

**Capacity Development Workshop  
'Country Leadership and Implementation for Results in the  
EFA FTI Partnership'**

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**Madagascar: Management Reforms in the Ministry of  
Education (2005-2007)**

Ministry of Education and Scientific Research

## **A. Preparation for the EPT Plan and Endorsement in May 2005**

In February 2005, following an invitation sent to the Malagasy government by the Fast-Track Initiative (FTI) of Education For All, the Ministry of National Education and Scientific Research (MNESR) initiated a revision process for its Education For All plan of 2003, in order to have it formally evaluated and to have it endorsed by the donors. This first stage was supposed to allow Madagascar to receive additional funds from donors, in particular through the FTI's Catalytic Fund, a multiple-donor fund administered by the World Bank. This process coincided with the closing in March 2005 of the CRESED, an education project financed by the World Bank that had been the largest intervention up to that time in the area of primary education.

The documents of the Education For All Plan of May 2005 identified a series of major institutional constraints that risked affecting the implementation of the Plan. These constraints primarily concerned weaknesses in human resources management, inadequate communication (concerning the reform itself), gaps in the information system (particularly in terms of information for decision-making), difficulties in the management of school construction, and finally, the burdensome decision and performance circuits at the MNESR.

Discussions between the ministry and the education specialist at the World Bank (within the framework of the review of the EFA and the administration of the Catalyst Fund), shed light on the need to identify a system capable of moving the implementation of the EFA plan forward and that at the same time would allow the Government to provide leadership in coordinating and harmonizing donor activities. The system should allow the Ministry to gradually take control of all of the aspects of implementation and of coordination of the donors. Several specific constraints were discussed:

- i/ How to proceed in such a way that the Ministry would actually be in charge and supervise all of the aspects of EFA's implementation (in an environment more used to a multitude of fragmented projects, each with its own project cell, with different rules for signing contracts and for disbursement, and when no one, on the Ministry side, is exclusively responsible for the EFA process);
- ii/ How to manage and use the additional funds efficiently, with consistent and transparent control systems, without reverting to the classic formula of the project cell, and how to perform all of this within the framework of a system in which budget implementation procedures are very burdensome and slow, monitoring and evaluation systems weak, and where the Ministry does not have experience managing large discretionary funds intended for innovation (traditionally, the formulation and financing of new initiatives were completely taken care of by the donors);
- iii/ How to make the transition from the World Bank's CRESED project and to derive benefits from the capabilities of the project cell, recognized by the donors as being of high quality, without however recreating a project cell of the classic type.

The discussions between the World Bank and the MNESR thus tried to find a temporary compromise between the classic project model and the traditional budget support systems, a compromise that at the same time would allow the strengthening of the ministry's ability to fully provide direction for the program. The possibility of obtaining a grant from the Catalyst Fund to support the EFA program (which implies management provided, not by a traditional project cell, but rather through a special account) created the possibility for the MNESR to demonstrate its intent and ability to provide leadership for the EFA program.

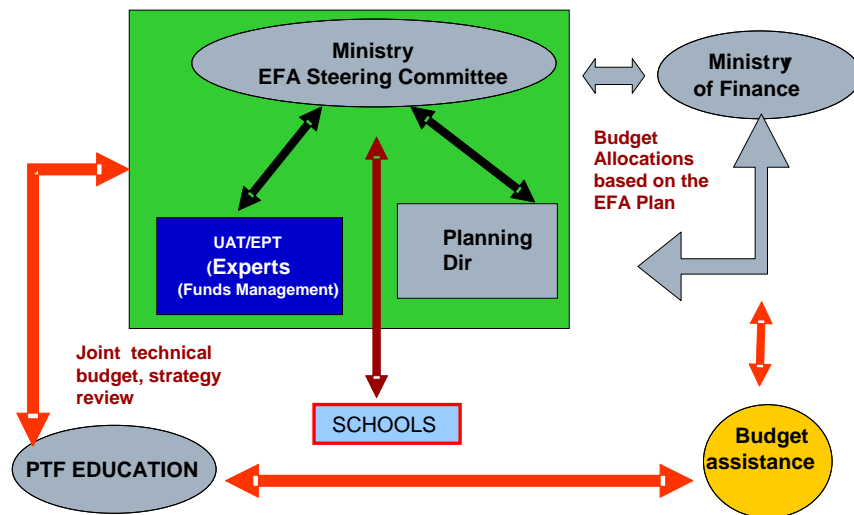
From the Bank's point of view, and more particularly from the point of view of the basic principle aiming to advance the leadership in the country (a principle chosen by the Fast-Track Initiative), it was necessary for the Ministry to take the initiative to suggest management mechanisms and to draw the lessons from the experience.

## **B. The Management Mechanism Proposed for 2005-2007**

A mechanism that took the form of a temporary compromise between the classic project model and the traditional budget support systems to allow the Ministry to:

- Move from several individual projects inserted into a Ministry program to a single program whose implementation and direction are handled by the Ministry
- Obtain results, and thus act in relation to objectives, and use resources (human, material, and financial) to achieve them within well-determined deadlines (Catalyst Fund: one year – see the timing and conditions for releasing funds).
- Ensure that the abilities developed within the scope of the last project financed by the World Bank would be reused and integrated by the Ministry
- Put in place an efficient and effective system to manage additional funds without having to resort yet again to a project implementation structure and to also be able to use State procedures to acquire goods and services (procurement) while managing the additional funds according to a business accounting system

The operational system put in place can be illustrated in a simplified manner in the following diagram:



1. The Steering Committee (SC):
  - Determines work schedules and validates the various periodic reports from the Technical Support Unit;
  - Coordinates the various partner interventions (local and international) within the scope of EFA;
  - Makes decisions, with the speed desired, to facilitate coordination among the various departments and services in order to ensure the plan is implemented rapidly
2. The Technical Support Unit (TSU):
  - Provides impetus for innovations and also manages the additional funds (Catalyst Fund and Norwegian Funds)
  - Prepares reports for six-month reviews based on follow-up and monitoring activities performed periodically. These reports are the only reports send to Fund Donors.

3. The “Project” System

- For the implementation of the Yearly Schedule, the activities were grouped into “projects” to ensure that they were steered towards results. (Training of the trainers, support for schools and school communities, teacher management, etc.)

- Each worksite is led by a Director who works with a work group and is eligible for TSU support and/or permanent technical assistants
- A program manager coordinates the various projects

### **Strengths and Weaknesses of the Arrangement:**

#### Strengths:

- A SC that properly provides direction, a truly integrated program, no decisions unrelated to the program approach,
- The availability of a multiyear strategic framework on the basis of which the various entities of the MNESR can formulate their Yearly Schedules (YS) or activities program by entity and can calculate program budgets.
- The project system that allows the coordination of interventions, funds, and operational departments, and the achievement of synergy, not only among the funds available, but also among the people working on the same area
- In 2006, 92% of the activities listed on the YS were performed or reintegrated into other activities. If at the beginning, the YS with its 61 activities seemed fragmented, the organization into projects allowed its activities to be refocused and their management to be improved, and above all resources, in particular human and financial, to be mobilized.
- Availability when needed of the funds deposited in a commercial bank
- Transparency in the programming and management of all of the funds through the use of an activities and financing matrix
- Joint review, the single report drafted by the MNESR and the single report drafted by the partners, with shared analyses and recommendations
- Development of management oriented towards results corresponding to defined objectives that was put into concrete form at several management levels, more specifically at the decentralized levels with Initiatives to Improve Management (activities developed within the scope of the AGEPA) by rationalizing the allocation of resources (more specifically teachers and classrooms) and the search for ways and means to transform the resources allocated into results at the student level.

#### System Weaknesses:

- Coordination was not institutional, despite the existence of a program manager
- The missions and responsibilities of all and sundry (SC, Departments, TSU) were not clearly defined, with the risk of confusion or hesitation that could lead to inconsistencies, disengagement, and delays
- Confusion between the role of the SC of the EFA, with the Minister at its head, and the role of the directing authorities of the Ministry
- Insufficient involvement of the decentralized managers in the decision-making, reflection, and execution to give them responsibility, a lack of involvement that was often revealed by a weakness in their ability to respond (especially at the CISCO level, where there are large disparities in skills. Furthermore, several DREN were late in becoming operational, and some regional directors still have an inadequate grasp of EFA).
- Delays in overall planning, with the failure to master skills, and delays in processing by external entities (e.g., for acquisitions: National Government Contracts Commission, limited capacity of local suppliers; for opening credit/blocking: MEFB; for the recruitment of new teachers: authorization from the Ministry of Finance to reuse budget items, etc.),
- Weak growth in GDP, which will lead to difficulty in absorbing expenses on additional funds

## **Lessons Learned:**

(i) **The time it will take to put institutional reforms in place:** changes in behavior are sometimes slow to come; and especially in government, where waiting for orders is still too present, to which must be added the absence of positive and negative incentives, demotivating for the staff involved. Managers and civil servants are still too “bureaucratic.”

(ii) **The importance of internal communication and leadership:** Moving from idea to implementation is not systematic; differences in interpretation can, for example, arise among the various departments (central and/or decentralized organizations), especially if there is confusion in the interventions and a dilution of responsibility.

(iii) **A common apprenticeship with room for dialogue created with the Funds Donors:** The dialogue that began when the EFA Plan was developed continued and strengthened during implementation. The MNESR partners gradually aligned themselves with the MNESR yearly schedule according to a single 2006 Matrix for EFA activities and financing, based on the MENRS EFA YS. Joint field visits to schools and CISCO provided a shared assessment of the fundamental problems and advantages. The partners’ reports following the reviews were useful tools for the MNESR for the continuation of the implementation.

It is certain that holding a joint review with all of the partners represents a time gain for the MNESR and facilitates implementation, for the results can be discussed together at one time. The reviews are not “imposed exercises,” but opportunities for dialogue, taking stock, and reflection that lead to new advances in implementation and strategic reflection.

In order to align the partners on the government’s strategy, MNESR leadership is crucial; it is also necessary to find harmonization for the financing mechanisms.

(iv) **Availability of a school construction strategy for the middle- and long-terms is more than necessary:** the need for classrooms generated by the EFA Plan is very great, whereas the resources available and the physical capacity of the country to meet this need are limited; programming and management approaches must therefore be improved with an eye to optimizing the buildings achievable in relation to priority objectives (access, completion of the primary cycle, reduction of disparities), in an approach that seeks to be cost effective (minimal standard technical norms) and in a logic of sustainability (appropriation by the beneficiaries in a logic of decentralization).

## **C. Institutional Reorganization, 2007**

### **C.1 STRATEGIC STEERING**

In response to the lessons drawn from two years of implementation, the government reorganized the MNESR in such a way as to make it better adapted to State Education policy. Two departments were set up to promote implementation of the EFA Plan, but also to develop post-primary education. Thus there are:

- The General Directorate of Basic Education and Literacy (GDBEL) which is responsible for the development and implementation of Ministry policy for basic education and literacy.

- The General Directorate of Post-Basic Education and Research (GDPBER) which is responsible for the development and implementation of Ministry policy for secondary education, professional and technical training , higher education, and scientific research.

The establishment of the General Directorate of Basic Education and Literacy should promote the steering and coordination of the implementation of the reform of primary education and the development of pre-school education and Literacy by relying on its various departments and attached agencies, but also with the support of the Technical Support Unit (TSU-EFA). This establishment will be monitored by the Steering Committee and the General Secretariat. The Reference Terms for steering organizations have been updated since part of the SC's areas of responsibility has been taken over by the General Directorate.

### **C.1.1 The Steering Committee's TDR**

**MISSIONS:** Provides leadership for the implementation of the EFA plan and the achievement of results; coordinates and facilitates decision-making at the Ministry level and also with the other Ministries; advises the Minister on the development of basic Education strategies and policies; mobilizes the resources needed to implement the EFA program; provides directions for using the resources mobilized, especially in situations where arbitration among the various priorities is needed.

#### **AREAS OF RESPONSIBILITY**

The Steering Committee must operate in the following areas:

- (i) Preparation of strategies and policies that must be formally approved by the Minister
- (ii) Mobilization of resources needed for the implementation of the EFA program, and monitoring their use
- (iii) Guidance in prioritizing activities and the use of resources
- (iv) Adjustment of the Yearly Schedule if necessary
- (v) Suggestion of actions that could be taken to facilitate decision-making involving other Ministries

#### **RESPONSIBILITIES**

The steering committee is accountable for:

1. The political directions approved by the Minister in the following areas: teacher management; decentralization/devolution (transfer of skills and resources); mechanism for disbursement of additional external funds; keys to distribute budgetary allocations
2. Yearly Schedule consistency with the directions and priorities defined by the Minister
3. Review of results obtained and progress achieved in key activities
4. Holding an ongoing dialogue with the Ministry of Finance and the other Ministries on key decisions associated with the EFA (budget items, seasonality of educational expenses, etc.)

#### **ACTIVITIES**

Policy Directions: Approval of the EFA plan and of any revisions; approval of the strategies and policies for teacher management, especially for ENFs; proposals for mechanisms and the approval of procedures for the transfer to and use of resources to the DRENs and to the CISCOS or other entities; validation of the expected role of the TSU and of its action plan and/or that of other entities if necessary

Prioritization: Setting the priorities to be taken into account by the GDBEL during the preparation of the Yearly Schedule and the new measures to be taken

Resources: Approval of the Yearly Schedule and of the budget associated with it based on various discussions with the Ministry of Finance before providing them to the technical and financial partners; approval of midcourse adjustments to the Yearly Schedule.

Review of Results: Examination of the triennial report on the progress of the YS established by the GDBEL, and approval of the semiannual and annual reports on the EFA Plan; propose solutions and recommendations to improve the implementation of the YS.

Coordination and Decision-Making: Invitation of the other ministerial departments to take part in decisions that require their support in the implementation of activities by the GDBEL.

### **C.1.2 The TDR of the General Director of Basic Education**

**MISSIONS:** Provides periodic reports to the Secretary-General and is responsible for the management of the limitation of the EFA plan; provides directives and supports the Directors and/or Project Managers in the implementation of the Action Plan of the EFA Plan; identifies the support expected from the TSU. He also presents the Steering Committee with aspects that require decisions or directions during implementation, thus being responsible *de facto* for the Secretariat of the Steering Committee and for setting meeting agendas.

### **AREAS OF RESPONSIBILITY**

The Chief Executive Officer of Basic Education operates in the following areas:

- (i) Preparation of the EFA Plan and the Yearly Schedule pertaining to it within the implementation framework
- (ii) Management of resources mobilized to implement the EFA Plan and production of regular reports on their use
- (iii) Preparation and suggestion of keys to applied costs for resources among the YS activities and consistent with the defined orientations and priorities
- (iv) Suggestions for adjustments to the Yearly Schedule and the budget pertaining to it if necessary
- (v) Monitoring the performance of the key activities in carrying out the various projects of the EFA program; proposition of solutions and identification of decisions to be made at the Ministry level or with other Ministries in order to remove bottlenecks
- (vi) Coordination of the performance of YS activities (identification of fields of operation, assignment of responsibilities, mobilization of human resources, rational management and optimization of financial resources, performance schedule, feasibility and results obtained, procedures and methods)
- (vii) Support and advice to the Directors of the GDBEL and other Project Managers

### **RESPONSIBILITIES**

The Chief Executive Officer is accountable for:

1. The results obtained, the resources used, and especially for the cost-effectiveness of expenses incurred.
2. Translation of directions and priorities defined in the YS, and the use of resources
3. The Progress Reports produced (content quality)
4. Compliance with the YS completion schedule
5. The decisions recommended in the Steering Committee

### **ACTIVITIES**

EFA plan and YS: Development of directives, both in the preparation phase and during the execution phase; readjustment of proposals in relation to priority objectives and to the policy directions set by the SC; identification of decisions to be submitted to the Steering Committee

Management of the resources mobilized for implementation: definition of the keys to apply costs among the various projects; readjustment or approval of budgets submitted by project managers in relation to the approved keys to apply costs, to feasibility studies, and to procedure manuals; preparation of a disbursement plan on the basis of a planning budget; proposals for procedure manuals

Coordination of YS activities: Publication of directives on the performance of priority activities and new measures or innovations; assigning of responsibility among the various implementation departments; consolidation and reconciliation of action plans and activity schedules for the various departments; pooling of resources that can be mobilized

Review of results and support and advice: Weekly monitoring of the performance of key YS activities; identification of performance bottlenecks and provision of solutions (increasing capacity, acceleration of decision-making, proposal of changes in methodology or in strategy, etc...); sending needs for assistance to the TSU in order to improve performance; production of regular summary reports for the GS, of a triennial report for the steering committee, and of the two reports for joint review with the partners.

**C.1.3. The Directors of the GDBEL and the other Directors Involved in the Implementation of the EFA Plan** - as managers of the EFA projects, are responsible for the planning and the implementation of the various projects (implementation of reforms, management of the action plan, budget management, etc.....), also advise the Chief Executive Officer.

**C.1.4. The TDR of the Technical Support Unit (TSU)** – Assists the General Directorate and is responsible for the management of the additional funds; thus provides technical assistance to the Directors who are responsible for projects, directly or through the recruitment of experts for specific fields of activity and/or for the introduction of innovations in management methods through the development of new procedures, and the steering of new initiatives that will gradually be transferred to the Ministry (example: management of the subsidizing of the ENFs). In exceptional cases, the SC may assign the TSU the direct implementation of a specific activity if that can be justified by an easier management of the funds.

## **AREAS OF RESPONSIBILITY**

- (i) Technical assistance to the GDBEL and to the Directors responsible for projects with respect to implementation, monitoring, and follow-up/evaluation activities
- (ii) Mobilization and financial management of additional funds

## **RESPONSIBILITIES**

- 1) Compliance with procedures in the mobilization of additional financial resources
- 2) Proper execution of the activities provided for in the various agreements on the additional funds

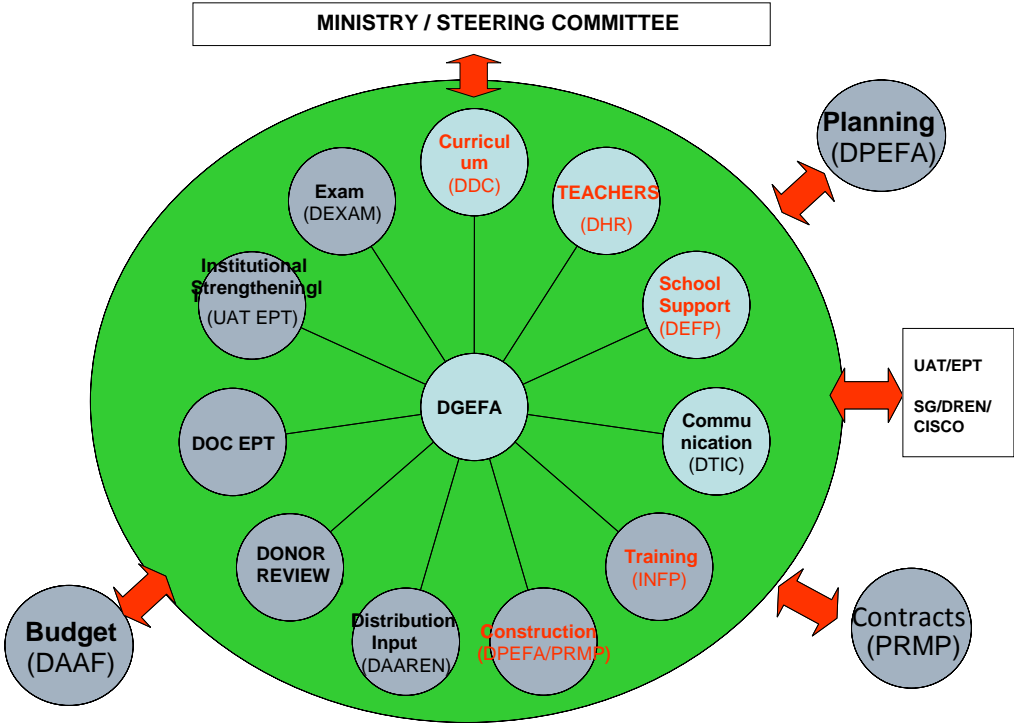
## **ACTIVITIES**

Provide Technical Assistance to the GDBEL and its Directors: Reorganize and strengthen the permanent TSU team in relation to expressed needs; develop TORs for non-permanent expertise and recruitment; search for partner institutions, to strengthen skills and mobilize financial resources; if necessary, recruit experts for diagnoses and skills inventories for departments responsible for projects with a view to producing a Development Plan

Mobilize and Financially Manage the Additional Funds: Prepare reports and requests for the disbursement of additional funds; introduce innovation in order to ensure the proper execution of activities and the commitment of additional funds; verify compliance procedures, by putting regular periodic audits in place for the various activities (internal and external)

The TSU's Yearly Schedule must be approved by the GDBEL before being submitted to the Steering Committee as a complement to the EFA Plan Yearly Schedule. The TSU Coordinator is the chief advisor to the GDBEL for new initiatives. TSU Staff must consist of technically skilled specialists in specific areas whose aptitudes complement the aptitudes existing in the MNESR.

**Overall Model of the Institutional Operation of the MNESR**

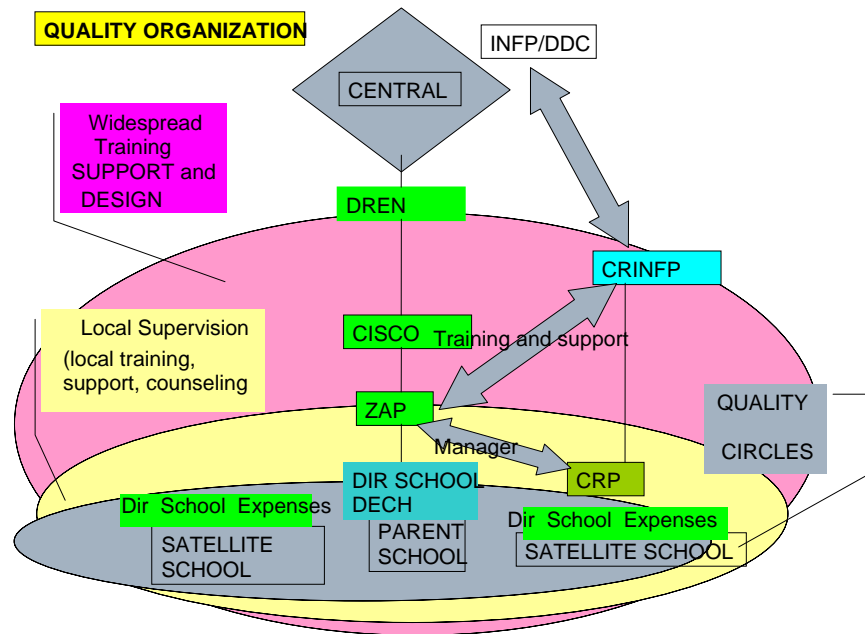


Pre-established follow-up and monitoring activities are performed periodically and summaries of these follow-ups will enable the EFA Monitoring Report to be assembled. The Report will be presented to the MNESR’s technical and financial partners.

**C2 QUALITY LEADERSHIP**

Concerning qualitative monitoring, the achievement of universal school attendance and the establishment of the 7 year reform require a redefinition of the quality leadership for the system. Thus the following diagram presents the new quality organization that the MNESR wishes to establish:

*Figure 1 : The New MNESR Quality Organization*

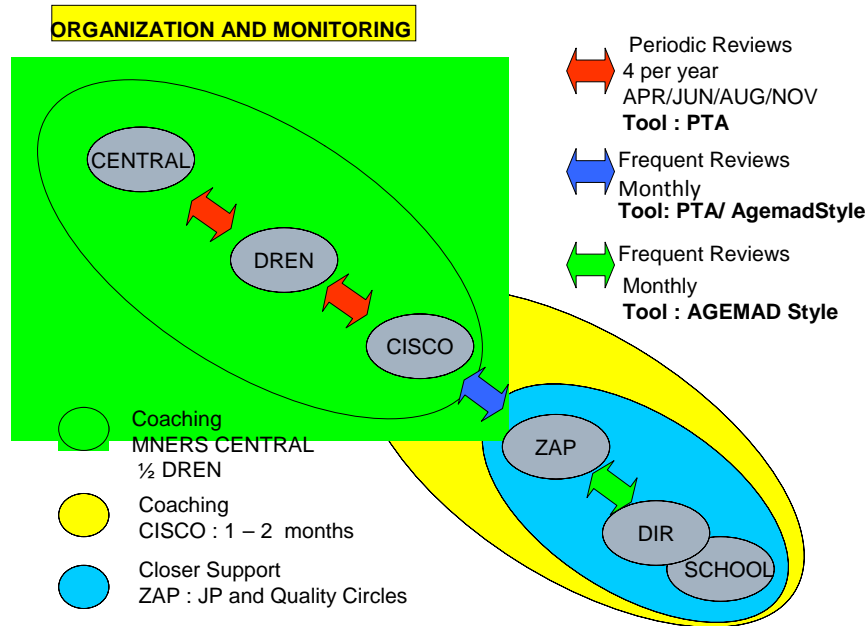


This new system operates on the principle of cascading training, but with the introduction of quality circles in order to provide closer monitoring and thus a provision of local contacts. The central level defines the quality policy, which is then sent to the regional level via the regional training centers (CRINFP) with the support of the DRENs. The regional centers will design training corresponding to local needs and will train the CISCO and ZAP teams. The ZAP leaders will be responsible for local supervision by relying on the Pedagogical Resource Centers (CRPs) and with the help of the released school principals.

### ***C.3 THE FOLLOW-UP, MONITORING, and EVALUATION SYSTEM***

The skills transfers at the devolved organizations have not yet been provided with an upwards reporting system: training needs and technical assistance needs to implement this reporting system are to be considered (ex: for Human Resources Management). Furthermore, ICTs are not yet systematically used to transfer data and reports and their use should therefore be increased. Finally, the fields of operation of the evaluations performed are too limited and little used to remedy and adjust educational policies.

Consequently, the MNESR wishes to set up a new, more relevant “internal” follow-up, monitoring, and evaluation system that will allow it to better follow the development of implemented activities and thus to be better able to react at each level of the educational system. This new system is presented in the diagram below:



Three types of review may be distinguished, with various periodicities:

- Between the central level and the DRENs and CISCOs, a periodic review system each quarter or four times a year based on the Yearly Schedules,
- Between the CISCOs and the ZAPs a monthly review based on the Yearly Schedules with tools to facilitate the follow-up (using the experience of the Initiative for the Improvement of Management in Madagascar, AGEMAD)
- Between the ZAPs and the schools, a monthly review (using the AGEMAD experience)

These reviews will not only consist of follow-up and control, but will also --and above all--display a supportive coaching approach in order to promote any remedies and thus to achieve results. They will also adopt an approach that will seek to understand actions in order to promote the multiplication of effective approaches.