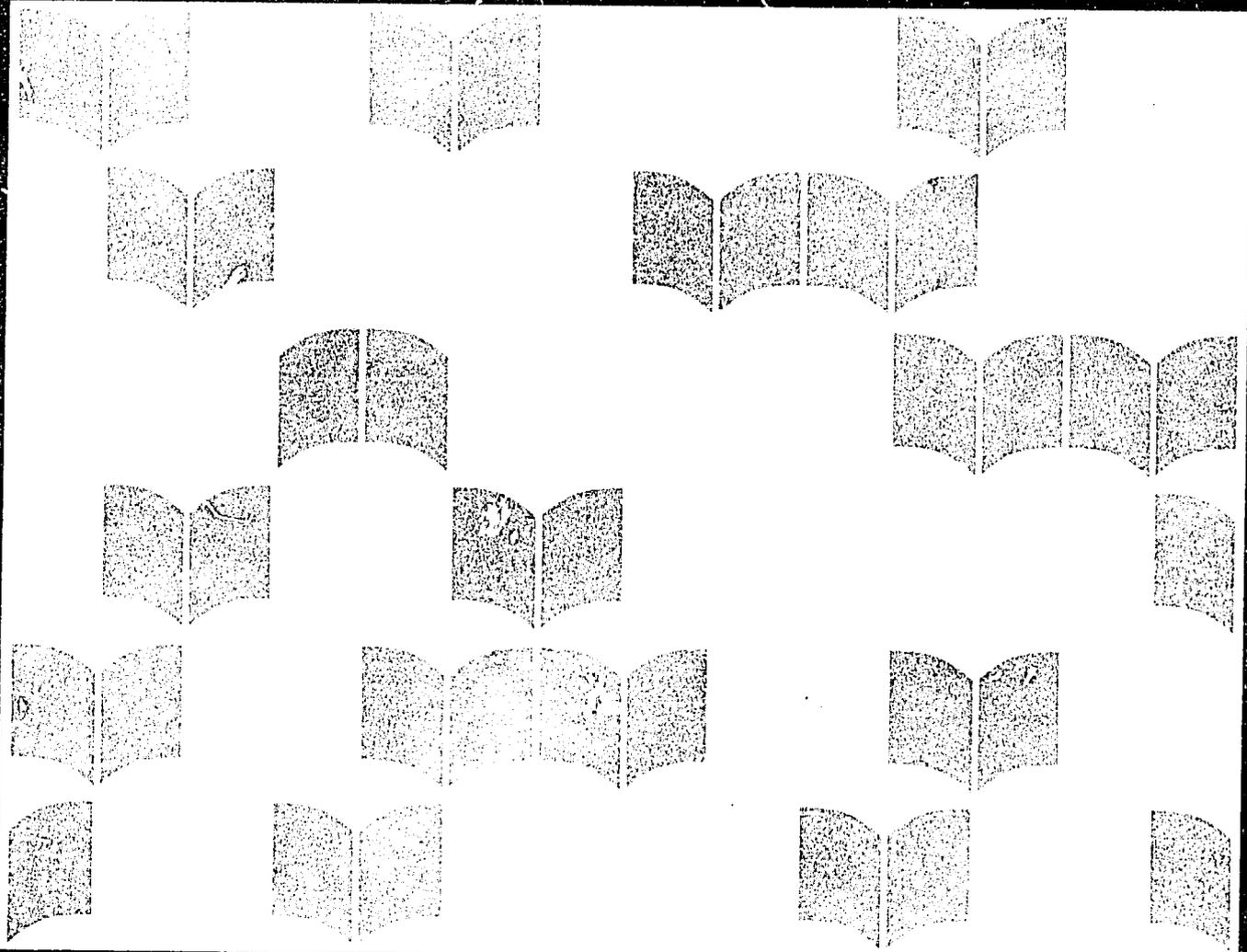


**TRAINING IN MANAGEMENT
FOR THE MINISTRY OF
NATIONAL EDUCATION, MALI**

**Clement Lufuluabo
February 1992**



TRAINING IN MANAGEMENT FOR THE MINISTRY OF NATIONAL EDUCATION, MALI

**A PROPOSAL TO THE USAID/MALI AND THE ACADEMY
FOR EDUCATIONAL DEVELOPMENT**

BASIC EDUCATION EXPANSION PROJECT

REPORT

00027
002735
00697
00806
00012

By

M. Clement LUFULUABO, PH D

Consultant, Clark Atlanta University

February 19, 1992

TABLE OF CONTENTS

Page

(1)	EXECUTIVE SUMMARY	
1	PURPOSE, PROBLEM, RATIONALE	
2	METHODOLOGY	
3	FINDINGS	
4	TRAINING DESIGN	
	1. Targets	
	2. Participant Selection	
	3. Workshop Length	
	4. Location	
	5. Target Areas	
	6. Training Programs	
5	TRAINING APPROACH	
6	TRAINING WORKSHOPS FOR 1992	

EXECUTIVE SUMMARY

Management training needs at the Ministry of National Education are overwhelming and in all areas. Given the extent of the task and the size of the target population, it is recommended that prioritizing and targeting take place.

The selection of participants will be based on two criteria. The first criterion is from the operational personnel, i.e., those most directly involved with implementation, and senior level personnel, i.e. those involved in the decision-making process. The second criteria is a balance between the central level and the regional level.

At the central level 110 participants will be trained, 10 of which are at the senior level. At the regional level, 4 regional directors, 21 basic education inspectors, 42 conseillers pedagogiques, 1 050 school principals and 40 regional staff will be participants in the program.

Training will be structured into

- (1) Core management program for most of 1992
- (2) Specific technical skills program to follow the core program
- (3) Consulting program, a feedback and follow-up program to the core program
- (4) "AD HOC" programs, in response to training needs arising from innovations.

From now to July of 1992, a series a five workshops are scheduled, some in-country to take place at the central level and at the regional level, others to be organized as a Study Tour or US training where, hopefully, approaches not likely to be offered here and exposure to different management behaviors are expected.

A team of first-class facilitators will be made of three consultants from Clark Atlanta University and additional ones recruited among Malians. It is also anticipated that Clark Atlanta will assist in resorting to other expertise for workshops in which they cannot be directly a party, either from other HBCU or elsewhere.

Follow-up, feed-back, evaluation and self-evaluation will be built into the training.

The training approach proposed is one of active participation in which the trainees are actively involved while the facilitator acts as a catalyst.

Clark Atlanta University-through its Office of International Training-has the capability to deliver the management programs for the staff of the Ministry of Education. It will do it in cooperation with Malians.

It is also proposed that Clark Atlanta assists in putting together training materials locally produced as well those from UNESCO and the World Bank.

1 PURPOSE

The basic purpose of the Education Management Training (EMT) component of Basic Education Expansion (BEEP), is to build a critical mass of education policy analysts and managers who will be able to better manage the education process, and to ensure the more effective utilization of resources at the

Ministry of National Education (MEN) and develop capacity building. This paper outlines a plan for the implementation of EMT.

The principal objective is (cf. scope of work) to develop for HBCU utilization a design and plan for the training of mid-and upper-level officials from MEN directorates which have a direct bearing upon the planning, implementation and evaluation .i.e., Direction Administrative et Financière (DAF), Direction Nationale de l'Enseignement Fondamental (DNEF), Institut Pédagogique National (IPN), and Bureau Projet Education (BPE). The design will also include four Directions Régionales de l'Education (DRE), Inspectorates (IEF), Directeurs de l'Enseignement Fondamental (DEF) from the regions of Bamako, Koulikoro, Segou and Sikasso. The design and the plan will also address the management needs of division chiefs as well as those of some chefs de section.

PROBLEM

BEEP is an assistance program in response to the deteriorating situation of basic education system in Mali as evidenced by all indicators of input, outcome, internal and external efficiency. To address this situation, the USAID, within a framework with other aid agencies, has designed a project whose components have been at work. These components are (1) information management systems, women in development, monitoring and evaluation, infrastructure, and management. The capacity of the current administrative structure of MEN does not allow to carry out and implement the project as designed. It has become obvious that the issue of management is a key factor for the efficiency of both the system and the project. Without proper attention to planning, coordination and management, it is likely that the already declining educational indicators will even worsen. The EMT is a new component aimed at enhancing the already-existing management component while at the same time strengthening local and national capacity in management at MEN.

RATIONALE

The implementation of the project cannot take place in the existing organization with current management practice.

If the level of uncertainty is taken as a given, it leaves staff capacity, management approaches and processes as the elements of the project that can be modified in order to achieve a level of congruence sufficient for effective management.

Organizational development and change are the options considered when management capacity does not meet requirements. Increasing management capacity to implement change is central to development over the long term. Hence, investment in organizational development is justifiable not only in terms of the immediate project, but also as a broader contribution to educational development.

In the most simple sense, changing management capacity means changing management contingencies from their current pattern toward one congruent with the approach required by the project.

Change requires new work behavior on the part of members of the MEN to adapt effectively to new management systems and structures. These new behaviors include new skills that may be required and some of which can extend beyond cognitive mastery of techniques to encompass new ways of relating to others and new perspectives on the MEN and individual roles.

ASSUMPTIONS GOVERNING THE EMT

Because of the strong focus on instructional improvement, the training has some underlying concepts and beliefs:

The EMT is aimed at educational improvement, that will ultimately result in positive changes in student performance. This effort will reach budget, administration, staffing, facilities, etc.. only as necessary for instructional improvement purposes.

- . All students can and will learn successfully
- . improvement effort will focus on educational effectiveness and equity
- . planning for and monitoring improvement is data based

2 METHODOLOGY

In order to generate information required for planning management training, a rapid assessment was conducted in two phases: from January 20-31, 1992 jointly

with Dr William Rideout¹; from February 3-8, 1992 by this author. A combination of approaches was used:

- (1) Briefing from USAID and BEEP Staff
- (2) reviews of various documents
- (3) meetings with various key informants (Annexe A)
- (4) guided interviews with (Annexe B)
 - a) two cabinet advisors
 - b) four national director and 3 deputy directors
 - c) two regional education directors
- (5) Group interviews or focus groups with (Annexe C)
 - (a) staff from DAF, DNEF, BPE
 - (b) a group of inspectors
 - (c) a group of school principals and teachers
 - (d) a group of conseillers pedagogiques and school teachers
- (6) Attendance of planning meetings of Selingue Conference

¹ This report follows another one by Dr William Rideout

Dr W. Rideout's report was instrumental in

- (1) laying out constraints,
- (2) indicating targets with detailed intricate numbers,
- (3) suggesting realistic schedules based on local conditions
- (4) discussing possible structures, some of which were based on our own input (e.g regional training centers).
- (5) Showing the reciprocal interaction between the pedagogic and management trainings.

In his report, he also left room for alternatives. The current report builds from there but also expands beyond on these and other areas not specifically dealt with previously.

- (7) Recommendations from Selingue conference of February 1992 training were also reviewed.
- (8) The staff documents reviewed were mainly reports diagnosing the organizational structure of MEN and those written on BEEP Project as well as the Amendment.

The guided interviews consisted of a checklist of questions used as a flexible guide in which not all points were raised in all interviews.

Individual and group interviews were conducted with those Staff members who will be participants as well as those who will not be participating in the program, thus providing mutual check.

Focus groups identified needs through a management questionnaire and assigned their own priorities.

The methodology used was aimed at

- . generating specific statement of present condition and desired condition
- . relating to management training
- . prioritizing needs by position and by service

Although the assignment focused on training needs relating to some units of the MEN, the procedures and findings from this effort should be of interest to other units

3 FINDINGS

Training needs were expressed in general and specific management skills

- (1) All individuals interviewed identified lack of basic management skills in
 - . Work organization
 - . Setting work objectives
 - . action planning
 - . communication
 - . goal setting

(2) Interviews also identified limitations in specific areas which were found as the most critical:

- . Staffing, and personnel
- . budgeting and financial management
- . project management
- . data management on student and personnel
- . procurement
- . facility management

THEORETICAL FRAMEWORK

This report would be incomplete if no mention is made of the matrix presented in the terms of reference.

The matrix is understood as a tool in the form of a theoretical model.

The differential diagnostic matrix refers to MEN system. Using this tool, various reports have described what is happening in the system by identifying the level of system to be helped, those functions vital to its existence, and how the operational characteristics of the system goes about performing its functions. The diagnostic matrix enables to be "on target" in offering recommendations and was useful in guarding against paying attention to inappropriate or irrelevant information.

This report is an exercise in a second matrix, the differential intervention matrix. Using information gained from the diagnostic matrix, an attempt is made here to help plan and implement intervention activities which, hopefully, will be seen as useful. The processes for designing an intervention serve to guide in solving the problem of how to select helpful intervention strategies. Decisions are then made about which role is appropriate to the work to be done. The overall strategy is one of improving decision making and implementation thanks to basic management skills. Many techniques are proposed: workshop, in-service/on-the-job training; overseas or third country training.

The intervention matrix is applied to deal with the objectives which must be achieved in order to accomplish the overall goal of the improvement effort.

4 TRAINING DESIGN

1 TARGETS

It will be important to make the following distinction when considering workshop participants. The first distinction is between staff members at the central level of the MEN and staff members at the DRE level.

- (1) At the central level, 110 participants will be selected from four directorates as well as from other services outside MEN whose work impact on MEN management:

	Senior level	Mid-level
DAF	2	20
DNEF	2	20
BPE	2	20
IPN	2	20
Others	2	20
Total	10	100

- (2) At the regional level, (this concerns the four regions) two layers are to be established: (a) at the DRE proper level 44 participants will be selected, and (b) at the inspectorate level 1100, including: 21 IEF 42 CP and about 1050 DE (directeurs d'écoles fondamentales).

Another important distinction will be in terms of hierarchical or position level. Taking into consideration this distinction, most training will be in separate groups: (a) senior level workshops, and (b) operational or mid-level personnel. To sum up our operational distinction, senior level staff is made of DAF, DNEF, BPE and IPN directors; their deputies, and the four education regional directors. The operational staff is made of chef de division, chef de section some unspecified staff.

REGION	DRE Director	IEF	CP	DE	DRE Staff
Koulikoro	1	5	10	366	10
Sikasso	1	5	10	241	10
Ségou	1	4	8	186	10
Bamako	1	1	14	161	10
Total	4	21	42	954	40

2 PARTICIPANT SELECTION

Practical criteria for selecting participants includes both the practical-
- What key operational personnel should be here? --and the political who
must be invited because their cooperation is needed?

During program/design phases, experience suggest that workshops will
be most effective if participants are close to each other in rank or social
status.

It is useful to organize separate workshops for different levels of
participants.

3 WORKSHOP LENGTH

The optimum length problem identification workshops at the initial
stage of the program will be 6 days. Shorter workshops are less productive
as participants need time to become comfortable with the tasks. Longer
workshops are seldom possible because the type and range of people required
cannot be away from their primary responsibilities for that long.

4 LOCATION

It might not be possible to select the workshop location of choice. It
might be necessary to use a specific organization's facilities. However, when
there is a choice, an interruption-free location away from the office should
be selected so participants cannot slip away to attend to other business. It is
therefore proposed that capital cities of regions be the sites of regional
workshops. As for Senior-level workshops, they should be organized in
Bamako to ensure large participation.

5 TARGET AREAS

The areas where the training will concentrate are those identified in BEEP: Bamako region, Sikasso region, Koulikoro region and Segou region.

The geographical limits of the 21 inspectorates in these regions will serve as training / working units from which participants will be selected

Koulikoro	Ségou
1 Koulikoro	6 Ségou I
2 Baguineda	7 Ségou II
3 Diola	8 Niono
4 Kati	9 San
5 Kolokani	
Sikasso	Bamako
10 Sikasso I	15 Bamako I
11 Sikasso II	16 Bamako II
12 Bougouni I	17 Bamako III
13 Bougouni II	18 Bamako IV
14 Koutiala	19 Bamako V
	20 Bamako VI
	21 Bamako VII

6 TRAINING PROGRAMS

The process should branch onto four training streams: (1) core management training, (2) consultant program (often referred to as training of trainers) (3) specialized, technical skills training, and (4) "ad hoc" programs.

1) CORE MANAGEMENT TRAINING

The core program: in response to a general need expressed from the bottom to the top, it is strongly recommended that all the participants at the decision making, the managerial, supervisory, operational and implementation levels be offered basic core program in management (Appendix I) although

this is going to be a core program, still it can be offered at two levels: senior and mid-level;

It is strongly recommended that all the candidate participants go through this core training program starting April of 1992. It can be anticipated that if efforts are made, by the end of 1992 all senior and other staff members will have received some training in the core management. Hopefully, this will provide MEN staff with a common language and tool for work, but also will allow the management training team to focus on one theme at one time with more effectiveness while planning for the upcoming technical workshops.

One additional rationale for concentrating the first year on the core management training derives from the model set by Bernard Gagne who has been credited for conducting in such a short time an impressive training - program. Part of the success story of the pedagogic program is to be accounted for by the focus on one single theme: OPO. It will be a wastage in this initial phase of EMT to adapt a cafeteria approach whereby everybody will pick his/her own program. For EMT to have some impact it will have to go on scale and be adopted as the common framework at MEN, both at the central and regional level down at the school-site level. There is neither the time, nor the resources to conduct an effective management program in a scattered, loose way. Moreover, management has universal principles for which training materials can be put together very quickly for this long overdue program. Last and not least, if this project component is about management, its organization should serve as a model for the training itself.

2) CONSULTANT TRAINING PROGRAM

Elsewhere referred to as training of trainers (TOT), the consultant training program will aim at preparing a core of educational "consultants" whose task will be to become teams that will provide "technical assistance" to others, in the education system particularly at the regional level.

The rationale for the consulting approach rather than the TOT one is many-fold. First, we are dealing here with managers not just teachers. Among the skills needed to improve the management of the educational system are diagnostic skills to identify needs and techniques for intervention strategies to work with the client system to meet their needs.

Feedback and follow-up will be the key words in the management training. Management training will not be a one-shot event. It will consist of series of processes and practices directed to improving management practices. The approach will be to teach a team at the inspectorate level to implement improvement process and then provide followup implementation support.

Even with quality training workshops, it will be necessary to provide on-going assistance to participants with their tasks. Teams may need further clarification of tasks and timelines, feedback on their work, and a variety of other types of assistance. Providing this support on a request basis to individual inspectorates / school administrators will be essential

Participants in the consulting training will not be selected until the first training program in core management is over. It will be from the rank of trainees in the core program that few will be selected.

Indeed, both the core management program and the consulting program will be closely related, one supporting the other.

3) TECHNICAL SKILLS TRAINING

In addition to the management skills of the team as a whole, organizational performance depends on the skill capacities of individual staff members best enhanced in workshop where specific skills needed on the job are learned.

The pattern to be established will be as follows: managers of different programs attend a workshop which includes training in core management program. At a later point, various members of their senior technical staff (e.g., chef de division) attend a workshop focusing on their specific functions. Following that specific training, the managers join their technical staff member in reviewing specific plans for carrying out their specific function in the program. A list of possible workshops to be offered is provided (Appendix II)

4) AD HOC TRAINING PROGRAMS

A note of caution is important here to say that training needs will always arise in response to particular circumstances: introduction to a new tool, technology or innovation. EMT should be prepared to quickly meet such needs. Computer training is one such case.

SPONSORSHIP

It seems that following activities initiated during the needs assessment process as well as the Selingue Conference, the purpose and benefits of EMT are being clearly understood by the senior MEN officials who seem to have adhered to the justification and strategy proposed.

The most effective workshops are those that are "owned" by senior officials. Ownership develops when the workshop is a direct response to the articulated needs of officials and there is sufficient interaction between workshop participants and officials as plans evolve. This is being exactly the case and it will be important to keep it that way.

5) TRAINING APPROACH

Management workshops will differ from traditional planning in several ways. They should be based on careful consideration of the perceived needs of the key stakeholders of the program/project by focusing on teams rather than individuals. They will be participative, practical, "learn by doing" programs which simultaneously build team management capacity while producing results of immediate value. They will involve minimum formal lectures, maximum participants activity, and extensive use of small groups for discussion, problem-solving and decision-making. They should be designed to create a climate where people of different disciplines and interests listen to each other and attempt to integrate relevant expertise and experience --technical, social, financial, and economic. At the end of each workshop, participants will have produced useful products directly related to their work.

As important, they will have learned management concepts and discovered effective ways to operate as a team throughout the program/project.

(1) ROLE OF FACILITATORS

The role to be performed by facilitators differs from the role performed by "teachers".

Facilitators will recognize that all participants bring to the workshop some valid experience and expertise that relates to management. The facilitators' role will not be the "expert", but to create an active learning climate in which knowledge is discovered through discussion and mutual exploration.

This approach assumes that most of the information the participants need to solve the issue at hand already exists somewhere within the group. The facilitators job is to work with the group to discover the needed information, "process" the experience by which they solve the issue and guide the team recognizing effective problem-solving procedures that can be used in the future.

The facilitator will act as a catalyst for the participants' learning; helping them to discover principles they can use to be more effective in solving the issues at hand and in addressing similar future issues. Occasionally the facilitator plays an instructor role by suggesting an approach or explaining the use of a particular management tool. He/she may present a brief lecture on, for example, how to set objectives.

The role of a coach of a sports team provides a good analogy to the facilitator's role. The players, not the coach, must perform on the field. The coach can help each player discover his talents and give

tips on how to use them more effectively. He can suggest plays for the team, then critique their performance. But it is the players who do the job on the field; the coach sits on the sidelines. A major difference is that the facilitator works him/herself out of the job while building local talent.

Consultants employed as facilitators will be carefully selected based on previously demonstrated performance.

The USAID Mission has insisted that Clark Atlanta University select the best facilitators

(2) ROLE OF PARTICIPANTS

The primary responsibility for achieving results rests with the participants, not with the facilitators. The participants may initially be uncomfortable with this notion, as it contradicts their previous experience with workshops. But the facilitator makes it clear by his/her actions that participants are not attending as passive recipients of information, but as the primary producers of information, decisions, and agreements.

(3) ROLE OF RESOURCE PERSONS

The most senior Government Officers need not be full-time participants. Their busy schedules may limit their availability, but they can serve in valuable roles as Resource Persons. They can set guidelines, including planning premises, review plans, and provide feedback. It is also important that the presence of specific resource persons should be timed for appropriate points in the schedule so as to avoid wasting their time and running the risk of undue interference in the work of the participants.

(4) FOLLOW - UP

A substantial Follow-up Segment is generally essential to successful workshops. Workshops generate excitement, enthusiasm and commitment, but need nurturing to realize their full benefits. Without adequate follow-up the progress made during the workshop is easily dissipated. The planning process initiated during the workshop usually results in partial or incomplete plans which need to be made more specific by the teams in the course of their ongoing work. Furthermore, some of the techniques introduced may be relatively new for the participants. There is a common need for review and reinforcement so that the use of these techniques are appropriately adapted and institutionalized.

It is very useful for the facilitators or some resource persons to visit the participants, teams, and their superiors to maintain the momentum of the workshop by helping the participants over the rough spots. The follow-up of the facilitators in the organization can do much to assure the long term success of what will be achieved in the workshop.

In some cases, follow-up will involve further management workshops and working sessions to help overcome internal barriers to the continuing efforts.

Finally, follow-up provides the facilitators with invaluable feedback on the approaches and techniques they use, so they can adjust future workshops to achieve more relevant and better results. Participants will also be provided with tools for self-evaluation. Consultant training will be very instrumental in the follow-up process. Participants will also be provided with tools for self-evaluation.

(5) FLEXIBILITY

The workshop design should not be too complex. Emphasis should be placed on a few key related objectives that can be realistically achieved given the time available and the background of participants.

Certain activities will need more time than initially anticipated and new opportunities may spring from the workshop. A tentative plan should be prepared. However, the agenda should have "time cushions" built into it.

6 TRAINING WORKSHOPS FOR 1992

A tentative list of workshops in core management due to start in April 1991 is provided (Appendix III). It is proposed to organize in-country workshops as well as US-based workshops which have the potential of offering to participants what cannot be found in Mali. Clark Atlanta University will channel these local and US efforts.

REGIONAL STAFF

REGION	Reg. Director	IEF	CP Generalists	DE	DRE Staff
<u>KOULIKORO</u>					
Koulikoro		1	2	71	
Baguineda		1	2	67	
Dioila		1	2	73	
Kati		1	2	73	
Kolokani		1	2	82	
TOTAL	1	5	10	(366)*	11
<u>SIKASSO</u>					
Sikasso 1					
Sikasso 2		1	2	36	
Bougouni 1		1	2	52	
Bougouni 2		1	2	44	
Koutiala		1	2	38	
TOTAL	1	5	10	(241)*	11
<u>SEGOU</u>					
Ségou 1					
Ségou 2		1	2	45	
Niono		1	2	49	
San		1	2	36	
TOTAL	1	4	8	(186)*	11
<u>BAMAKO</u>					
Bamako 1				22	
Bamako 2		1	2	25	
Bamako 3		1	2	10	
Bamako 4		1	2	23	
Bamako 5		1	2	37	
Bamako 6		1	2	18	
Bamako 7		1	2	17	
TOTAL	1	7	14	162	11
TOTAL GENERAL	4	21	42	1 050 (955)*	44