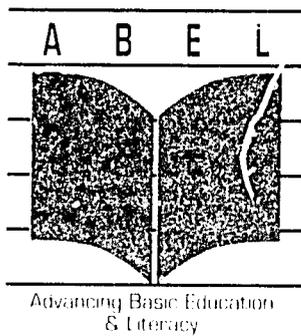


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PROPOSED ACTION PLAN FOR MANAGEMENT TRAINING WITHIN THE NATIONAL MINISTRY OF EDUCATION

Prepared by:
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August 1991

**PROPOSED ACTION PLAN FOR MANAGEMENT TRAINING
WITHIN THE NATIONAL MINISTRY OF EDUCATION**

For the Amendment to the Basic Education
and Expansion Project (BEEP)

Office of Human Resources
USAID/Bamako

MALI

By Matt Seymour, AED Consultant
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1.0 Introduction

The purpose of this paper is to provide a rationale and plan for educational management training (EMT) within the National Ministry of Education (MEN). EMT is a component within Project ABEL to strengthen and upgrade the management capacity of mid and upper level education officers within MEN. It is also a component within the proposed Basic Education and Expansion Project (BEEP) Amendment, and is called "Systems Management". This Amendment is expected to supercede Project ABEL. Hence, this proposed EMT plan is for the Systems Management Component within the BEEP Amendment.

The paper focuses upon the structure, problems and recommended training alternatives to improve management within the MEN. It focuses only on those units within MEN which have a direct bearing on the planning, implementation and evaluation of primary education. The units are: the National Directorate for Fundamental Education (DNEF), the National Institute for Pedagogy (IPN), the Directorate for Administration and Finance (DAF), and the Regional Directorates for Education (RDE).

Educational management training is defined here as job-specific and organizationally related learning activities aimed at increasing an individual's job productivity within an educational system. It differs from teacher training in that it is organizationally, not pedagogically, focused. In the educational development context this includes provision of knowledge, skills, and orientations necessary to plan, implement, monitor and evaluate educational productivity. Personnel management - as a unit of EMT - is dealt with separately in two other papers by Drs. Adama Sy and Fode Coumare. It will be discussed here only as it relates the rationale for a training module within the proposed EMT.

2.0 Background

The original BEEP called for educational management training at four levels: the school, the Inspectorate, the Regional and MEN levels. EMT at all levels would reinforce the linkage of primary schools to the administrative structure. This was to be particularly important regarding the gathering and organization of information at the school level regarding key indicators of entrants, enrollments, promotion, achievement, repeaters and dropouts; and the effective use of this information at the Ministry level for identifying problems, formulating policies, and developing instructional and administrative procedures to address those problems.

During the implementation of BEEP, educational management training was implemented at the school, and to a limited degree, at the inspectorate levels. It has been totally neglected at the Regional

and MEN levels. There was no EMT at the mid and upper levels of the MEN to assist educational officials to plan, develop, implement and evaluate educational programs, particularly in the crucial areas of reducing educational dropout and repeater rates, in ruralization, in maternal language teaching and texts, and in teacher redeployment.

There is a need to "close the loop" so that upper level MEN officials can reach out to the schools with educational programs based upon data from those schools. EMT can provide them with management skills to use the data collected at the lower level to make policy and operational decisions that will improve school efficiency and effectiveness. Upper level officials need to have planning and administrative skills so as to analyze and interpret this data to enable them to develop specific programs and projects in the key areas for primary school operations. They also need to have more and better skills to monitor and evaluate administrative and pedagogical operations in the field to ensure that these operations are carried out according to agreed upon objectives; or to review the operations with the option of altering the objectives.

The Systems Management component within the BEEP Amendment addresses the above need. Previously, management assistance was a part of each component; under the BEEP Amendment educational management training for each of the four levels will have an identity of its own. Special attention will be paid to meeting the management needs of mid and upper level MEN personnel. Strengthened EMT at mid and upper levels will enable MEN officials to use the EMIS which the BEEP Amendment will install with greater efficiency, accuracy and utility. In addition, upper level officials need EMT to strengthen their administrative capacity within MEN itself so as to manage internal operations with greater effectiveness within and between their Directorates.

EMT will also reinforce two other components in the BEEP Amendment: the community support component by providing training to develop school maintenance plans; and the Monitoring and Evaluation (M&E) component by providing training to improve M&E operations and the Educational Management Information System (EMIS).

3.0 Structure

As noted above there are three Directorates responsible for the management of primary education. The National Directorate of Primary Education (DNEF) is the main administrative body. While it is structured on the national -- and thus ministerial -- level, its operations are equivalent in the U.S. to Departments of Supervision and Administration for primary education at the state level. That is, it is the overall managing body for the operations of primary school teachers, pedagogical consultants, Inspector Regional

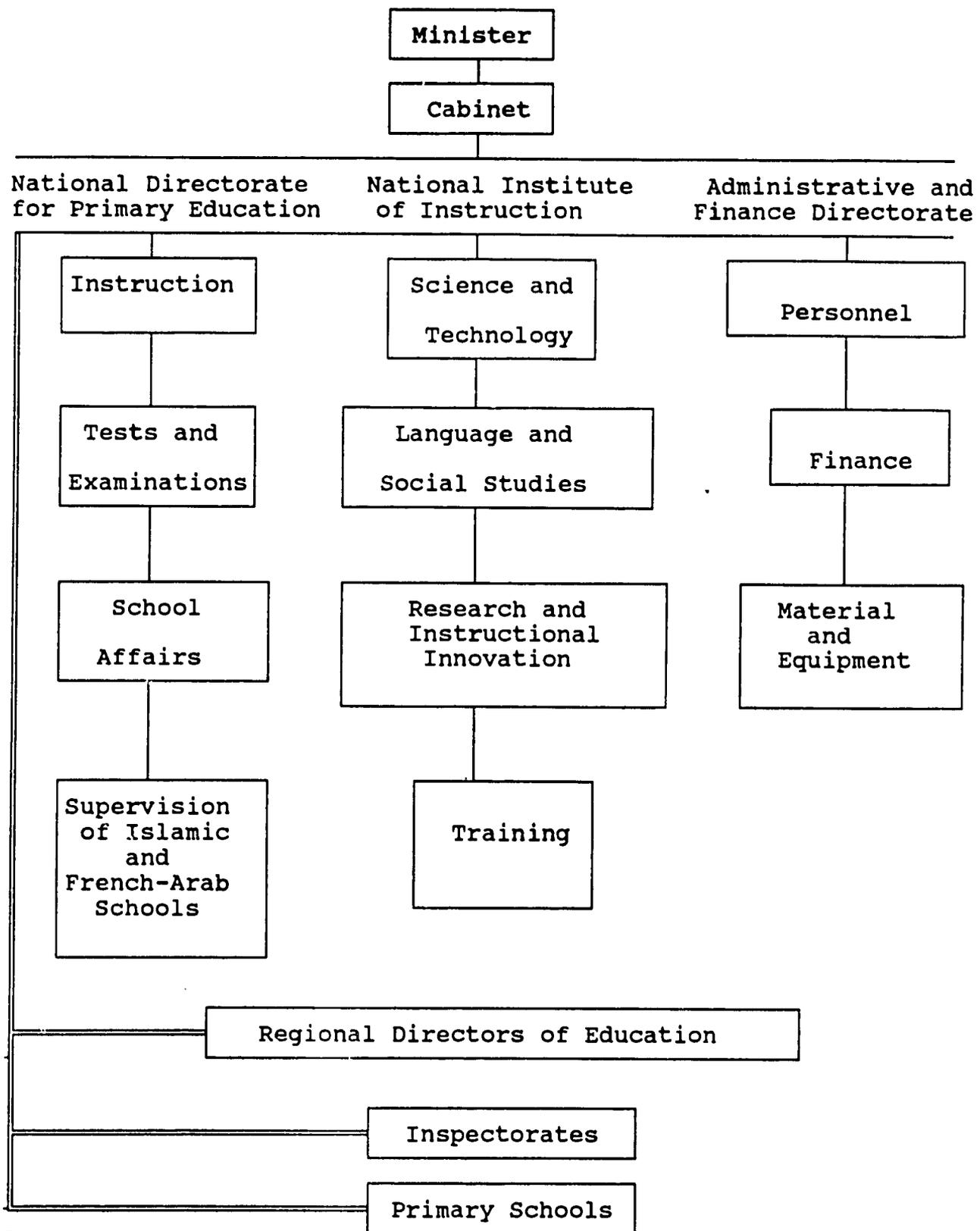
Directors, and central administrators in primary education for an educational administrative system. The DNEF is represented at the regional level by the Regional Directors of Education and at the subregional levels by the Inspectors of Primary Education.

The National Institute for Pedagogy (IPN) is the main substantive unit in terms of providing the curriculum, instruction and educational research. Again, it is equivalent in the U.S. to state level Departments of Curriculum, Instruction and Research.

The Directorate for Administration and Finances (DAF) is the overall administrative body for the Ministry, but in terms of primary education, it provides the financial support and personnel management. Most important, it provides for school construction, maintenance and facilities.

These Directorates have the most direct bearing on the management of primary education, and so they will be discussed below. Their structure is summarized in the following chart:

RELEVANT DIRECTORATES AND DIVISIONS FOR PRIMARY EDUCATION



.1 Directorate of Primary Education

In DNEF the Director of Primary Education is charged by the Minister of Education to define administrative and financial policies, and to chart the general direction of these policies. He has a deputy who assists him and who replaces him in his absence or removal. The Directorate of Primary Education consists of four Divisions: Instruction, Tests and Examinations, School Affairs, and Supervision of Islamic Affairs:

The Division of Instruction consists of four sections: instruction, ruralization, national languages, and science education. It is charged with the development of instructional programs in these areas. It also follows up instructional activities at the inspectorate level and conducts pilot projects, particularly in ruralization and maternal languages. In addition, it collaborates with the National Institute for Pedagogy to produce relevant research in primary education, again with emphasis on ruralization and maternal languages.

The Division of Tests and Examinations consists of the sections of Examinations management and Library of Tests and Examination. It is charged with examination construction and reporting on examination results, admission decisions and on relevant matters that relate to examinations. The competitive examinations occur at the end of grade 5 and 8 to determine whether or not students continue schooling. As might be expected, examinations are mainly screening devices without the intent of evaluating the curriculum.

The Division of School Affairs consists of the sections of school affairs and statistics. The former is concerned with school discipline and community relations while the latter is concerned with basic statistics on enrollments, repeaters, etc. The most important document is the Annual Statistical Report which will be discussed below.

The Division of Islamic Schools consists of sections of research and school affairs. It is charged with maintaining good relations among the French-Arab and Islamic schools and with providing pre-service and in-service training for these schools.

The Section heads report to the Division chiefs who in turn report to the Director. All are responsible for regular reporting on activities in their respective units regarding the implementation and evaluation of activities under their supervision. In addition, the section heads provide information to develop studies and action

plans which the Division chief may request.

3.2 Directorate of Pedagogy

The objectives of the Institute for Pedagogy are: pre-service and in-service teacher training for the two levels of primary school; development of instructional materials; research on instructional and educational innovations; and the implementation and follow up of that research and of on-going educational programs. IPN consists of four Divisions: Science and Technology, Languages and Social Studies, Research and Instructional Innovation, and Training.

Science and Technology consists of sections in mathematics, physics and chemistry, biology, technology, home economics, and audio-visuals. It develops and distributes texts and materials in these areas to the schools, and also follows up their use in the schools.

Language and Social Studies consists of sections in history and geography, literature, French and indigenous languages, philosophy, and civics. It develops texts and materials as above. It also follows up the use of these texts in schools, and conducts training sessions for teachers in the use the texts and materials.

Research and Instructional Innovations consists of sections in research, evaluation, instructional innovation, and publications. It conducts formative and summative evaluations, and conducts pilot and experimental studies.

Training has a number of sections all of which are geared to pre-service and in-service training.

4.0 Areas for Improvement

There are numerous areas that need improvement within MEN which EMT should address. The following seven are priority problem areas where EMT is needed. These areas are by no means the only ones, and they could even be considered illustrative of the many other problems that do exist. In addition, while EMT can be used effectively to address these problems, there are structural changes necessary in terms of redefining roles, responsibilities and organizational linkages. After each problem statement, there follows an alternative that includes a possible EMT activity.

4.1 Information flow

In any education system it is imperative that accurate data on

school efficiency (entrants, enrolles, repeaters, etc.) be conveyed to technical and administrative decision-makers so that they can review, revise and implement effectively policies and procedures which address the problems identified by the information. The same information would identify equity problems and student achievement data, among other measures, would identify quality problems.

For MEN the key document for this purpose is the Annual Statistical Report. However, it is a very limited document. It consists essentially of the number of schools and classrooms by level, of the number of student enrolles and repeaters by sex and class level, and of the number of teachers by sex and qualifications. At the beginning and end of each year, school directors fill out simple forms to record this data which in turn are passed to and compiled by the inspectors who do the same for the regional directors. They in turn pass their compilations onto the MEN statistical section in the Division of School Affairs in DNEF which then compiles the annual statistical report. There is no data to accurately measure school efficiency other than enrollments or repeaters nor is there any to measure school quality. In addition, the data is of questionable validity as, according to one informant, school directors often fill out the forms according to a generally accepted formula (e.g. 50% pass, 25% repeat, and 25% fail) rather than upon an accurate counting of their student population.

The main problem, however, is that the Annual Statistical Report is filed away with little or no systematic review and analysis; and certainly no action taken by other divisions in DNEF or IPN to revise policies, administrative arrangements or instructional procedures to address the problems which may emerge from the report. In effect the information flow is routinized with little or no use of it for decision-making.

Clearly, at least three things are needed:

- 1) an integrated EMIS that efficiently gathers and compiles data from local and regional levels and conveys it to MEN for final organization and analysis;
- 2) the capacity at each level for individuals to gather and compile accurately the data;
- 3) the capacity within MEN to analyze the data and develop appropriate policies, or administrative and pedagogical procedures.

Addressing these points would go a long way in "closing the loop" by bringing the data collected at the school level, and then formulated as policies at the MEN level, back to the schools as administrative and instructional programs and procedures. The

installation of EMIS both within MEN and at the regional and inspectorate levels is a separate component within the BEEP Amendment and will be implemented as part of the entire project. EMT is necessary to provide mid and upper level MEN administrators with the capacity to operate the EMIS and to use it for decision-making purposes.

4.2 Translating Policy into Practice

An effective education system has administrative mechanisms which break down general policies into specific actionable terms and procedures. These mechanisms may be, for example, curriculum development, planning, or testing units which provide the means for administrators and teachers to implement policies.

Educational policy-making usually begins with a formulation by a Director within MEN. This is sent to the Cabinet which reviews it. If the Cabinet approves it, then it is sent to the Minister's advisors. If they approve it, the Minister sends it to the President for approval as a decree. The planning process converts decrees into programs such as ruralization, maternal language texts, or gender equity. However, the planning is not centralized as the central planning unit (DPNES) was abolished recently. Hence, planning is fragmented and occurs often on an *ad hoc* basis in the different directorates. Sometimes, it is crisis management and a reaction to immediate situations.

The question really is, however, how do these statements get translated into practice at the school level. Ruralization, for example, has been on the books for some time as a policy for rural schools. It is a functional and practical application of the curriculum in terms of learning objectives and activities to the agricultural life outside the school. In addition to making the curriculum more relevant to rural life, ruralization sets out procedures for provision of equipment and materials and the involvement of the community. While the implementation of ruralization has been successful in some cases, it needs improvement in others so that it can be more effective.

As noted in the BEEP Amendment:

There has been considerable opposition to the way in which the ruralization program was run. Half the parents questioned in a UNESCO study were opposed to the program. Most of the teachers felt they did not have enough training to teach it properly, and students felt exploited. In many areas where water was not available at the school site, students had to carry four liters of water to school each day. This puts a considerable burden on girl children who are mainly responsible for drawing water. Finally, on the advice of student leaders, all students withdrew their support from the

program. All over Mali school gardens withered and died (p.39).

MEN officials recognize the many difficulties surrounding the operation of the ruralization program and are currently reviewing the entire policy and its translation into practice. However, an over arching problem in translating this ruralization policy into school practice is that there lacks implementing mechanisms that address basic questions like: is this a good policy? how was it implemented? do the implementation results meet policy objectives? if not, what must be done to change implementation? and how will this be done?

There needs to be within MEN, most likely the Research Division in IPN, a means to develop action planning. That is, there needs to be a way to plan the specified step by step operations necessary for moving one point to the next so as to reach the operational objective. EMT can assist in strengthening the capacity for action planning.

4.3 Decentralization

An effective education system delegates some autonomy in decision-making to the regional, district and school levels. Regional administrators, district supervisors and principals all need to have some authority to decide what needs be to done at their respective level to be more effective.

As in most Francophone countries, the Malian educational system is highly centralized. Decision-making is concentrated within MEN with little delegation of power to the field. Regional Directors and Inspectors have little authority to act on their own to adapt policies and procedures to the particular conditions of their area. The Regional Director is really an extension of MEN and often serves as a conduit to implement MEN directives. He has little power to adapt, to innovate, or to revise these directives to fit his respective region. Similarly, the Inspectors are often limited to bureaucratic paper work, and have little power (and incentive) to sponsor innovations or supervise existing ones (e.g. ruralization) to really be effective in the field.

Within MEN itself, the situation is all the more dramatic. If a copying machine breaks down in a Divisional unit, for example, authorization must come from the Director to have it repaired. If the Director is traveling, occupied, or otherwise unavailable, the request for repair must wait. A responsible person within the unit or even the Divisional Chief may not have the authority to authorize funds for the repair. Hence, the repair must wait until the Director can attend to it.

Assuming a policy decision provides MEN and field personnel them with more autonomy, they will certainly need EMT in a number of

areas to implement programs with a "hands on" approach. In fact, when a seasoned Regional Director was provided with a list of EMT areas -- planning, service delivery and logistics, budgeting, information and control, organization and personnel -- and asked which ones were most appropriate for his Directorship, he replied without hesitation, "all of them!" It would not be difficult to tailor EMT courses for Regional Directors, Inspectors and their staff.

4.4 Organizational Efficiency

Effective educational administration means that positions, roles and relationships are clearly defined. Individuals know what their positions entail, what are their assigned responsibilities, and whom they report to or whom they supervise. As a result, tasks are carried out efficiently so as to achieve the stated objectives.

In MEN however, this is not always the case. There is not an efficient use of human resources, and there is duplication and fragmentation of effort. Tasks overlap, and often there are inconsistencies between expected assignments and their actual implementation. There are blatant gaps between what job descriptions call for and what MEN officials, particularly at the middle level often do. The administrative manuals and documents which prescribe actions of individual positions are often out of date or simply incongruent with what actually happens. All of this tends to add to confusion and misunderstandings.

For example, in DAF and the Bureau of Projects there is the problem of "double emploi" in the case of procurement. Both send out requests for bids for the same service which leads to confusion both within and outside of MEN. Within DAF itself there is not sufficient reproduction equipment for work in general but especially for reproducing the required number of copies of the request for bid. However, the Division of Material and Equipment where this activity takes place, has no clear responsibility nor autonomy to purchase more equipment. Hence the bidding process is often delayed or even postponed.

Even more mundane is the assignment of secretaries to personnel or equipment operators to tasks. It is not clear who reports to whom and this again results in delays and inefficiencies of operation. The carrying out of tasks in some cases is formalistic with individuals going through the motions without any definite purpose in mind.

It would be useful for EMT to assist in reviewing positions, roles and relationships to identify where there are inconsistencies, duplication and gaps in order to realign positions and roles for greater efficiency. EMT can also assist through task organization and personnel management to ensure that individuals perform their tasks according to specific objectives, that their performance is

monitored, and that the right individual is assigned and promoted in the right position.

4.5 Vertical Linkages

Vertical linkages in educational administration means that the lines of communication and channels of decision-making among hierarchically arranged units are established, clear, and efficient so that information and directives are quickly transmitted and acted upon to provide services, goods or support.

Within MEN there are serious gaps in this regard so that communication flows between MEN and the field are delayed, inconsistent, or even non-existent. This is because there does not exist an integrated EMIS from MEN to the Regional Directorates and to the Inspectorates. Within DNEF, for example, messages to the field must pass a number of hurdles before they are received and returned. If the Director needs to have data on teachers or students from a particular district, he must send a letter to the Regional Director, who in turn conveys it to the inspector, who then conveys it to the School Director. By the time the information is gathered and passed back up the line to the Director, the time elapsed may be up to six months. Interviews brought other dramatic gaps in information regarding pedagogical counsellors or whether schools were even operating!

Again it is clear that an integrated EMIS is desperately needed so that DNEF, IPN and DAF can communicate efficiently with the field. EMT would be necessary to assist in the training of individuals up and down the line of this system so that it can operate effectively. This includes data gathering, management and analysis as well as computer usage and word processing. EMT also includes organizational development so that decision-makers can ensure that lines of communications are established, correct and operational; and that they can use the information appropriately to address problems in school efficiency, equity and quality.

Lines of authority and responsibility for decision-making from school inspectors through Regional Directors and on up to MEN are also not clear. Documents and administrative manuals generally do not define clearly the relations from the field to MEN, particularly between the Inspectors and the Regional Directors, and from the Regional Directors to MEN Directors. Often relationships devolve into personal ones, and with a lack of definition for action, responsibilities become diffused so that it is not clear who does what. EMT can help clear up this confusion by redefining lines of authority and providing organizational skills necessary to implement efficient decision-making.

4.6 Horizontal Linkages

Horizontal linkages means that units within an educational system

cooperate so as to achieve a common objective. Each has its own specialty, but their operations are coordinated, directives are communicated, and tasks reinforce each other so that they all work together as a team. These linkages are established both within units and among units.

Simply stated, "there is a communication problem among the Divisions in the relevant Directorates (DNEF, IPN, DAF) so that each ignores the other, and personnel in one do not understand what those in the other are doing (Adama Sy 1991: 2.7.1)" DAF attempts to mediate differences among relevant Directors in terms of delays, salary adjustments, or budget ceilings, but subordinate personnel within those Directorates are often unaware of these problems.

Within the MEN Directorates, even Divisions, individuals may not always work together or know what the others are doing. For example, in the production divisions of IPN, the writers of science, math and language books are really subject specialists, not curriculum writers with a subject orientation. Some may work in isolation or move in different directions so that, for example, language development in the subject languages and science may not be consistent. This lack of coordination within IPN results in producing a curriculum that lacks strong horizontal integration so that learning in one subject does not reinforce learning in another. A Divisional Chief with an orientation toward integrating subject matter could manage these specialists to coordinate their efforts so that the texts and materials relate more closely to one another.

Between Directorates, or even between Ministries, there is also the same problem. When DAF needs credit for procurement, for example, it often runs into problems with the Ministry of Finance. DAF needs credit on a regular basis, while the Ministry of Finance provides it only on a six month basis. This lack of coordination between the two Ministries constrains DAF severely to procure the right equipment in a timely fashion; as a result the schools ultimately suffer. In another case, DAF and IPN do not always coordinate their efforts in the provision of texts and materials to the primary schools. Sometimes IPN guidelines for the texts and materials do not meet DAF publication schedules with their contractors, and so another delay results. While the first example requires a major structural change which may be beyond the scope of the EMT, the second could be remedied with training in task management and logistics. The establishment of PERT charts or some similar (and hopefully simpler) mechanism could assist the DAF procurement officers to develop implementation schedules. By communicating these schedules to the cooperating directorates, they should be able to improve the efficiency of procurement.

4.7 Personnel Management

Problems in this area are treated in detail in the Sy and Courmare

reports, and will only be summarized here. In terms of recruitment of teachers and MEN officials, the process itself is complicated and cumbersome, often resulting in delays and postponements. Ceilings on open positions make it difficult to plan for these positions as it is not always clear who are the available candidates. In addition, it is very difficult to recruit individuals for teaching and administrative positions in remote areas, as individuals are either unwilling to be assigned there or the circumstances surrounding those positions are not clear. This stalls effective operations in that area until someone is assigned. Moreover, the education system does not always receive the best recruits, particularly regarding specialists in finance, accounting or engineering, as candidates in these areas prefer available positions in other Ministries.

Transfer and reassignment of MEN officials is also a problem. Often Inspectors, Regional Directors or mid level MEN officials are specialists within academic disciplines such as mathematics, language or literature, and are not flexible in terms of taking on new and different administrative duties. They may balk at reassignments, or if they do take them, they struggle to adapt to these duties. In addition, most refuse or delay to be reassigned to remote or hardship areas.

A serious problem lies in the promotion system. There are roughly five grades for promotion: excellent, superior, good, average, and minimal. However, a quota system allows for only 10% of those promoted to enter the first two categories. In addition, the criteria for these categories are not clear, discrete nor explicit. Hence, judgments for promotion often are subjective with personal relationships clouding the decisions so that actual promotions often seem arbitrary. Since salaries, particularly for teachers are already low, this intense competition within the context of arbitrary promotions depresses the morale within the education system.

In addition, decision-making regarding personnel management is often vague and overlapping. School directors in the field may receive performance ratings from both Inspectors and from administrative personnel such as district chiefs. This "double supervision" creates confusion as the administrative personnel are not likely to judge the school directors according to the same professional standards as do their MEN superiors; and they undercut the professional standing of these superiors. In addition, the Inspectors and Regional Directors are severely limited in their capacity to visit schools and field sites because of budget constraints on travel.

Also there are often delays in personnel decisions regarding promotions, transfer or reassignments. Individual files may be incomplete or stated as being such, and sent back to the Personnel Division within DAF for review before action is taken. Or, there

may be requests from those authorized to make personnel decisions for more information, study or review before any action can be taken. In addition, it is not clear who will follow up these requests to provide more information, and so decisions on individual files may be delayed for weeks or even months.

EMT modules in personnel management could help improve the decision-making in terms of recruitment, assignment and promotion. In addition to providing alternatives and skills in using more efficient procedures, it could assist in redefining and realigning relationships so that decisions and personnel directives are implemented more effectively.

5.0 Plan for Educational Management Training

This section outlines a proposed plan for providing educational management training to MEN. It attempts to address the basic questions of who, why, what, how and when will this training be delivered. The section first discusses the content of the training program. Then it describes the operational procedures under which the plan will be implemented. Finally, it recommends short and long term participant training to enhance the in-country training and to provide the Malians with the capability to continue their own educational management training once assistance for it from BEEP has terminated.

5.1 EMT Program

5.1.1. Target Group - Those who will receive the training are mid and upper level officials from those Directorates discussed above and which have a direct bearing upon the planning, implementation and evaluation of primary education, viz., DNEP, IPN and DAF. It is recommended that as many as possible in the 150 personnel in these three Directorates receive training. Certainly this would include the Directors and the Division chiefs. It should also include as many as the specialists as possible as these are the ones who probably never had management experience, but very much need the training for skill development and to change their orientations regarding organizational operations. In addition, EMT should be given to the Regional Directors and their staff; and to Inspectors and their staffs where it is not provided by the IPN In-Service component of BEEP. Individuals or units from other Directorates that relate less directly to primary education could also receive training.

5.1.2. Objectives

The Systems Management component in the BEEP Amendment calls for short-term interventions of a highly qualified type in the following areas: "policy analysis and planning; administrative and

financial management; implementation of education development projects; reinforcement of technical services; and mechanisms for collection, analysis and dissemination of data (p.33)." These areas are broad and perhaps illustrative of what kinds of EMT is needed. The following attempts to specify the objectives according to the needs expressed by MEN officials.

The overall objective is to improve organizational productivity of the education system by increasing job related knowledge and skills. This general objective will be achieved through more specific objectives:

- ♦ Develop realistic educational policies and to translate these policies into both long and short term plans;
- ♦ Gather, sort, tabulate, analyze, interpret and present data for decision-making;
- ♦ Use computers for word processing and data management operations;
- ♦ Purchase commodities and services using competitive bidding procedures; deliver these commodities and services to schools and regional centers; preserve newly constructed or renovated schools and facilities according to maintenance plans;
- ♦ Manage budgets and maintain fiscal accountability and control;
- ♦ Organize administrative structures and operations efficiently within MEN, and manage the recruitment, assignment, promotion and remuneration of personnel according to standardized procedures;
- ♦ Monitor and evaluate educational operations, procedures and innovations with the intention of improving them.

5.1.3. Content

Each of the above seven objectives can be met through modules which provide appropriate job related knowledge, skills and orientations. These modules are:

- policy development and planning
- data management
- computer training
- procurement, service delivery and maintenance

- budgeting, accounting and control
- organization and personnel
- monitoring and evaluation

Each module could be delivered in a week but could take a month or more. This would depend upon the needs of the participants as well as the content of the module. (Most likely computer training would take longer than policy and planning.) Specialists from individual Directorates will take those modules that relate to the management needs in their respective areas. Thus, for example, officials from the Material and Equipment Division within the Administrative and Finance Directorate would take at least the module of procurement, service delivery and maintenance. Some officials may need to take more than one module depending upon their management needs.

A brief description of each module and how they will relate to the Systems Management component as proposed in the BEEP Amendment are as follows:

- **policy development and planning** - This module would concentrate less on policy development ~~per se~~ than on the relationship between policy development and planning. That is, how do policies get translated into practice through the planning process? Planning would consist of long term and short term planning. As noted above short term planning would be considered action planning and would emphasize the systematic process where specific objectives (outputs in AID terminology) cohere and reinforce one another to achieve the objective. As noted in the BEEP Amendment (p.33) this module would be essential for those MEN officials assigned to the reconstituted Planning and Analysis Unit to enable them to use appropriately data on enrolment, personnel, achievement and placement, type and condition of physical infrastructure and other factors.

- **data management** - This term is used generically to include the whole process of gathering, sorting, tabulating, organizing and presenting data. It also includes the interpretation of data and what this interpretation means for policy development and planning as well as for the development of administrative procedures.

- **computer training** - This should be done on a selective basis both in terms of individuals and the types of programs or word processing to be taught. It should also be linked to the development of the EMIS so that individuals at the inspectorate and regional levels receive training as well as those in MEN. For this group

the training would most likely be in the chosen program to organize school statistics. Word processing could also be given to secretaries in MEN and possibly to those at the Regional level.

- procurement, service delivery and school maintenance - This module would have to be tailored to the Malian scene and would require considerable preparation. It would consist of basic principals of contracting, cutting costs in procurement and expediting the purchase of commodities. It may also require some knowledge of overseas procurement. In addition, it would consist of knowledge regarding the delivery of educational facilities and materials, the provision of services (e.g. construction), and the development of maintenance programs.

Perhaps most important, those Malian communities which will be constructing primary schools through the FAEF component need assistance to formulate viable maintenance programs. The BEEP Amendment will provide increased funding to rural schools through FAEF to improve them through repairs such as replacing dirt floors with concrete, painting classrooms or building school latrines and wells. Maintenance plans are essential to ensure that these inputs are provided in a cost-effective manner, on schedule, and with monitoring mechanisms.

The Division of Materials and Equipment would be the most likely unit to assist communities in devising these plans. Maintenance plans would contribute to the sustainability of school operations. Organized local funding and labor could make the difference between having a school that is shoddy and deteriorating or one that is clean and intact. In addition, community participation through the FAEF component should strengthen local pride in the school so that the parents and teachers will want to keep it maintained. Given the severe constraints of high costs of educational inputs, low quality construction materials, and overcrowding in the schools, there is little choice other than local subscription to maintenance if parents want to have a durable school building.

Clearly EMT is needed for responsible personnel in the Division of Materials and Equipment to enable them to develop simple school maintenance plans and to train villagers in the implementation of these plans.

- budgeting, accounting and control - This module would consist of basic principals of fiscal development and control at the departmental (not the national or

ministerial) level. Certainly this would apply to DAF personnel, but would also apply to Regional Directors who must maintain and account for their budgets. The training here should be kept simple but relevant to Malian fiscal scene to ensure financial accountability.

- organization and personnel - This module would provide skills to review, assess and realign roles and responsibilities within organizational units such as the Directorates or large Divisions. A separate module could be developed for the Division of Personnel in DAF which is responsible for personnel management in MEN. The module could also contain training team action and task management; that is how does a Director or Chief develop objectives, targets, indicators, strategies and activities for tasks that are relevant to their units. A key objective of this module would be to address the problems of vertical and horizontal linkages.

This module should strengthen and reinforce the Minister's objective of a collaborative management style within MEN. Such a style is characterized by collaborative team work, widespread use of constructive feedback, decision-making moving down the organizational bureaucracy, openness in all transactions, a demonstrated commitment to the well-being of employees, objective recruitment and promotion processes, flexible management styles, and mentoring and team action. EMT will strengthen vertical and horizontal communications to achieve these characteristics.

- monitoring and evaluation - In educational terminology this might be considered formative and summative evaluation. Emphasis here would be on the use of very basic descriptive statistics as well as selected principals in sampling and survey research. Also methods of qualitative evaluation would be useful. This would be a specialized module mainly for individuals in the Division of research and pedagogical innovations in IPN but could be given to field personnel such as pedagogical advisors. The module would be longer than the others and should require outside reading.

As proposed in the BEEP Amendment (p.49), this module can strengthen the Monitoring and Evaluation (M&E) component. The technical advisor for that component will coordinate this training module to assist the four M&E teams that will be developed as a part of that component. The training module will emphasize the design and construction of studies and methods in data collection and interpretation to assist in the collection of data twice a year in 150 schools in four regions.

This training module will also assist other M&E activities in the DNEF, IPN and DAF Directorates as well as in the Regional Directorates, Inspectorates and the Regional Pedagogical Centers. Until a central planning and statistics unit is established, this training module will assist MEN personnel to recognize the importance of having accurate data at all levels of the educational hierarchy.

Clearly, this is a tentative first cut although the seven modules do flow from the problems outlined in Section 4.0. Certainly, other modules should be developed as the needs become clear. In addition, an Introduction to Management module might be considered which presents basic concepts such as leadership, decision-making, management by objectives, participatory management, the integration of tasks with personal development, and the like.

A focused EMT program for the length of the BEEP Amendment should provide a critical mass of trained educational managers within MEN who can:

- ♦ gather, analyze and interpret data effectively regarding the operations, problems and constraints facing rural primary schools;
- ♦ develop policies and plans to address these problems;
- ♦ implement these policies and plans through effective organizational operations and decision-making;
- ♦ formulate practical and appropriate instructional classroom programs and procedures so as to increase school efficiency and boost student achievement;
- ♦ monitor and assess these programs, procedures and activities to ensure agreed upon objectives are met, or to review these objectives in light of field realities.

5.1.4 Approach

A basic assumption here is that there is no one best management training approach or method, and so several will be used. Another assumption is that training will be most effective if it is tied to the real problems related to the jobs -- in this case the problems of primary education. Thus, the above training modules should focus or use as context the problems of ruralization, teacher redeployment, the use of maternal languages, student achievement, dropouts and repeaters, teacher incentives, etc.

Three training approaches will be used:

- formal training methods - lectures, case studies, simulations, role playing, and audiovisuals.
- action training methods - group problem-solving sessions using job related problems as subject matter.
- non-formal training methods - group discussion and information exchange in professional peer groups or study circles.

Formal training consists of discrete, "packaged" teaching sessions. It transmits knowledge and information efficiently. It is packaged because the content is presented predominantly as fixed, knowledge modules. Hence, formal training methods can best be used to introduce a module, or to present an overview, such as an introduction to management concepts.

Action training emphasizes maximum participation by the manager in learning, typically through some form of group process. Learning takes place as one is involved in actual organizational problem solving. Essentially, the learner takes action on a real problem in his job experience, tries to change the existing situation, and does not just think about the problem and analyze it as in formal training. It takes place through work teams made up of individuals from the same job level or from different levels but who work in the same organizational unit. The trainers will lead work teams through each module by linking the concepts, methods, skills, and analytical approaches in each module to their immediate problems in primary education. Thus, given its problem-solving emphasis, action training will be the main method used to introduce MEN participants to the management concepts in the above modules.

Non-formal training is a learning situation where a group of managers, usually at the senior level -- in this case Directors -- comes together on the basis of a common interest and unique learning needs. They meet to share information, ideas, problems and resources in hopes of finding ways of dealing with their managerial roles and for solving particular work problems that their peers may have also experienced. It is essentially informal peer learning, but assumes the participants have substantial managerial experience. As a sort of seminar guided by a trainer, the non-formal approach can best be used for training Directors for Division Chiefs as a group.

5.2 EMT Operations

5.2.1 Training Team

It is recommended that the training team consist of three to four individuals who are equipped technically to handle all of the subject matter in the modules. In addition, they must be professionally proficient in French, and it is desirable that they

have Francophone experience as well as some knowledge of or experience with formal education.

The team will make a preliminary visit to MEN to undertake a needs assessment. It is recommended that they develop, pretest, and then administer a questionnaire to all Directors and their staff. The questionnaire can be both structured in terms of providing needs related to the proposed modules and open-ended to identify needs which have not been anticipated. Based upon the findings of this questionnaire, a tentative training program can be drawn up to determine which staff members receive what kind training through the modules. Again, it is suggested that all staff members receive an introductory module to modern management concepts. Naturally, as the training course moves along the trainers will adapt, add, or delete modules as appropriate.

5.2.2 Location

The training sessions will consist of small groups, no less than five and no more than ten participants. A training room will be used at the Ministry for most of the training. For the Regional Directors, Inspectors and their respective staffs, training will take place at the Regional Directorate Office. It is recommended that for staff members a stipend be provided to defray personal costs and to give an incentive to attend training. This has worked successfully in the In-Service training activities under BEEP.

5.2.3 Schedule

The modules will be given in sessions every three months. Each session should last approximately a month. It is highly recommended that the same members remain on the training team to ensure continuity. A project officer from BEEP will arrange and coordinate the day to day scheduling of the training modules, provision of training facilities and materials, arrangement for travel to the Regional Centers, and so on. It is impossible to determine the entire length of training at this point, but it is quite probable that the training waves could last the duration of BEEP.

5.2.4 Evaluation

The most efficient evaluation would be self-reporting by the participants. This could take place immediately after training and as a follow up measure six months later on. A simple questionnaire could be administered to participants to address such issues as: the relevance of the knowledge and skills taught in each module to their work activity; increased productivity as a result of training; enhanced opportunities for promotion; and, a different outlook toward their work in MEN. Possibly, informal discussion by trainers with supervisors of staff members could also point some of the strengths and weaknesses of training. It is recommended that

the evaluation be formative or monitoring with the intent of improving the training process.

5.3 Participant Training

MEN needs to build up a cadre of management trainers to sustain the effort which USAID will introduce as part of the BEEP Amendment. There is a severe lack of trainers of trainers in the education system, and virtually none at all within MEN who can conduct management training. In addition, budget restrictions constrain continuous in-service training in this area which is so vital to maintain a ready and varied source of management training. It is necessary to build up a body of management trainers for specialized work in MEN and for more general work in the field. It is proposed that USAID sponsor short and long term participant training within the BEEP Amendment to address this need.

Interviews indicated that senior and in some cases mid level MEN administrators, Regional Directors and Inspectors would benefit from short term study tours to U.S. educational systems. This would entail visits to the superintendent's office, the curriculum development units, administration and supervision departments, examination and testing units, and the like at the county level. The visits would include an overview of how the education system at the county level operates, interviews (with an interpreter) with representatives from these units, visits to schools and discussions with principals, and group sessions with teachers. They could also meet with state representatives in administration, curriculum, testing, school maintenance and so on through the same format. The purpose is to expose the Malian administrators to a different system from which they can obtain effective ideas and approaches on how to manage an educational system.

If the Malians are to take educational management training as a long term effort, then they will need assistance to build up their own cadre of EMT trainers. This not need be a large nor a major effort, and could consist of several well trained individuals who can continue the effort within MEN to serve the administrators there as well as those in the field. This entails the training of several career officers at the Masters level with a mix of course work in educational administration, management, and training techniques. These officers would have several career levels depending upon the depth and breadth of their training and their specialties. This cadre would then continue the training once the project has terminated, and would also serve as trainers of trainers for junior administrators who would expand this training. As a result, this cadre should be able to continue the EMT effort as well as diffuse it through those whom they have trained.

6.0 Conclusion

Strengthening the management capacity of MEN at the upper level particularly in the three identified Directorates, should contribute to more efficient operations of primary education. First, if coupled with the installation of an integrated EMIS, the decision-makers, i.e. Directors, should be better informed about how the primary system is operating. Targeted training in data management and monitoring and evaluation should provide these decision-makers with necessary information more rapidly and with greater validity. Second, targeted training in the areas of policy and planning and organization and personnel should enable these individuals to make operational as well as long term decisions with more confidence that their efforts will bear fruit. They need strong support staff to provide them with appropriate information and guidance so as to identify actionable alternatives efficiently. Third, targeted training in procurement and service delivery as well as in budgeting and accounting should strengthen the capacity of MEN to implement these decisions in a cost-effective manner. Schools, teachers, and students need to receive materials and support more rapidly and with greater assurance than currently exists. This combined effort should help MEN to widen school access and improve efficiency in terms of reducing dropout and repeater rates.

2105 Sherwood Hall Lane
Alexandria, Virginia 22306
August 23, 1991

TO: Dr. Freda White-Henry, Education Officer, USAID/Bamako
Jim Tolliver, Management Specialist, Project ABEL
Don Russell, Education Officer, AED

FROM: Matt Seymour, Education Consultant

SUBJECT: Proposed Action Plan for Management Training within the
National Ministry of Education of Mali

I enclose a revised draft of the Action Plan. It contains the recommended changes which Jim Tolliver conveyed to me by telcom in late July. It also attempts to integrate the Action Plan with specific references to training in the Management System component of the BEEP Amendment. Finally, it attempts to incorporate information and findings from the reports of Drs. Sy and Coumare on Personnel Management within MEN but without duplicating their efforts.

I have conveyed to Don Russell through Lynette Johnson two sources to conduct management training which I believe would be appropriate for the Ministry of Education. These are:

Larry Cooley, President, Management Systems
International, Washington, D.C.

Richard Vengroff, Office of International Programs,
University of Connecticut, Storrs, Conn.

Both sources contain management trainers who are competent, who have substantial Francophone experience, and who are fluent in French. I believe that they can adapt management training to the bureaucratic context of MEN. I recommend strongly that you pursue their availability.

I hope that this draft is satisfactory.

Matt Seymour, Ph.D.
2105 Sherwood Hall Lane
Alexandria, Va 22306
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August, 1991

OBJECTIVE:

Human Resource Development assignments with international donor agencies, consulting firms, or associations for short or long term.

SECTOR EXPERTISE:

Formal Education -- planning, policy analysis and curriculum development, particularly at primary level;

Manpower Supply and Demand Analysis;

Nonformal Education -- agricultural, health and community extension;

Training and Management Development;

Rural and Institutional Development;

FUNCTIONAL EXPERTISE:

Project design, research analysis and evaluation
Action planning and strategy papers
Project management and guidance
Conference and workshop leadership

LANGUAGES:

Professional proficiency (FSI 3) in both French and Indonesian

EDUCATION:

Ph.D. Stanford University, Int'l Development Education, 1972
M.A. Stanford University, Anthropology, 1972
M.A. University of Hawaii, Asian History, 1967
B.A. Holy Cross College, History, 1962.

PROFESSIONAL EXPERIENCE

1987-Present: International Education Consultant

Action Plan: Management Training for mid/upper level Civil Service bureaucrats in the Ministry of Education, USAID/Bamako, 1991.

Project Design: Primary Health Care Delivery System for Ivermectin Distribution (Onchocerciasis prevention). AID/S&T/Health, 1991

Project Design: "Improving Quality of Education", AID/S&T/ED, 1991

Team Leader Project Design: "University Linkages II", USAID/Cairo, 1990. \$40 million to establish linkages between US and Egyptian universities to assist public and private sector organizations.

Background analysis and Project design: "Integrated Rural Development", UNDP/Jakarta, 1990. \$5 million pilot project to test PVO/NGO mechanisms to assist rural communities in Indonesia.

Project Design: "Basic Education II", USAID/Cairo, 1990. \$210 million to expand school construction & maintenance, planning institutional strengthening, curriculum/ test development, training

Team Leader for Training Needs Analysis, USAID/Bangkok, 1990. Private sector needs assessed and analyzed for training projects

Project Design: "Secondary Curriculum ", World Bank, Jamaica, 1989.

AID Bureau Strategy: "Education and Training for Private Sector Needs", Asian and Near East Bureau, AID/Washington, 1989.

Team Leader Training Plan: Chaired conference of West Africa rice scientists (WARDA); wrote 5yr Training, 1989.

Senior Educational Planner, Stanford Research International, Ministry of Planning, Riyadh, Saudi Arabia. Formulated educational policy options and developed manpower planning strategies, 1988-89.

AID Bureau Strategy: "Building Linkages between US and Asian and Near East Universities for the 1990's". ANE Bureau, AID/Wash, 1988.

Proposal Design: Technical Section for Small Project Development sponsored by Winrock, International for USAID/Zaire. Formulated integration of agricultural, fisheries, and health components of PVO/NGO rural development project, 1988.

AID Bureau Strategy: "Management Training for Management Development", Center for Development Information and Evaluation, AID/Washington, 1987.

Program Evaluation: Attitudinal Assessment of Latin American and Caribbean participant trainees. LAC Bureau, AID/Wash, 1987.

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Team leader for Evaluation of Bakel Small Irrigated Perimeters Project in Senegal: AID Evaluation Special Study No. 34. AID, Washington, D.C. 1985.

1976-1987: Foreign Service Officer with AID

1984-1987: Education and Evaluation Officer, Latin America Bureau. Designed primary education project for Belize and higher education project for Central America. Designed and managed evaluation system for 10,000 participant trainees. System combines qualitative and statistical data, using SPSS and Data Base III+ programs. Sampling and questionnaire techniques based on survey research methodology. Evaluation system -- monitoring and assessment -- currently operational and first of its kind in AID.

1983-1984: Evaluation Officer, Science and Technology Bureau. Designed and field tested evaluation system for Agency-wide use by missions in participant training.

1981-1983: Education Officer, USAID/Jakarta. Managed education projects in human resources sector of the mission's portfolio. Main project was PAMONG - an experimental project to develop a curriculum and its delivery system for programmed instruction in rural schools in Java and Bali. Results became part of national primary education reform. Initiated project design for current Educational Policy and Planning Project.

1978-1981: Acting Chief, Education Division, Africa Bureau. Provided leadership and supervision in internal operations of the Division, and between the Division and Africa Missions. Conceptualized, developed and obtained approval of Africa Bureau education strategy which emphasized primary education. As social science officer, designed, developed and evaluated numerous education and rural development projects in West and Central Africa. Led teams to conduct impact evaluations in education and agriculture throughout Francophone Africa.

1976-1978: Rural Development Officer, USAID/Niamey. Conducted social analyses for education, training and extension activities in agricultural, livestock and health projects.

1973-1976: Assistant Professor, School of Education and Department of Anthropology, City College of New York. Taught courses on graduate and undergraduate levels. Main courses were educational anthropology, childhood in a cross-cultural perspective, social foundations of education, comparative and international education, and research methodology. Supervised and conducted research on family influence on student behavior in multi-cultural setting of New York. Collaborated with Department of Elementary Education to develop urban-oriented curriculum.

1972-1973: Fulbright Professor, School of Education, University of Malaya. Designed and taught courses in education, anthropology and research methodology. At request from Ministry of Rural

Development, designed, taught and supervised fieldwork on applied research for mid-level officers. Conducted follow up research to dissertation among Iban in Sarawak on socialization, education and modernization.

1967-1972: Research Assistant, Stanford University. After graduate coursework, conducted fieldwork for 20 months among the Iban of Sarawak on the role of the primary school in rural development.

1966-67: Foreign Student Advisor, Teachers College, Columbia Un.

1962-66: Peace Corps. Peace Corps secondary school teacher in Sarawak, Malaysia and Peace Corps trainer, University of Hawaii.

Publications in education and anthropology:

"AID University Linkages for Development, JHigher Ed, June, 1991.

"An Anthropologist in a Regional Bureau in Washington." *Practicing Anthropology*. Society for Applied Anthropology, Vol 3, Winter, 1980

"Urbanization, Schooling and Psychocultural Adaptation: Iban Students of Sarawak, Malaysia." *Sarawak Museum Journal*, Vol XXV, No. 46 (New Series) 1977.

"Primary School: an Acculturating Institution" *Human Organization*, Vol 33, No. 3, Fall 1974.

"Contrasts between Formal and Informal Education among the Iban of Malaysia, *Review of Education Research*, Vol 42, No.4, Spring, 1973.

"Childrearing Among the Iban", *Jurnal Pendidikan*, October, 1972