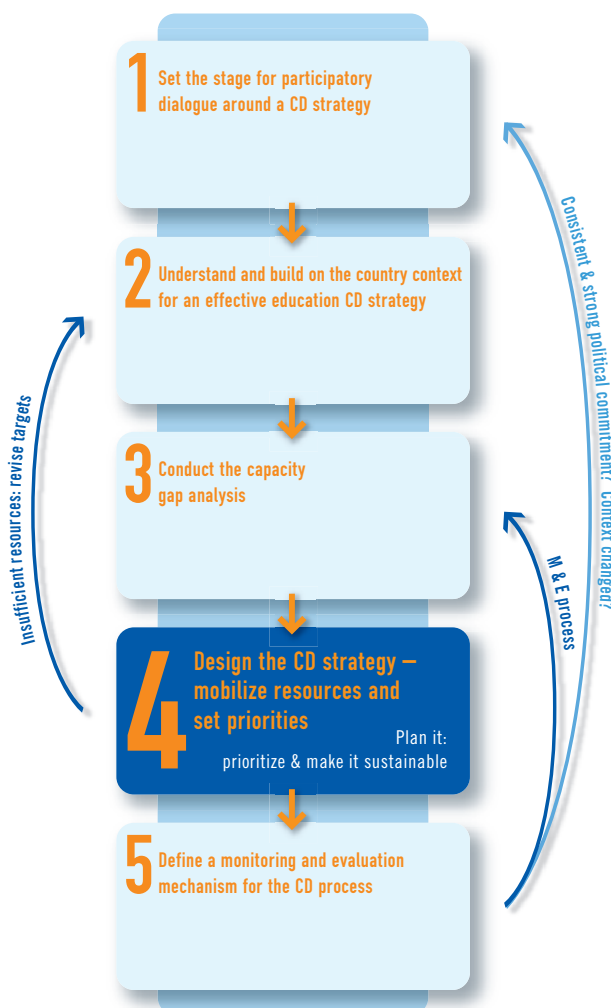
(16) See the INEE Minimum Standards category on community participation and resources.

(17) E.g. in terms of quality of education; content, and curriculum and learning material; teacher training and support; policy management and systems; and developing new approaches and entry points. See annotated bibliography (EDUCAIDS - Resource pack; Toolkit for Mainstreaming HIV and AIDS in the Education Sector).

(18) Every organization requires effective communication channels through which vision, strategies, policies and procedures can be communicated to its staff, agents and collaborators. Effective communication can often be frustrated by structures or culture. Information gatekeepers may restrict communication as a way of maintaining power or reducing accountability. An education ministry often has to operate through partners such as local authorities. In many countries literacy levels make it difficult to communicate key issues to parents and for the latter to effectively raise issues to the local council or Ministry. For example, consider how parents communicate with teachers, administrators and politicians.


Step 4: Design the CD strategy – mobilize resources and set priorities


Once “net” gaps have been identified (Step 3), it is essential to have a clear idea of the additional resources that are available or predictable and could contribute to the CD strategy. This inventory will yield an approximate technical and financial framework within which to set priorities among CD needs and objectives.



Mobilize domestic resources

Before considering external support to capacity development, an often neglected step is to carefully examine locally or nationally available resources, which could serve for developing capacity.


 *Quality and reliability of resources.* What are the availability and quality of specific capacity development resources needed to engage in a CD strategy? Consider local and regional sources.¹⁹

 *Diaspora resources.* Under which conditions could skilled emigrants be interested in returning home to work in the education sector? Or investing funds in the education system?

Involve technical and financial partners

External partners cannot drive the CD process. They can and should contribute; they should not hamper the CD process with their own practices. Addressing this topic requires the assessment of current donor practices in delivering support to the education sector.


Discussions about donor practices could be conducted through a collective or peer review exercise.

 *Current support to CD and capacity enhancing phenomena.* Some donors significantly support

capacity development by providing financial and technical assistance and cooperation. This facilitates access to knowledge, the piloting of different approaches, participation in policy dialogue and advocacy, the facilitation of agreements between domestic stakeholders, and providing off-budget resources that overcome blockages in change processes. How can they reinforce their catalytic role and stimulate demand for change?


Are there particular donor approaches or activities that have proven successful or particularly useful for capacity development (documented by impact evaluations for instance)?

What measures are donors implementing to harmonize their support? If any, briefly describe arrangements and positive/negative consequences for the sector. Does this involve pooling of capacity support by development partners? If technical assistance (TA) pooling has been used, has it been evaluated? What are the key lessons learned?

 *Capacity-depleting phenomena.* Development partner action, however well-intentioned, may also result in the depletion of capacities. Assess the extent to which these problems, as listed in Box 9, affect the country, and reflect with partners on how to reduce the incidence of negative impacts.²⁰ What specific actions could realistically be taken?


Box 9: Capacity-depleting phenomena in the education sector²¹

- Fragmentation of educational policies and implementation through the proliferation of projects with investment sometimes falling outside national priorities
- Poaching government staff by parallel implementation units, distorting salary schemes or the creation of an aid agency or “enclave” labor market
- Establishing multiple distorting incentives for civil servants (such as per diem schemes, allowances, topping up schemes)
- Bypassing institutional bottlenecks instead of removing them, such as bypassing normal budget and accounting procedures instead of strengthening them
- Undermining national political accountability mechanisms such as parliamentary scrutiny
- Substituting institutionally demanding domestic taxation with “easy” aid receipts
- Establishing parallel monitoring systems, initiating overlapping and under-used studies, planning processes, and even capacity development studies and processes
- Focusing attention on those parts of the public sector that donors support while neglecting other, equally important parts
- Considering disbursement rates as a key indicator of performance with insufficient attention paid to value for money
- Demanding institutional reforms without giving adequate consideration to potential impact on socio-political consensus

 *Predictable financial and technical support to capacity development.* In order to improve capacity levels, additional activities may be needed requiring additional funds. Can donors commit to additional resources? Should these funds be earmarked for CD or should they contribute to a sector budget support? What technical resources, from regional or international levels, could be drawn on?


Formulate a strategy based on priority trade-offs

Once there is a consensual assessment of the needs, the existing CD efforts, the available and potential financial and technical resources, the conditions are met to formulate a CD strategy.


 *If the resources are inadequate to fill all the gaps, the first decision to make is whether to scale down the target, re-phase the EFA objectives (Back to Step 2), or to prioritize among the CD objectives and needs (Back to Step 3).*


In order to prioritize, it is essential to look into the implementation modalities that would be associated with each CD action, in order to assess its feasibility and time frame.

The selection of priority areas for action will build on the following analytical questions:


 Are the conditions for a CD strategy in place? This basic question has the advantage of raising again the critical issues of leadership, ownership and articulation with the other reform strategies. It also assumes a readiness to set priorities among capacity development needs and agree on priority issues to be solved.


N.B.: Capacity development is more, not less, important in fragile states. Compromises will often be needed to focus on a few areas critical to core state functions and special emphasis needs to be given to environmental issues that may limit the options that individuals and organizations have for action.

 What concrete actions should be carried out to address each CD gap identified in Step 3?

 How will country sources of change, as identified in Step 1, be involved and entrusted with a proactive role in these actions?

Different options are available concerning the format of the education sector CD strategy. It can be 1) formally separately designed as an education-specific capacity development strategy (Rwanda), 2) mainstreamed in the education sector plan (Cambodia) or 3) integrated into an overall, national capacity development strategy. This is a decision to be taken in each country. See country examples on the following page.

 *Mainstreaming existing CD efforts in this strategy.* What on-going efforts should be built on or integrated into this strategy? These elements have already been identified in Step 3 and should be integrated systematically into the strategy itself as it is being designed.

 *Integrating the education CD strategy into the country CD strategy.* If there is a country strategy, it might be possible to specify aspects unique to the education sector.

Define time-bound implementation modalities, through a 1 to 2-year action plan

Even if the new CD strategy, whether cross-sectoral or education-specific, covers a five-year period, it is important to concretely define what actions need to be completed in the first years. Quick accomplishments and rapidly observed progress will help build and maintain the momentum around CD.

The strategy could be complemented by a very simple document, a road map, action plan or a table that would indicate for each activity planned:

- the time frame,
- the stakeholder/unit responsible,
- the other stakeholders to be involved and
- the costs.

Rwanda

The Education National Institutional and Capacity Development Strategy in Rwanda

An evaluation of external support to the education sector in Rwanda in 2005 concluded that the large numbers of small and often uncoordinated projects were not effectively addressing the needs of the sector. Together, the Government of Rwanda and development partners developed the Joint Education Sector Support (JESS) programme, which provided two windows for support to the education sector: (i) sector budget support; (ii) a pooled fund for capacity building – designed to finance a comprehensive capacity building plan managed by the Ministry of Education (MINEDUC).

The Education Sector Capacity Building Fund (ESCBF) is directly managed by MINEDUC and allows the Ministry to specify, procure and manage capacity building of both human resources and institutions at all levels to strengthen education sector planning and management.

The Education Sector Institutional and Capacity Development Plan (ESICD) 2007-2009 specifies capacity building priorities at national, local government and school levels. The plan adopts a “learning by doing” approach with facilitated training and coaching or mentoring support in order to bring about long-term sustainable change. Officers at all levels will be supported to understand their role and function and learn how to operate in an ever-changing system that requires them to be proactive and provide quality services at the point of delivery.

Gradually, the ESICD has gathered momentum and is offering a sound alternative to the time consuming negotiation of individual agencies with the education ministry. Although the process was lengthy (it took almost 18 months to contract the first TA), the development and on-going implementation of the ESICD demonstrates increasingly effective coordination among donors and with the Ministry.

Cambodia

The Cambodian Education Sector Plan

While designing the new Cambodian education sector plan (2007-2015), the government systematically assessed the capacity issues related to each component and sub-component of the plan. This resulted in a specific paragraph on capacity needs and CD actions at the end of each paragraph presenting an objective, sub-objective or activity. In this case, it is very useful to periodically check the feasibility or prerequisite for each activity.

TO DO Step 4:

- Jointly analyze the behaviour of financial and technical partners;
- Clarify donors' financial commitment;
- Assess and mobilize technical support;
- Formulate a capacity development strategy: define priority CD activities and ensure that on-going CD efforts are integrated;
- Decide on the format of this CD strategy: mainstreamed in the education sector plan, mainstreamed in the overall country CD strategy, or separate; and
- Derive a 1 to 2-year action plan.

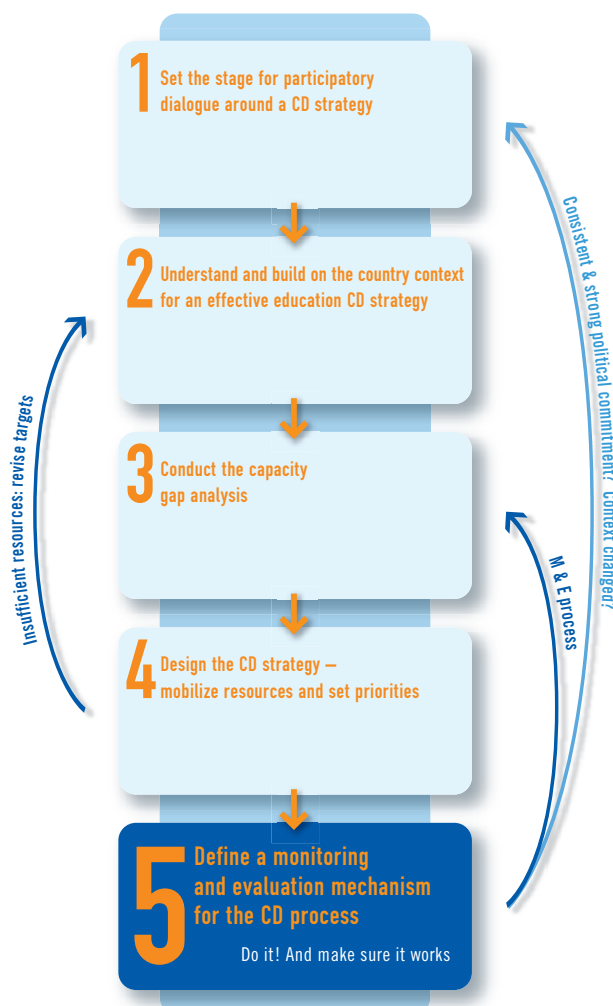
(19) UNDP Capacity Building Diagnostics Toolkit (2006).

(20) No signs of the problem; Anecdotal evidence of the problem; Well-documented; Widespread, but not endemic problem; or Pervasive problem causing serious reduction in capacity?

(21) Adapted from DANIDA (2005).


Step 5: Define a monitoring and evaluation mechanism for the CD process


At the completion of Step 4, the CD strategy and associated short-term action plan are available. A monitoring and evaluation mechanism should be designed to follow-up on the implementation. As these CD guidelines are designed as an iterative process, Step 5 is also the starting point for reviewing periodically the progress made by going back to Step 3. Over time, it may also be necessary to review Step 1.




Set up monitoring and evaluation modalities for capacity development efforts

While designing a strategy, it is key to define how these structured efforts toward capacity development in the education sector will be monitored and evaluated (M&E). M&E of CD should be considered part of a planning cycle, interlinking priority setting, strategy selection, resource allocation and budgeting and implementation. M&E closes this cycle by delivering information on whether intended outcomes of CD interventions were met, why they were not achieved and whether chosen CD interventions turned out to be relevant in achieving education sector targets.


 *Baseline.* Step 2 should have produced the baseline for monitoring overall sector progress.

 *Performance indicators.* Which performance indicators should be associated with each CD activity? Can they be streamlined with those monitored for the education strategic plan?

 *M&E mechanism.* Step 3 addresses the existing M&E system for the education system in general. If there is already an efficient monitoring and evaluation process in place, it is important to ensure that CD is a part of it and systematically reviewed as a key element of the education sector strategy. If not, this dialogue on CD could positively impact the improvement of the M&E. A time frame and a method for periodically monitoring capacity development should be agreed on.


Summarize the overall CD process


The summary table presented below is intended for easy follow-up. It pulls together the outcomes of this dialogue and presents all key elements from education objectives, capacity needs, resources and gaps, to capacity development strategies at all 3 levels. Monitoring over time could help highlight progress, remaining difficulties and constraints, and make appropriate adjustments. It could be useful to have this structure in mind when working through the steps.

 *Does the process still enjoy consistent and strong political commitment? Has the country context changed dramatically? Depending on current developments, it might be necessary to review Steps 1 and 2.*

Learn from experience and share lessons both at national and international levels

Throughout this CD process, countries with similar contexts that are implementing, designing or planning to design capacity development strategies could be in a position to provide or receive useful advice. Knowledge sharing for CD, among peers, is one of the main objectives of the FTI Education Program Development Fund (EPDF). *For more information on this resource, contact the lead donor or the local World Bank education manager.*

 *Lessons learned.* What previous capacity development activities have been carried out? What are the lessons learned? Who could make particular use of the lessons learned?

 *Experience sharing and peer exchange.* What opportunities, methods and communication channels are there for education sector stakeholders to share experience within the country, regionally and internationally? How could they be enhanced in frequency and effectiveness?

Last but not least, stakeholders might find it useful for the education sector to share major conclusions of this CD dialogue process with other sectors through a mechanism like the national planning process. Some issues are likely to be cross-cutting or there may be potential for intersectoral cooperation and investment. Additionally, if countries share experiences with the FTI Secretariat, common issues and opportunities for mutual learning could be identified.

Summary table for presenting the outcomes of the CD dialogue (Step 1 covers the whole table)

Step	Note	Education Sector Objective (Outcome)	Objective 1	Objective (...)
STEP 2	1.	Implementation strategy		
	2.	Related on-going public sector reforms		
STEP 3	3.	Capacity needs		
	3.1	Individual capacity needs		
	3.2	Organizational capacity needs		
	3.3	Institutional capacity needs		
	4.	Existing capacities		
	5.	"Gross" capacity gap		
STEP 4	6.	On-going CD efforts or strategy		
	7.	"Net" capacity gap		
	8.	Additional resources available		
	9.	Capacity development strategy and action plan		
STEP 5	9.1	Individual capacity component		
	9.2	Organizational capacity component		
	9.3	Institutional capacity component		
STEP 5	10.	Monitoring and evaluation mechanism		

Notes on using the summary table

The table can be reproduced in Excel or Word. For layout reasons, it may be divided into different tables or sheets, one for each objective or sub-objective of the education sector strategy.

Education sector objective:

Strategic objective in terms of key outputs or outcome in the sector, as defined in the education sector plan or other strategic document. It can be disaggregated at the level of the sub-objective.

The rows follow the logic of the steps:

1. Implementation strategy:

Strategy, including key activities planned to achieve the education sector objective.

2. On-going or planned public sector reforms:

Reforms linked to or impacting the specific education objective.

3. Capacity needs:

Capacity essential to carry out the activities. Distinguish individual, organizational and institutional levels of capacity.

4. Existing capacities:

As listed in Step 3.

5. "Gross" capacity gap:

Once the existing capacities (4) are deduced from capacity needs (3).

6. On-going or planned capacity development efforts or strategy:

On-going or planned coping strategies to overcome the gaps; plan/action for addressing constraint(s), estimate of expected contribution of each action to the objective.

7. "Net" capacity gap:

Once the on-going or planned CD actions (6) are deduced from the gross capacity gap (5)

8. Additional resources available:

Both domestic and external additional resources that could be mobilized to address the capacity gap. This includes technical and financial resources. Consider the possible issues of absorptive capacity due to the financing surge.

9. Capacity development strategy:

Main action points or measures by distinguishing individual, organizational and institutional levels of capacity development.

10. Monitoring and Evaluation mechanism:

Main indicators and the processes that will ensure that the capacity development strategy is closely monitored.

TO DO Step5:

- ☑ Establish a monitoring and evaluation system for CD with agreed indicators;
- ☑ Synthesize the overall CD process into a table, or tables that will be reviewed periodically in the M&E process; and
- ☑ Periodically draw lessons from experience and learn from the experience of others.

Conclusion

The time it takes to work through these steps will vary depending on individual countries. If done carefully, this investment in time and other resources should produce positive results in terms of technical outcomes and process. This could lead to significant improvement of the implementation capacity in the education sector, with more balanced development of the education system and closer collaboration among all stakeholders. There is no blueprint to make capacity development a long-term priority on the country agenda. These guidelines outline a systemic and systematic method; the content will depend on country specificities.

The box below recaps some of the key factors for successful capacity development.

Box 10: Key factors for successful capacity development

Whatever the modalities and options chosen, a successful capacity development strategy will:

- Stem from an endogenous, country-led process (ownership and leadership);
- Involve all types of stakeholders, at all levels of the education system (from Ministry level down to the schools);
- Link sector reform to broader reform processes in the country;
- Diagnose critical capacity constraints impacting on specific sector objectives;
- Diagnose constraints, strengths, weaknesses, opportunities and threats regarding capacity through individual, organizational and institutional perspectives;
- Identify sources of country-owned change and develop strategies to support them;
- Consider how capacity development support is delivered and seek ways of coordinating this support;
- Build and promote mechanisms for learning from experience and sharing lessons.

Summary of the steps

Annexes

Step – Content	TO DO list
<p style="text-align: center;">- 1 -</p> <p style="text-align: center;">Set the stage for participatory dialogue around a CD strategy</p> <p>Strong, long-term commitment and consistent leadership Broad ownership and inclusiveness of the CD process An informed debate on capacities</p>	<ul style="list-style-type: none"> • Assess long-term commitment and consistent leadership; • Identify the key stakeholders to be involved; • Broadly share the guidelines; • Define the format, mechanisms, time frame, facilitation and tools for conducting the CD dialogue; • If working groups or task teams are set up, identify members, clarify roles and commitment; • Inventory and collect all the key documentation available.
<p style="text-align: center;">- 2 -</p> <p style="text-align: center;">Understand and build on the country context for an effective CD strategy</p> <p>Establish a baseline for capacity development Analyze the institutional context: change processes and constraints Embed education sector CD into the framework of broader reforms</p>	<ul style="list-style-type: none"> • Analyze the available information to set the baseline, and to identify the country specific challenges; • Analyze the institutional and structural context; • Identify education objectives, targets and strategies; • Review on-going or planned public sector reforms and their potential implications on education sector capacities.
<p style="text-align: center;">- 3 -</p> <p style="text-align: center;">Conduct the capacity gap analysis</p> <p>How to conduct the capacity gap analysis Key areas for the capacity gap analysis</p>	<p>For each objective and element of the education strategy, and for each component of the education system:</p> <ul style="list-style-type: none"> • Identify the structures (roles and responsibilities of administrative units); • Identify the individual, organizational and institutional capacity needs; • Review the existing capacities and deduce the “gross” capacity gap; • Consider the on-going or planned CD actions and trends and determine the “net” capacity gap.
<p style="text-align: center;">- 4 -</p> <p style="text-align: center;">Design the CD strategy – mobilize resources and set priorities</p> <p>Mobilize domestic resources Involve technical and financial partners Formulate a strategy based on priority trade-offs Define time-bound implementation modalities, through a 1 to 2-year action plan</p>	<ul style="list-style-type: none"> • Jointly analyze the behavior of financial and technical partners; • Clarify donors’ financial commitment; • Assess and mobilize technical support; • Formulate a capacity development strategy: define priority CD activities and ensure that on-going CD efforts are integrated; • Decide on the format of this CD strategy: mainstreamed in the education sector plan, mainstreamed in an overall CD strategy, or separate; • Derive a 1 to 2-year action plan.
<p style="text-align: center;">- 5 -</p> <p style="text-align: center;">Define a monitoring and evaluation mechanism for the CD process</p> <p>Set up monitoring and evaluation modalities for capacity development efforts Summarize the overall CD process Learn from experience and share lessons both at national and international levels</p>	<ul style="list-style-type: none"> • Establish a monitoring and evaluation system for CD with agreed indicators; • Synthesize the overall CD process into a table that will be reviewed periodically in the M&E process; • Periodically draw lessons from experience and learn from the experience of others.

List of abbreviations

ADEA	Association for the Development of Education in Africa
AECID	Spanish Agency for International Cooperation for Development
AfD	French Agency for Development
BMZ	German Federal Ministry for Economic Cooperation and Development
CCA	Country Common Assessment
CD	Capacity Development
CIDA	Canadian International Development Agency
CFAA	Country Financial Accountability Assessment
CPIA	Country Policy and Institutional Assessment
DAC	Development Assistance Committee
DANIDA	Danish International Development Assistance
DFID	United Kingdom Department for International Development
EC	European Commission
EDUCAIDS	UNAIDS Global Initiative on Education and HIV & AIDS
EFA	Education For All
EMIS	Education Management Information System
EPDF	Education Program Development Fund
FTI	Fast Track Initiative
GTZ	German Technical Cooperation
IATT	Inter-Agency Task Team
IIEP	International Institute for Educational Planning (UNESCO)
INEE	Inter-agency Network for Education in Emergencies
IT	Information Technologies
JICA	Japan International Cooperation Agency
MDG	Millennium Development Goal
M&E	Monitoring and Evaluation
MoE	Ministry of Education
MoF	Ministry of Finance
MTEF	Mid-Term Expenditure Framework
NGO	Non-Governmental Organization
NORAD	Norwegian Agency for Development Cooperation
OECD	Organization for Economic Co-operation and Development
PER	Public Expenditure Review
PETS	Public Expenditure Tracking Survey
PRSP	Poverty Reduction Strategy Paper
PTA	Parent-Teacher Association
RTI	Research Triangle International
SWAP	Sector-Wide Approach
TA	Technical Assistance
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
USAID	United States Agency for International Development

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Annotated Bibliography

This section presents complementary tools and studies, used in developing these guidelines. Note that these documents are not all education sector-specific.

BMZ. November 2007. *Capacity Development for Education for All: Putting policy into practice*, Special 152. Bonn.

This publication synthesizes the discussions and main findings of the international forum of the same title hosted by the German Federal Ministry for Economic Cooperation and Development in October 2007. The Forum was held against the background of the ongoing debate about CD and aid effectiveness in general and achieving EFA specifically. Over 120 participants from across the globe highlighted priorities for CD strategies to be successful: governments and donors should take a systemic approach to CD, and understand CD beyond training; stakeholders must agree on a clear definition of roles and responsibilities, based on the principle of strengthening country ownership. Above all, collaboration among government, donors and civil society, including the private sector, is critical to tapping into existing capacities and achieving EFA. A CD-Rom is available from the BMZ which includes introductory and workshop presentations on the three main forum topics: 1) implementing EFA plans and achieving better learning outcomes, 2) CD and additional financing and 3) sustainable.

<http://www.bmz.de>

OECD DAC. 2006. *Working towards Good Practice. The Challenge of Capacity Development*. Paris.

While not specifically focusing on experiences in the education sector, this paper provides an extremely useful, concise and coherent framework for re-thinking CD as an endogenous, country-led process that cuts across individual, organizational and institutional levels. Produced in the context of the OECD DAC, the paper brings together the good and bad experiences of many diverse agencies over time and distils consensus on CD good practice in line with the Paris Declaration.

<http://www.oecd.org/dataoecd/4/36/36326495.pdf>

ORBACH, E. *Assessing Organizational Capacity Tool*.

Designed in the context of technical assistance work in the education sector, this tool focuses on organizational development. The website below provides a 10-step methodology to assess the capacity of a government agency to implement an education project or program. The tool is primarily targeted at project or program managers; but using this tool in a participatory way provides excellent insights on areas of institutional strength and weakness enabling the design of an institutional development component to be included as part of a larger education reform and/or project.

<http://www1.worldbank.org/education/globaleducationreform/04.InstitutionalAssessment/ass%20org%20cap%20tool.html>

DFID. March 2003. *Promoting Institutional and Organisational Development: A Source Book of Tools and Techniques*. London.

Based on DFID experience, this document intends to “help the reader distinguish between the institutional and the organisational, to identify institutional problems that inhibit improvements at the organisational level, and to work out to promote the necessary changes at both levels.” The document is comprised of two volumes: guidelines and a source book of tools and techniques used by those involved in institutional development.

<http://www.dfid.gov.uk/Pubs/files/pfma-piod.pdf>

<http://www.dfid.gov.uk/pubs/files/prominstdevsourcebook.pdf>

EuropeAid. September 2005. *Institutional Assessment and Capacity Development. (Aid Delivery Methods Concept Paper)* Brussels.

This operational guidance note offers a conceptual framework to enable readers to engage in dialogue with stakeholders and specialists about (i) institutional and capacity assessment and (ii) capacity development issues, mainly in the public sector areas. Organized around seven sections, the note proposes a stepped institutional assessment method, presents basic dimensions of organisational assessment, and ends up with the typical characteristics of CD and change processes and the possible role and support of donors.

http://www.ec.europa.eu/europeaid/multimedia/publications/documents/tools/europeaid_adm_concept_paper_en.pdf

INEE Minimum Standards for Education in Emergencies, Chronic Crises and Early Reconstruction. 2004.

The INEE Minimum Standards are a tool to support the delivery of quality education and enhance the resilience of education systems. They provide good practices and concrete guidance to governments and humanitarian workers to develop and implement quality programs and policies and can also be used for education sector planning, capacity gap analysis, and coordination. They include standards on safe access to inclusive and equitable learning environments, curriculum content, teachers and other educational personnel and policy frameworks. They are applicable in a wide range of contexts, including acute emergencies, protracted crises, fragile states, and post-conflict and post-disaster recovery.

www.ineesite.org/standards

UNAIDS Inter-Agency Task Team (IATT) on Education. 2008. *Toolkit for Mainstreaming HIV and AIDS in the Education Sector: Guidelines for Development Cooperation Agencies*. Paris, UNESCO.

This toolkit aims to help education staff from development cooperation agencies, including development and humanitarian-oriented multilateral and bilateral agencies as well as non-governmental organizations (NGOs) and other civil society organizations, to support the process of mainstreaming HIV and AIDS into education sector planning and implementation. It provides resources and support to assess the progress countries have made with respect to HIV and AIDS mainstreaming; to identify entry points and review progress; and to establish priorities for advocacy and action. It is designed to be used as a reference tool or a resource for training and discussion, depending on the local needs and context.

<http://unesdoc.unesco.org/images/0015/001566/156673E.pdf>

UNESCO. 2008. EDUCAIDS *Resource Pack: Towards a Comprehensive Education Sector Response to HIV and AIDS*. Paris.

The EDUCAIDS Resource Pack is aimed at officials in ministries of education and other organizations that are charged with supporting the development and implementation of policies, determining resource allocations, and implementing programmes for education sector staff and learners: (i) EDUCAIDS Framework for Action proposes five essential components of a comprehensive education sector response to HIV and AIDS and lists available implementation support; (ii) 35 EDUCAIDS 2-page technical briefs summarize key issues related to these components; (iii) EDUCAIDS Overviews of Practical Resources provide guidance on the technical and operational aspects of the response based on a review of selected resources. The Resource Pack includes a CD-ROM with all of the above materials (in English, French, Chinese, Portuguese, Russian, Spanish). For PDF copies:

<http://www.educaids.org>; for limited hard copies: aids@unesco.org.

UNDP. July 2006. Capacity Development Group Bureau for Development Policy. *Capacity Diagnostics Methodology: Users Guide*.

The Capacity Assessment Methodology User's Guide provides UNDP and other development practitioners with an overview of UNDP's approach to Capacity Development and Capacity Assessment and a step-by-step guide to conducting a capacity assessment using UNDP's "default" Capacity Assessment Framework and Supporting Tool.

[http://intra.un.org.in/cb/Capacity%20Diagnostics%20Users%20Gui](http://intra.un.org.in/cb/Capacity%20Diagnostics%20Users%20Guide.doc)
[de.doc](http://intra.un.org.in/cb/Capacity%20Diagnostics%20Users%20Gui)

Key World Bank tools (www.worldbank.org):

- The ***Country Policy and Institutional Assessment (CPIA)*** rates countries against a set of 16 criteria grouped in four clusters: (a) economic management; (b) structural policies; (c) policies for social inclusion and equity; and (d) public sector management and institutions;
- The ***Country Financial Accountability Assessment (CFAA)*** evaluates the overall quality of a country's public financial management system, covering budgeting, accounting, reporting and auditing, and external scrutiny of public finances;
- The ***Country Procurement Assessment Review*** diagnoses the health of a country's procurement system and practices, and aims to generate a dialogue with governments on needed reforms;
- A ***Public Expenditure Review (PER)*** examines government resource allocations within and among sectors and assesses the equity, effectiveness and efficiency of those allocations in the context of the macroeconomic framework and sector priorities.

It identifies the reforms needed in budget processes and administration to improve the efficiency of public spending.

World Bank. September 2005. *Building Effective States: Forging Engaged Societies. Report of the World Bank Task Force on Capacity Development in Africa*. Washington.

This report of the Task Force on Capacity Development in Africa analyzes four decades of experience in Africa and offers key messages for African countries and their international partners that should underpin a renewed effort to develop, use, and retain capacity for development in Sub Saharan Africa. The report also makes specific

recommendations how the World Bank should step up its analytical, financial, and operational contribution to capacity development as part of a coordinated international effort under the Paris Declaration on Aid Effectiveness. The report includes a note on the World Bank Institute's capacity development activities in Africa.

<http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/EXTREGINI/EXTAFRDEVOPRTSK/0,,contentMDK:20709126~menuPK:1720354~pagePK:64168445~piPK:64168309~theSitePK:1582018,00.html>

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Fredriksen, B. 2006. *External Aid to Hard Core EFA Countries: the need to accompany financial aid with technical support*. (Background paper for the 2006 EFA GMR)

GTZ. 2003. *Capacity Development for Sustainable Development* (Policy Paper No. 1) Eschborn.

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UNDP. Capacity Development Group, Bureau for Development Policy. August 2005. *Capacity Development Resource Catalogue*.

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Watson, D. et al. August 2004. *Capacity Building for Decentralised Service Delivery in Ethiopia and Pakistan*. Maastricht, European Centre for Development Policy and Management.

EFA-Fast Track Initiative

Key Documents: <http://www.education-fast-track.org>

- *Education for All - Fast Track Initiative Framework* (2004)
- *FTI Annual Report* (December 2007)

FTI Task Team on Capacity Development:

- *The Role of Capacity Development in the Education for All Fast Track Initiative: Concept Note, Germany* (February 2006)
- *Initial Questionnaire on the Role of Capacity Development in the FTI at Country-Level*. GTZ for the FTI CD Task Team. (June 2006)

Fragile States

- *DAC Principles of Good International Engagement in Fragile States* (2005)
- *FTI Fragile States Progressive Framework* (draft, October 2006)



