

**Amélioration de la Gestion dans les Pays Africains (AGEPA)  
(IEMAC)**

**Final Report June 2010**

**World Bank  
Africa Education Department**



Participants at the 4<sup>th</sup> Regional AGEPA Workshop, Niamey, Niger, February 16 – 10, 2009.

## Introduction

The World Bank, jointly with its partners, the governments of France, Ireland and Norway, and later with Education Program Development Fund (EPDF) support with technical support from the Pôle de Dakar and Coopération Française/AFD, launched AGEPA as a regional pilot program in five countries in 2003/2004.<sup>1</sup> This completion report provides an overview of the technical assistance activities, outputs and lessons learned; and the financials of the initiative. The following provides the sector context for the initiative.

At the current stage of the Education for All (EFA) process, better management and accountability at the local, school and classroom levels play an essential role in raising education quality and reaching universal primary school completion. Since 2002, Sub-Saharan African (SSA) countries have made considerable progress in access to education, with primary completion rates increasing from 49% in 2000 to 60% in 2006.<sup>2</sup> However, the advances in primary completion are not sufficient to achieve the EFA goals, and education quality remains very weak. Though more than 90% of African children enter primary education, only two-thirds of those reach the final grade. Moreover, only 50% of students master the basic competencies the system set out to teach them at the end of primary schooling.

Beyond the regional averages, there is a clear need to ensure that available resources are deployed as efficiently and equitably as possible within the sector. In many African countries, teacher deployment across schools shows a high degree of inconsistency<sup>3</sup>. This pattern implies that some schools are considerably understaffed and therefore unable to ensure a minimally supportive learning environment, whereas other schools have a comparative surplus of teachers. In addition, school supervision and classroom practices leave much to be desired. Schools that receive more resources (teachers or financial) compared to the national average do not necessarily perform better.<sup>4</sup> By the same token, there are schools that receive fewer resources, but show higher performance than the average. Thus, better management at all levels of the education system is key in increasing education quality by ensuring that the necessary inputs in the form of teachers, learning materials, and financial resources are distributed throughout the system in an equitable and transparent manner, and are used as efficiently as possible, and by putting in place effective mechanisms at the school and classroom levels to enhance student learning.

Building institutional capacity at all levels of the system is also essential for the success of policies such as decentralization, school-based management<sup>5</sup> and school grants that most countries in the region have adopted in recent years. African education policy makers and local education administrators (inspectors, school directors etc.) increasingly emphasize that the implementation of EFA-FTEI plans at the grassroots level remains a major challenge.

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<sup>1</sup> The program benefited primarily from financial assistance from the French government (Ministry of Foreign Affairs and now Agence Française de Développement) and from significant technical support from the Pôle de Dakar and the Coopération Française/AFD. The five initial countries were Burkina Faso, Madagascar, Mauritania, Mozambique and Niger.

<sup>2</sup> All data Edstats/DDP

<sup>3</sup> See Country Education Status Reports, e.g. Malawi.

<sup>4</sup> See Country Education Status Reports

<sup>5</sup> For an overview of school-based management reforms see Barrera-Osorio, Fasih, Patrinos, 2009.

## **I. The AGEPA Initiative**

In response to this, the AGEPA initiative sought to build countries' institutional capacity on education management issues, through technical assistance and multi-country knowledge exchanges. More specifically, the program supported countries in the design, implementation, evaluation and scale up of concrete plans to address management challenges in their primary education systems. It focused on two areas: (i) a more efficient allocation of resources to schools, particularly of teachers; and (ii) more accountable and better managed schools, and ultimately achieve better student learning outcomes.

AGEPA was launched at an inaugural workshop in Madagascar in December 2003. Since then three more regional workshops have assembled the participating countries for experience exchanges and expert feedback, in Mauritania in 2004, in Senegal in 2006; and in Niger in 2009 respectively. Countries associated with the initiative are Benin, Burkina Faso, Guinea, Madagascar, Mali, Mauritania, Mozambique, Niger, Senegal and Togo.

Over the course of the initiative, several countries have fully or partially implemented and evaluated the management action plans developed. The AGEPA pilot program yielded useful insights about what it takes to strengthen teaching and learning processes at the school level and engaging communities; as well as information about the major constraints for better leadership of education systems. The initiative evolved considerably, in terms of countries, partners, knowledge assets created and international interest in education management issues. Country demand for technical assistance in the area of education and school management has been continuously growing.

## **II. AGEPA Program Activities 2009**

During the calendar year 2008/2009, the main program activities consisted of preparing the regional workshop and advancing the country work. Regarding the workshop, a concept note was prepared and discussed with the main partners (AFD and the Pôle de Dakar). The following provides an overview of some highlights of the country activities.

### **2. Examples of Country Work**

The following section gives some examples for the progress of the AGEPA activities in the countries that were most active during FY09, Madagascar and Niger.

#### **(i) Madagascar: Dissemination of Impact Evaluation Results**

The Malagasy AGEPA team, with technical assistance from the WB, two technical staff from the Coopération Française and the local NGO Aide et Action implemented and evaluated the management interventions developed under AGEPA in a sample of schools during the 2005-2007 school years. The objective was to provide lessons to the government for an eventual scale up and to inform the work in the other AGEPA countries. Upon completion of the pilot phase the team prepared a final report based on the analysis of two school surveys and student learning

achievement tests (see final report attached in a separate file). The government decided to scale up the management program nationally and already integrated the teacher management tools, guide and training component into their in-service teacher training program. It was planned to also implement the director and district level management tools, guides and trainings nationally.<sup>6</sup>

The final report of the pilot program was disseminated during a 2-day in-country workshop in Madagascar in July 2008. Participants included representatives from the national Ministry of Education, the World Bank, development partner organizations; and program school directors and teachers and local administrative staff from the CISCO and ZAP levels. Further dissemination activities are listed in table 1 below. The Madagascar impact evaluation report is available in French and currently being prepared for publication in English.

**Table 1: Dissemination Activities Madagascar School Management Impact Evaluation**

Date	Event
July 2008	In-country workshop with national, regional and local administrative personnel and development partners, Antananarivo, Madagascar
October 2008	Presentation at AFD headquarters, Paris
November 2008	World Bank Human Development Forum, Washington
January 2009	Presentation at the Madagascar Post-basic Education Workshop, Antananarivo, Madagascar
December 2008	Africa Program for Education Impact Evaluation (APEIE) Second Regional Workshop, Dakar, Senegal
March 2010	HDNED Seminar on "Demanding Good Governance", World Bank, Washington
May 2010	Africa Program for Education Impact Evaluation (APEIE) regional workshop in Accra, Ghana
May 2010	"What Works to Improve Outcomes: Findings from Recent World Bank Education Research", World Bank, Washington

## **(ii) Niger: Completion of Impact Evaluation of School Grants and Accountability Interventions for School Management Committees**

The Niger AGEPA team proposed an impact evaluation of school grants to school-based management committees (COGES), accompanied by information for accountability such as school report cards. School report cards were distributed to schools to facilitate the preparation of school improvement plans, partially funded by the school grants. The purpose of the evaluation was to assess the effect of school grants to school management committees on the effective use of grants, school committee functioning, and school performance (such as repetition

<sup>6</sup> The planned scale up unfortunately did not take place due to a change in government in Madagascar, with subsequent major personnel and policy changes in the Ministry of Education.

rates) in a sample of 1,000 randomly selected schools in two regions of Niger. The impact evaluation was completed in 2009 and a final report is being drafted together with the Niger AGEPA team. An interim note was prepared for the government to inform their decision making on the continuation of the school grants; and to enable them to make eventual adjustments in the program design such as further training on financial management for school based management committees (for note see annex 5). The note was shared with the local education donor group.

Preliminary results indicate that despite some difficulties in reaching remote rural schools, almost all 500 beneficiary schools received the grant in the amount allocated. The majority of schools, with few exceptions, used the grant as intended for the implementation of activities focused on increasing access and quality inscribed in their yearly school improvement plan. 40% of schools used the grants to build additional classrooms with local materials (small-size treatment schools were 17 percentage points more likely to report a new classroom), or expand/maintain school facilities (e.g. one school bought electric lights to conduct evening classes), 33% of schools funded the purchase of school supplies such as flipcharts; and 24% of schools undertook specific projects, such as small scale school feeding activities or a communications campaign to increase girls' enrolment.

The program was initially designed to measure impact of the program over two years. The grants unfortunately were only distributed in one year due to political instability exogenous to the program. Thus, significant impact on student test results cannot be realistically expected. However, some of the findings on school committee functioning are encouraging: Treatment COGES were more involved in school activities, e.g. developing school improvement plans. Urban schools were 19 percentage points more likely to have prepared a school action plan than similar comparison schools that did not receive the grants. All grant recipient schools were also more likely to raise additional funds from non-state sources in the year of the grant and the following year. They were also more likely to follow proper financial management procedures, e.g. grant recipient schools were 11 percentage points more likely to keep official records of expenses compared to non-grant schools.

In spite of some logistical difficulties and political changes, Ministry commitment to the program remains strong and the continuation/re-launch of the school grants program with reinforced management capacity building based on the findings and lessons learned from the impact evaluation is currently being discussed with all partners in the preparation of the Government's new 10-year education sector plan for the 2010-2020 period, which will focus on further implementing the decentralization launched under the previous plan. For this purpose, an in-country dissemination workshop of the program results is planned with the local development partners for July/August 2010 (date to be confirmed).

### **3. Regional Activities**

The main regional activities in 2009 were the preparation and follow up of the 4<sup>th</sup> regional workshop held in Niamey, Niger, February 16-20, 2009. The workshop served to (i) share the country lessons learned thus far and to wrap up the pilot phase of the management work; and (ii) develop/update country management action plans.

Delegations from Benin, Guinea, Madagascar, Mali, Niger, Senegal and Togo participated in the workshop. The total number of participants was 72 (see annex 1 for participant list). The primary target audience of the workshop consisted of national education policy makers (Director of Planning, Human Resources, Basic Education etc.) and technical specialists (e.g. head of statistics and head of the School Inspectorate). Representatives from the Ministry of Finance of two countries (Senegal and Niger) participated as part of their national delegations, highlighting the interest the MoF attribute to efficient resource allocation and management. Other participants included WB task team leaders, representatives from partner organizations (AFD, Pôle de Dakar, JICA, IIEP/UNESCO, UNICEF, Belgium Cooperation, UNDP among others) and regional and international experts as resource persons.

The Minister of Education of Niger, his Excellency Ousmane Samba<sup>7</sup>, officially opened the workshop, highlighting in his speech among others, the need for countries to better manage their existing resources to achieve the EFA goals. The program (see annex 1) was divided into the following four thematic areas: (i) decentralization and its impact on the local level (e.g. regional planning); (ii) effective school improvement; (iii) teaching and learning processes (e.g. teacher management, instruction time); and (iv) monitoring and supervision (e.g. inspection and support systems). The first two days consisted of country and international expert presentations followed by extensive audience discussions, organized according to the above topics. The third day was dedicated to a "reality check", with field visits to regional directorates (DREN) and inspectorates; and school-based management committees (COGES) in four mixed country groups. The field visits included two round table discussions; one with the administrative structures and a second roundtable with school based management committees. Day four was devoted to country group work on management improvement plans and country peer reviews of each others' plans. The fifth day included a workshop summary and a plenary feedback session of the AGEPA initiative.

The technical assistance provided in the context of AGEPA clearly filled a need expressed by countries through their steadily increasing interest and requests for participation in the initiative overall and the workshop. This country demand for support for institutional capacity development comes from new and current AGEPA countries alike and also extended to secondary education. The value added provided by the multi-country learning event consisted of the following:

**(i) Cross-country knowledge sharing on management issues:** The workshop promoted cross-country exchanges of lessons learned in the management work. National delegations particularly appreciated the country-driven nature of the workshop. Most of the presentations were made by country representatives and the quality of their presentations was excellent (with few exceptions). Almost all sessions were chaired by country delegation members. During the group work, countries acted as peer reviewers for each others' action plans to further cross-country exchanges. The collegial atmosphere produced insightful discussions among countries and resulted in (i) countries adopting interventions or tools developed/implemented by other countries as part of their own action plans; and (ii) several suggestions for country-to-country

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<sup>7</sup> Mr. Ousmane Samba was the Minister of Education when the workshop was held in February 2009. Due to a change in government he was replaced recently.

exchanges and workshops on specific topics to further promote knowledge sharing between new AGEPA countries and countries participating in previous AGEPA workshops.

**(ii) Capacity building for developing and implementing country management action plans:** During the workshop countries began the process of analyzing the main management challenges in their primary education systems and elaborated (for new countries) or updated (for existing AGEPA countries) their management action plans accordingly, facilitated by regional and international experts. The objective was to contribute to the institutional development component of EFA plans.

**(iii) Recognition of the key role of effective management and results orientation** in the successful implementation of EFA sector plans. Since its inception, AGEPA has helped promote better management as a key factor in achieving results in terms of student performance. Over the course of the AGEPA work an increasing number of countries have come to realize the necessity of more efficient and equitable resource allocation (personnel, material and financial), with a clear orientation on monitoring results. An example of this change in attitude is country interest in developing indicators for tracking performance at the different administrative levels (e.g. in the form of report cards) and/or pilot testing and evaluating of the management interventions developed. Moreover, the workshop participation and interest in education management issues of two Ministry of Finance representatives highlighted the increasing country drive for results.

**(iv) Country ownership:** Using AGEPA as a starting point, several countries have devised innovative management interventions on their own, based on their immediate needs. This means that national AGEPA teams have internalized the approach and have been sensitizing their colleagues at all levels of the education system to management issues. Some examples of country initiatives include instruction time interventions in Senegal, district report cards in Niger, and innovative regional results-based financing and planning mechanism in Mauritania.

The workshop evaluation showed that approx. 93% of participants perceived the workshop overall as useful and relevant, and thought it provided helpful information for their work, based on a questionnaire response rate of 72% (see annex 3 for complete evaluation results).

### **III. Results of the AGEPA Program**

Since its launch, AGEPA has been providing high-quality, country-tailored technical support to countries to help them define and conduct analytical work to diagnose management and accountability gaps, develop practical interventions at the local, school and classroom levels to address these gaps, and to implement and field-test the solutions developed. The capacity building activities took place in the form of missions, video conferences, country-to-country missions and regular regional workshops. Madagascar, Niger and Senegal have included the AGEPA work as part of the institutional development component of their EFA plans. Evidence of enhanced country capacity are innovative solutions developed by several countries at their own initiative as part of AGEPA or similar national efforts (e.g. diagnostic on the use of instruction time in Senegal, results-based regional planning in Mauritania; see below textboxes).

**Box 1: Senegal: Management of Instruction Time to Improve Student Learning**

In 2005, the head of the inspectorate in Diourbel, Senegal, conducted a study in his inspection on the loss of classroom time during the school year. He found an alarming gap between the official and actual instruction hours. The reasons behind this waste of teaching and learning time are multifaceted and consist of teacher and student absences, strikes, local holidays and market days, administrative and exam days, and ineffective use of classroom time. An illustrative example is the subject French at the secondary level. Only 124 of the 196 official hours needed to cover the course material were held, i.e. one third of French classes is lost each school year. Though the study was undertaken in secondary schools, the loss of instruction time at the primary level is considered to be even more substantial. The national Ministry of Education realized the severe financial and education quality implications of such an extensive waste of instruction time. It launched a communications campaign to sensitize school and inspection personnel and parents, increased regional and local autonomy to set the school calendar, established guidelines for monitoring and promptly dealing with teacher and student absences; and guidelines for make up classes. Though it is too early to tell whether the measures adopted will lead to improvements in student learning, it is nevertheless encouraging that as a result of these actions, schools in some inspections now routinely record absences and schedule remedial classes.

Source: Adapted from World Bank, "Echos de la Banque Mondiale", Magazine du Bureau Régional de Dakar, No. 10, April 2008, pp. 8-9.

**Box 2: Mauritania: Results-based Regional Planning and Supervision**

As part of its reform efforts, the Ministry of Education of Mauritania in 2006 made management of its education system a priority, with the objective to improve teacher allocation across schools and strengthen the link between resources and learning outcomes. Teacher allocation across school was inconsistent, across and within regions. Schools with the same amount of students had very different numbers of teachers. For example, schools with 400 students could have anywhere from 5 to 13 teachers. To help rationalize and better plan the teacher allocation process, a component was added to the Education Management Information System (EMIS). This software module displays the optimal pedagogical groupings and number of teachers for each school based on the number of students, grades, classes, subjects and languages of instruction. By using transparent and need-based optimization criteria and a regionally driven allocation process, Mauritania achieved a considerable decrease in the primary pupil-teacher ratio. In an attempt to address low student retention and achievement,<sup>8</sup> the MoE introduced several new management tools and trainings for the regional, local and school level to assist with results monitoring and supervision. Supervision is now concentrated on monitoring teacher absenteeism and student progress; and the provision of more direct pedagogical support to schools. As a result of these concerted efforts., Mauritania recorded a considerable drop in teacher and student absences. For example, teacher absences in the region of Hodh el Charghy were almost halved over the course of a single school year, from nearly 7% in November 2007 to 3.7% in April 2008. Student absences fell from over 4% to less than 2% over the same period, effectively increasing retention by 3.5%.

Source: Presentation of Wedoud Kamil at the 4<sup>th</sup> Regional Workshop on Improving Education Management in African Countries, Niamey, February 16, 2009.

At the regional level, the AGEPA program produced four workshops<sup>9</sup> and a body of technical work. A 2006 internal Quality Assurance Group (QAG) Review of the AGEPA pilot rated the activity overall as highly satisfactory. The value added of technical assistance provided by AGEPA in the area of institutional development consisted of:

- (i) *strengthening countries' analytical and organizational capacity and supporting them in the implementation of the institutional development component of their EFA*
- (ii) *creating a conceptual framework and knowledge assets for broader dissemination;*
- (iii) *providing a regional forum for cross-country learning and experience exchanges;*
- (iv) *establishing and maintaining a network of practitioners and regional and international experts on management issues; and*

<sup>8</sup> Mauritania scored lowest among francophone countries participating in the 2003 PASEC student assessment, see CSR Mauritania 2006.

<sup>9</sup> A first launch workshop took place in December 2003 in Madagascar, followed by a second workshop in 2004 in Mauritania, a third regional experience exchange in May 2006 in Senegal, and most recently, a fourth workshop in Niger in February 2009.



- (v) *sensitizing countries and partners on management issues in education* and highlighting them at international policy fora, e.g. CONFEMEN<sup>10</sup>, ADEA Biennial<sup>11</sup>.

An indication of the relevance of the work is growing country interest in the initiative. Since its inception, the number of countries participating in AGEPA increased from initially five to eight, with several more countries having expressed interest, notably Chad, Côte d'Ivoire, Mali, Niger and Togo.

In addition to workshop reports, country action plans, and management tools and guides, the following main publications have been prepared during the AGEPA work:

- Workshop CD-ROM
- AGEPA website: [www.worldbank.org/afr/agepa](http://www.worldbank.org/afr/agepa)
- Publications:
  - Madagascar Report in French (see separate file);<sup>12</sup>
  - Madagascar Report in English (forthcoming)<sup>13</sup>
  - Niger Impact Evaluation Report in French (forthcoming)

## IV. Lessons Learned from the AGEPA Pilot Program

Since the type of work and approach undertaken by AGEPA has been fairly new, it is useful to take stock of both the achievements and challenges of the work. This section will point out the technical and organizational lessons learned over the course of the AGEPA initiative.

### 1. Technical Lessons Learned: Results from the Madagascar School Management Impact Evaluation

Madagascar was the first country to implement and evaluate their management action plan developed under AGEPA over a two-year trial period. This included a set of management tools and guides, school report cards, management training and facilitated community meetings. Results show this package of simultaneous interventions targeted at school staff, communities, and the different levels of the administrative hierarchy contributed to statistically significant improvements in the behavior of school directors and teachers regarding the management of pedagogical processes, reduced teacher and student absenteeism and repetition rates; and some positive (though not significant) changes in student test scores in Math and Malagasy.<sup>14</sup>

These positive effects over a relatively short time span show that improvements in school management and performance are possible even within a context of severe resource constraints. The findings of this impact evaluation offer lessons for broader replication, e.g. by helping

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<sup>10</sup> Conference of Francophone Ministers of Education (in French : Conférence des Ministres de l'Education des pays ayant le français en partage).

<sup>11</sup> At the 2006 ADEA (Association for the Development of Education in Africa), a special panel session was held on "Effective Schools".

<sup>12</sup> Banque mondiale, 2010, "Améliorer la gestion de l'enseignement primaire à Madagascar - Résultats d'une expérimentation randomisée", Le développement humaine en Afrique, Document de travail de la Banque mondiale No. 197, Washington.

<sup>13</sup> World Bank, 2010, "Improving Education Management in Primary Education in Madagascar: Results from a Randomized Evaluation", Africa Human Development Series, World Bank Working Paper, Washington.

<sup>14</sup> Banque mondiale, 2010, "Améliorer la gestion de l'enseignement primaire à Madagascar - Résultats d'une expérimentation randomisée", Le développement humaine en Afrique, Document de travail de la Banque mondiale No. 197, Washington.

define a framework on the characteristics of well managed schools. They also highlight that the most critical quality lever is the improvement of teaching and learning processes at the school and classroom level.

### **Box 3: Madagascar School Management Impact Evaluation**

As part of its education reform efforts, the Ministry of Education of Madagascar developed and piloted a comprehensive management action plan, with the assistance of the World Bank, AFD and UNICEF, to improve governance and management at all levels of the education system, from the school level to the district office. This management action plan consists of management tools/guides and trainings for local actors; school report cards and facilitated school planning meetings. Its objective is to clarify responsibilities; simplify supervision and communication processes; provide management tools and information to education officials to enable them to effectively perform their tasks; and to involve communities in school management to increase accountability. The government decided to implement the program on an experimental basis by using a randomized impact evaluation design. The evaluation was conducted in 1,212 primary schools, located in 30 school districts and took place over two school years. The study assessed the effect of these select management interventions on the behavior of school staff, on school functioning, and student performance. The program in its most intensive form positively impacted the behaviors of school staff. Pedagogical processes are significantly better managed in this group of schools than in control schools. After two years, 37% of program schools versus only 15% of comparison schools can be considered relatively well managed, i.e. all teachers and the director perform all their essential responsibilities such as teacher preparation, monitoring student absences and progress etc. Better school functioning seemed to also have translated into higher student attendance rates in program schools, with 91% of students attending school at a given time (compared to only 87% in control schools). Moreover, treatment schools have a considerably lower repetition rate, 18% (non-program schools: 23%), though repetition is still high in Madagascar compared to the SSA average.

Source: World Bank

## **2. Organizational Lessons Learned**

Any work on improving the management of a given system represents a challenge, because it is about changing actors' behaviors and attitudes, and their way of working. The management TA takes considerable capacity building, time and consistent follow-up; and is a team effort at every level of the system. The work advanced substantially in those countries which benefitted from a stable AGEPA counterpart team, extensive government commitment and intensive financial and technical assistance<sup>15</sup>. From the work with the national AGEPA teams undertaken thus far, the following lessons have emerged:

- Establish a set of more stringent selection *criteria for country participation* to ensure country commitment and satisfactory progress.
- Set up a more *sustainable overall and in-country structure* to be able to provide more intensive and consistent country TA
- *Integrate management capacity building activities* into ministries of education regular activities/work program. Otherwise, the management TA is sometimes perceived as separate activity/project by ministry personnel in addition to their regular work. In some cases, this has resulted in low motivation of the national team members, expectations of financial compensation, and relatively slow progress. A better integration of the management TA support in the framework of existing or new sector plans would address these issues; and enhance country ownership and donor collaboration.

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15 In some countries progress has been slow due to several factors: (i) the political situation; (ii) the subsequent high turnover of counterpart team members; (iii) weak government commitment; and (iii) insufficient human resources for consistent in-country technical assistance.

- Harness *cross-country exchanges on a more regular basis*, e.g. in the form of a series of smaller and more topical workshops, multi-country video conferences on specific issues or more country-to-country missions. The Dakar and Niamey workshop illustrated the powerful role that peer-to-peer learning can play in advancing the country work, and thus could to be made more systematic use of.

## **V. Acknowledgements**

Technical assistance and capacity enhancement requires a dedicated team. We therefore would like to thank our partners for making the launch of the AGEPA initiative possible in the first place and for their continued financial and technical support in this joint endeavor:

- Agence Française de Développement (AFD) and Ministère des Affaires Etrangères de la France
- Irish Education trust Fund (Irish Aid)
- Norwegian Education Trust Fund (Ministry of Foreign Affairs, Norway)
- Pôle de Dakar (technical assistance)
- World Bank Institute (technical assistance)
- Education Program Development Fund (EPDF), Education for All Fast Track Initiative Partners

## VI. Financial Overview

Table 2: AGEPA - Consolidated Financials by Source of Funding, FY04-FY10 as of June 3, 2010 (USD)

Budget and Expenditures (USD)	Trust Funds						World Bank Variable Budget TA- P098057- TAS-BB b/	Grand Total
	France (Ministry of Foreign Affairs) a/	France (AFD) a/	Norway (NETF) a/	Ireland (IETF) a/	Multi- Donor (EPDF- AFR) a/	Total TF		
	TF052739	TF057975	TF054879	TF028942	TF093207			
<b>Receipts (total)</b>	<b>485,000</b>	<b>423,225</b>	<b>240,000</b>	<b>88,000</b>	<b>225,000</b>	<b>1,461,225</b>	<b>62,230</b>	<b>1,523,455</b>
<b>TF Administration Fee</b>	<b>17,151</b>	<b>23,687</b>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>	<b>40,837</b>	<b>-</b>	<b>40,837</b>
<b>Available Budget</b>	<b>467,849</b>	<b>399,538</b>	<b>240,000</b>	<b>88,000</b>	<b>225,000</b>	<b>1,420,388</b>	<b>62,230</b>	<b>1,482,618</b>
<b>Expenditures FY04-FY08</b>	<b>467,849</b>	<b>147,486</b>	<b>240,947</b>	<b>83,260</b>	<b>216,807</b>	<b>1,156,348</b>	<b>-</b>	<b>1,156,348</b>
<b>FY09 Expenditures</b>								
<i>Technical Support</i>								
Consultant travel & services		46,165			10,798	56,963		56,963
Video conferences		256			1,032	1,287		1,287
Client training					189,355	180,899		180,899
<i>Project coordination and support</i>		134,758				134,758		134,758
<b><i>FY09 total</i></b>	<b>-</b>	<b>181,178</b>	<b>-</b>	<b>-</b>	<b>201,184</b>	<b>373,906</b>		<b>373,906</b>
<b>FY10 Expenditures</b>								
<i>Technical Support</i>								
Consultant travel & services					15,063	15,063		15,063
Video conferences								
Client training		165				165		165
<i>Project coordination and support</i>		69,162			560	68,602		68,602
<b><i>FY10 total</i></b>	<b>-</b>	<b>69,327</b>	<b>-</b>	<b>-</b>	<b>15,623</b>	<b>83,830</b>		<b>83,830</b>
<b>Financial status as of June 3, 2010</b>								
<b><i>Total expenditure FY04-10</i></b>	<b>467,849</b>	<b>397,991</b>	<b>240,947</b>	<b>83,260</b>	<b>216,807</b>	<b>1,406,853</b>	<b>62,230</b>	<b>1,469,084</b>
Unbilled amount	-	-	-	-	777	-	-	
Budget less cumulative expenditure	-	1,547	-	-	8,193	-	-	

a/ TF or TF allocation closed.

b/ Includes only budget for travel

## **Annexes**

- Annex 1: 4th Regional AGEPA Workshop Agenda & Workshop Participant List
- Annex 2: Workshop Report, Presentations & Country Reports (see Workshop CD-ROM)
- Annex 3: Workshop Evaluation
- Annex 4: Madagascar Presentation & Report (as separate files)
- Annex 5: Niger Preliminary Results Note for Ministry of Education

## Annex 1: 4th Regional AGEPA Workshop Agenda & Workshop Participant List

### JOURNEE 1 (Lundi, 16 février 2009)

### JOURNEE 2 (Mardi, 17 février 2009)

Temps/thème			
Début	Fin	Durée	
9:00	9:15	0:15	Introduction à l'atelier (Claudine Bourrel et Cornelia Jesse, Bm)
<b>Ouverture</b>			
9:15	9:30	0:15	Bienvenue du représentant résident de la Bm (Ousmane Diagana)
9:30	10:00	0:30	Ouverture officielle (Ministre de l'Education Nationale, M. Ousmane Samba Mamadou)
0:00	0:15	0:15	Pause-café
<b>Introduction AGEPA</b>			
10:00	10:15	0:15	La gestion de l'éducation dans le contexte de l'Education Pour Tous (Alain Dhersigny, AFD)
10:15	10:45	0:30	Introduction de l'initiative AGEPA (Cornelia Jesse, Bm)
<b>Décentralisation</b>			
10:45	12:15	1:30	Décentralisation et impact sur les niveaux locaux (séance menée par Anton de Grauwe, IPE/UNESCO)
12:15	13:45	1:30	Déjeuner
13:45	15:15	1:30	Niger: Stratégies pour la bonne gouvernance éducative: pilotage à partir des résultats au niveau local et appui des partenaires (délégation du Niger et JICA)
15:15	15:30	0:15	Pause-café
15:30	16:30	1:00	Expérimentation régionale pour l'amélioration de la gestion et du pilotage (séance menée par Kamil Wedoud, Bm)
17:45	18:15	0:30	Décentralisation: reformer une administration centralisée pour améliorer le service public - enjeux et perspectives (Claudine Bourrel, Bm)
Soirée libre			

Temps/thème			
Début	Fin	Durée	
9:00	9:15	0:15	Introduction à la journée
<b>Gestion scolaire &amp; pilotage local</b>			
9:15	10:30	1:15	Madagascar: Leçons des évaluations de la gestion scolaire (séance menée par la délégation de Madagascar et Gérard Lassibille, Bm)
10:30	10:45	0:15	Pause-café
10:45	12:30	1:45	Madagascar: Du pilotage à la généralisation des interventions de gestion (séance menée par la délégation de Madagascar et Gérard Lassibille, Bm)
12:30	14:00	1:30	Déjeuner
<b>Améliorer les processus d'enseignement et d'apprentissage</b>			
14:00	15:30	1:30	Suivi et supervision de l'enseignement et de l'apprentissage par les inspecteurs (séance menée par Anton de Grauwe, IPE/UNESCO)
15:30	15:45	0:15	Pause-café
<b>Sous-thème: Temps scolaire/temps d'apprentissage</b>			
15:45	16:45	1:00	Sénégal: Gérer le temps d'apprentissage (séance menée par Adama Diouf, délégation du Sénégal)
<b>Sous-thème: Gestion des enseignants</b>			
16:45	17:45	1:00	Gestion des enseignants (séance menée par Mafakha Touré, délégation du Sénégal)
<b>Ouverture sur le monde</b>			
17:45	18:15	0:30	Créer des liens entre l'éducation et le développement national (Birger Fredriksen, Bm)
19:00		Dîner/cocktail offert par le Gouvernement du Niger (Grand Hôtel du Niger)	

**JOURNEE 4 (Vendredi, 19 février, 2009)**
**JOURNEE 5 (Vendredi, 20 février, 2009)**

Temps/thème			JOURNEE 4 (Jeudi, 19 février, 2009)	Temps/thème			JOURNEE 5 (Vendredi, 20 février, 2009)
Début	Fin	Durée		Début	Fin	Durée	
9:00	10:00	1:00	Gestion des ressources dans d'autres pays: reflexions sur les subventions scolaires (Birger Fredriksen, Bm)	9:00	9:15	0:15	Introduction à la journée
<b>Travaux en délégations nationales</b>				9:15	10:30	1:15	Discussion plénière: AGEPA étapes ultérieures
10:00	11:15	1:15	Travaux en délégations nationales: Plan d'action - Renforcement de la composante développement institutionnel EPT	10:30	10:45	0:15	Pause-café
11:15	11:30	0:15	Pause-café	10:45	11:30	0:45	Synthèse de l'atelier
11:30	13:15	1:45	Travaux en délégations nationales: Plan d'actions (suite)	11:30	12:00	0:30	La gouvernance générale du système (Claudine Bourrel, Bm)
13:15	14:45	1:30	Déjeuner	12:00	12:15	0:15	Evaluation de l'atelier
<b>Séance échange Sud-Sud: Plans d'action nationaux</b>				12:15	12:45	0:30	Clôture et certificats (SG du MEN)
14:45	16:15	1:30	Revue par les pairs: plans d'action	13:00			Déjeuner
16:15	16:30	0:15	Pause-café	<b>Libre/Départ - AGEPA Leadership Group Meeting: Etapes prochaines (Bm et partenaires)</b>			
16:30	17:00	0:30	Travaux en délégations nationales: Révision des plans d'actions				
17:00	18:30	1:30	Présentation des plans d'action (délégations nationales)				
17:00	17:45	0:45	Projet d'appui aux Etats pour la création de système nationaux d'évaluation et de pilotage de la qualité, Mathieu Laroche, Pole de Dakar				
20:00			Dîner offert par la Bm (Dragon d'Or)				

## Annex 2: Workshop Evaluation

### Participant Feedback Results 4ème Atelier sur l'Amélioration de la Gestion de l'Education dans les Pays Africains (AGEPA)

BOURREL  
Niamey, Niger

16-Feb-2009 to 20-Feb-2009

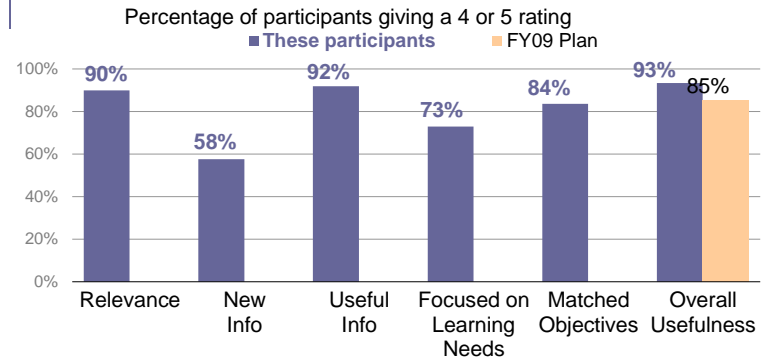
**Response rate: 72%**  
FY09 response rate goal: 67%

Participant respondents: 57  
Participants registered: 79

(Excludes those who answered "resource person" to Q1)

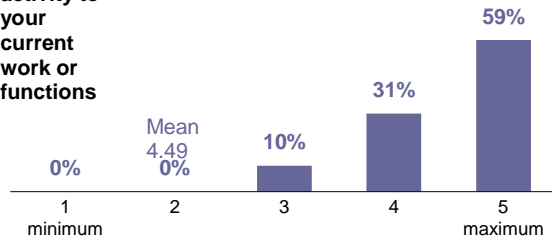
WBIHD 107199 EDU09-01-168

### Ratings by participants in this activity compared with FY09 plan

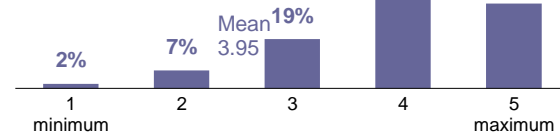


### Percentage distributions of responses to each question

#### Relevance of this activity to your current work or functions

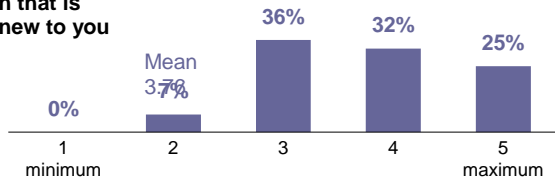


#### Focus of this activity on what you specifically needed to learn

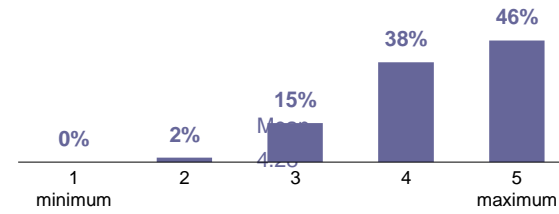




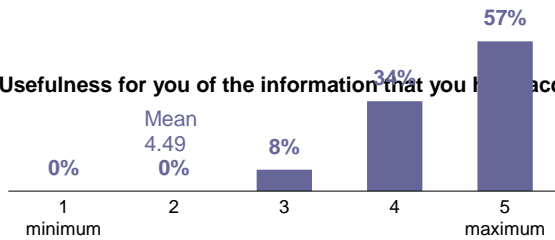
Extent to which you have acquired information that is new to you



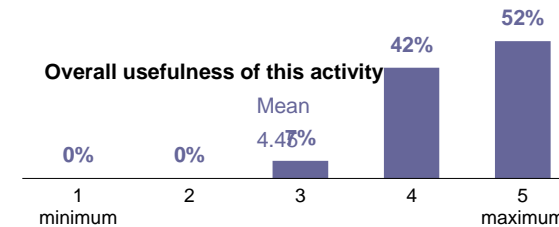
Extent to which the content of this activity matched the announced objectives



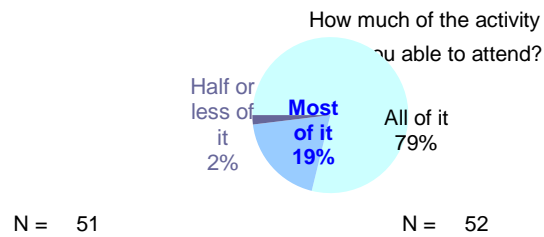
Usefulness for you of the information that you have acquired



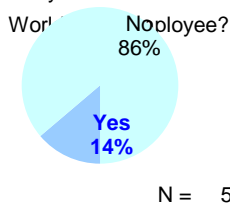
Overall usefulness of this activity



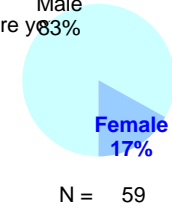
Which of the following best describes your main role in this activity?



Are you a World No. 1 employee?



Are you Male or Female?



## Annex 3: Niger Preliminary Results Note for Ministry of Education

### Rapport sur l'analyse des données relatives à l'utilisation des subventions aux écoles

**Résumé :** Parmi les 500 écoles primaires qui ont reçu une subvention de l'État, 85 ont été tirées au sort pour une enquête détaillée<sup>16</sup>, comprenant des aspects qualitatifs et quantitatifs de l'utilisation des subventions. L'enquête a montré que **presque toutes les subventions ont été reçues par les écoles sans problèmes**, et que la plupart des écoles ont choisi d'utiliser les subventions pour des **projets inscrits dans leurs plans d'actions pour améliorer l'accès et la qualité de l'éducation**.

#### 1- Historique du projet et Contrôles Financiers

Dans le cadre de l'initiative d'Amélioration de la Gestion de l'Éducation dans les Pays Africains (AGEPA) et des projets de formation des Comités d'Organisation et de Gestion des Établissements Scolaires (COGES), le Ministère de l'Éducation Nationale du Niger (MEN) a lancé un programme pilote de subventions aux COGES en 2007. L'objectif de ce programme est de donner un appui financier aux COGES pour les soutenir dans le développement et l'exécution des plans d'action. Dans la phase initiale, 500 écoles au total dans les régions de Tahoua et Zinder ont été choisies de manière aléatoire comme bénéficiaires.

Ce programme de subventions est accompagné d'une évaluation d'impact. Cette évaluation, appuyée par la Banque Mondiale, a pour but d'estimer l'effet des subventions aux COGES sur le fonctionnement des écoles, les taux de redoublement et rétention, et ultérieurement, les acquis scolaires. L'étude a débuté à la rentrée scolaire 2007 sur un échantillon de 1000 écoles choisies de façon aléatoire dans les régions de Tahoua et Zinder, dans lesquelles les COGES sont opérationnels depuis 2002 et avaient déjà reçu une formation de base en gestion financière (ce qui n'était pas le cas dans d'autres régions).

**Un échantillon de 85 écoles**, parmi celles qui ont reçu une subvention, ont été **choisies aléatoirement** pour remplir un questionnaire de Contrôles Financiers, permettant de vérifier l'effectivité de la mise en place des subventions, de voir en détail comment celles-ci ont été dépensées ainsi que les difficultés rencontrées. Cette enquête a été dirigée par l'Inspection Générale des Service **du MEN** qui s'est déplacée dans les écoles pour faire des entretiens permettant d'obtenir un maximum d'informations **quantitatives et qualitatives détaillées** sur l'utilisation des subventions. Ce rapport a pour but de montrer, à partir des données détaillées disponibles provenant des questionnaires de Contrôles Financiers, la façon dont ces subventions ont été utilisées.

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<sup>16</sup> soit un taux de sondage de 17%.

## **2- Distribution des subventions**

**Presque toutes les écoles visitées par l'équipe du MEN ont reçu les montants prévus des subventions**<sup>17</sup> La transmission des subventions aux écoles suit plusieurs étapes. Les subventions sont d'abord transmises par le Ministère des Finances (MEF) sur les comptes des DREN, qui les transmettent ensuite aux inspecteurs de chaque IEB. Ces derniers transmettent les fonds aux secteurs pédagogiques ou COGES communaux qui ensuite les transmettent aux COGES.

Il était prévu à l'origine que les écoles reçoivent les subventions avant la rentrée de l'année scolaire 2007-2008. Les subventions ont été distribuées entre décembre 2007 et février 2008<sup>18</sup>. Le DREN de Zinder a reçu les fonds aux alentours du 10 Décembre 2007, et celui de Tahoua le 21 janvier 2008. La durée moyenne de transfert des subventions a été de 17 jours.

Dans 44% des cas, les écoles ont reçu les fonds des COGES communaux. Pour le restant des écoles, les subventions ont été transmises directement par d'autres acteurs (observateurs relais, inspecteurs ou autre non spécifié). En termes de gestion administrative de la subvention au niveau des écoles, 92% des écoles disent qu'il existe des pièces justificatives de la réception des fonds. Entre celles-ci, environ 69% ont pu montrer les pièces justificatives aux enquêteurs. Une école a enregistré un vol de la subvention d'un montant de 34 000 FCFA.

Le montant des subventions a été calculé à partir du nombre de salles de classes utilisées sur la base de l'enquête scolaire de 2006-2007, qui est très corrélé avec l'effectif des élèves mais fournit un chiffre plus stable. La moyenne du montant reçu par l'ensemble des écoles est d'environ 100 000 FCFA, avec des subventions variant de 50 000 (écoles avec une seule classe utilisée) à 402 500 FCFA (16 classes utilisées), qui fait une moyenne des subventions de 32 026 FCFA par classe, ou 780 FCFA par élève.

## **3- Utilisation des subventions**

Plus de 90% des écoles ont utilisé la subvention pour réaliser **des activités de leur plan d'action école** (plan d'action validé par la communauté scolaire qui rassemble les activités prioritaires de l'école). La grande majorité des dépenses était destinée à l'amélioration de la qualité de l'éducation, soit à travers l'amélioration de l'infrastructure de l'école, soit par l'amélioration de l'enseignement.

Les informations présentées ci-dessous proviennent des données relatives aux **questionnaires de Contrôles Financiers** (voir annexe). En moyenne, 7 types différents de dépenses ont été financés par chaque école grâce à la subvention. Les dépenses peuvent être catégorisées en trois groupes

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<sup>17</sup> Une école qui avait été sélectionnée pour recevoir la subvention était fermée, et la subvention destinée à une autre école sélectionnée a été donnée à une école non-sélectionnée par erreur. D'autre part, d'après les questionnaires de Contrôles Financiers, une école a dit avoir reçu 500 FCFA de moins que le montant prévu.

<sup>18</sup> Les subventions n'ont pas été distribuées à la rentrée de l'année scolaire suivante de 2008-2009. À la différence de l'année 2007-2008, où la transmission des subventions a été faite par « mandatement » et les fonds ont été distribués directement du MEF aux comptes des DREN, des « Autorisations de Dépense » (AD) ont été mises en place pour l'année suivante, autorisant les DREN à récupérer les fonds auprès du MEF.

- (i) **Infrastructure - 40%** (ex. une école a acheté des épines pour la protection des paillotes, une autre a acheté des ampoules électriques pour les études de nuit) ;
- (ii) **Équipement - 33%** (ex. plusieurs écoles ont acheté un tableau à chevalet, 3 écoles ont acheté des produits pharmaceutiques) ; et
- (iii) **Activités - 24%** (ex. une école a financé des examens blancs, quelques écoles ont établi des programmes de nourriture scolaire).

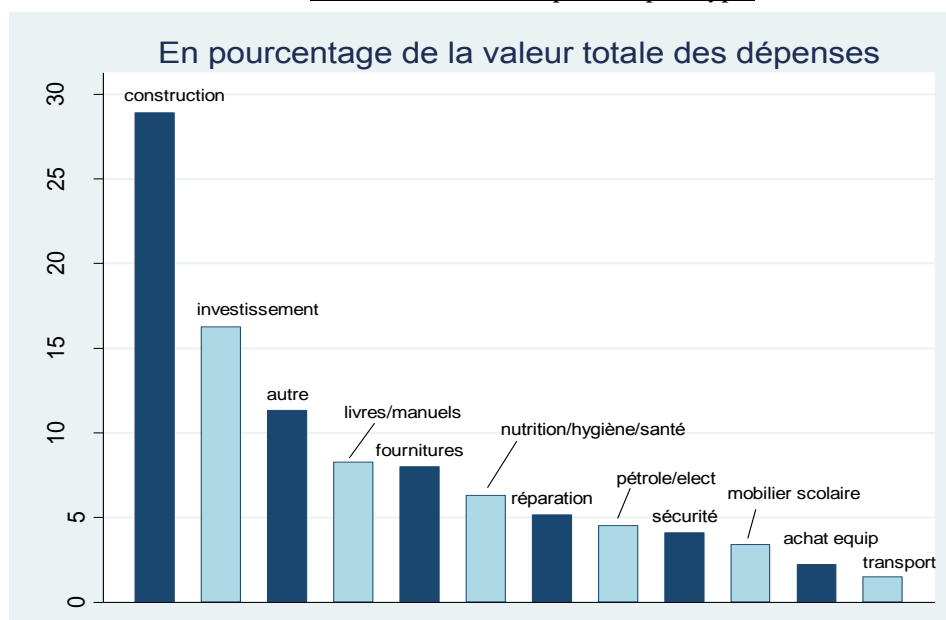
(Les dépenses qui ne rentrent pas dans les trois catégories ci-dessus constituent seulement 3% des dépenses totales.)

En analysant les catégories de dépenses à un niveau plus détaillé (voir graphique ci-dessous), on voit que la catégorie la plus importante aussi bien en nombre de dépenses que par rapport aux montants dépensés est la catégorie « **construction** », qui représente environ 28% de la valeur totale des dépenses. Celle-ci se compose en majorité de construction de classes (construction de classes en paillote, banco ou autre), et également de constructions non-spécifiées et de construction de tableaux.

La catégorie « **investissement** », qui comprend l'utilisation de la subvention pour fructification (prêts à la population contre des paiements d'intérêts ou achat de céréales pour revente, notamment de mil) est la deuxième catégorie la plus importante en pourcentage de la valeur totale des dépenses (16%) même si elle ne représente pas une part importante du nombre de dépenses (environ 4%). Les prêts à la population, qui représentent environ la moitié du nombre de dépenses de la catégorie « investissement », sont dans leur quasi-totalité des prêts aux parents d'élèves.

Enfin, les achats de **livres et manuels** et les achats de **fournitures scolaires** (ex. cahiers, bics, craies, règles) représentent ensemble également une part non négligeable des dépenses (16% de la valeur totale).

*Distribution des dépenses par type*



Les instructions générales du MEN envoyées aux écoles indiquaient que les subventions soient utilisées pour financer **des activités ayant un potentiel d'améliorer l'accès à l'éducation et la qualité de l'enseignement**. Les données provenant des questionnaires de Contrôle Financier montrent qu'environ 65% des dépenses correspondaient directement à cet objectif, tandis que 27% des dépenses ne faisaient pas partie de celles visées à l'origine mais étaient liées à des activités scolaires (ex. fêtes scolaires, frais de transport des membres COGES, plantation d'arbres, matériel de construction produit ou obtenu par la communauté, matériel sportif). **Seulement 8% des dépenses n'avaient pas un rapport direct avec l'éducation** (ex. prêt aux parents, achat chèvre, achat de mil).

#### **4- Commentaires et suggestions provenant des écoles**

La partie qualitative de l'enquête comprenait des questions sur les commentaires et suggestions des écoles. La majorité des écoles n'a pas rencontré de difficultés particulières dans la gestion de la subvention. En effet, pour une très large majorité d'écoles (plus de 90%), **le suivi de la subvention ou les contrôles sont une bonne chose** et doivent continuer ou même augmenter. Selon les explications données, cela permettrait aux COGES de **renforcer leur capacité de gestion** et d'être plus efficaces.

**Environ 20% des écoles ont mis l'accent sur la nécessité de recevoir les fonds avant la rentrée scolaire.** En plus, 13 écoles ont fait part de problèmes de gestion liés à un manque d'expérience, à l'incompréhension des membres COGES ou à des mésententes entre la population.

#### **5- Conclusions**

La grande majorité des écoles ciblées par la subvention a reçu les subventions en 2007-2008. À part quelques exceptions, les écoles ont utilisé leurs plans d'action pour diriger ces ressources à des projets liés à l'éducation. Les dépenses financées par les subventions ont été majoritairement dirigées vers la construction et autres besoins matériels.. La plupart des écoles n'a pas rencontré de problèmes de gestion de la subvention et souhaite sa continuation dans les mêmes modalités. Les suggestions étaient principalement ciblées sur l'aide à la gestion, et plusieurs écoles ont souligné la nécessité que les subventions arrivent aux écoles au début de l'année. La majorité des actions entreprises était circonscrite dans le cadre établi à l'origine par le MEN, notamment l'exécution de dépenses ayant un potentiel d'amélioration de l'accès à l'éducation et de la qualité de l'enseignement.