

Support for education quality management



United Nations  
Educational, Scientific and  
Cultural Organization



International Institute  
for Educational Planning  
IIEP-UNESCO Dakar  
Africa Office

# An analysis of educational quality management practices

Methodological Guide - July 2020





Published in 2020 by:

IIEP-UNESCO Dakar  
Almadies - Route de Ngor  
BP 3311 Dakar - Senegal  
Tel: + 221 33 859 77 30  
<https://dakar.iiep.unesco.org/en>

Attribution :

Methodological Guide, An analysis of educational quality management practices. Programme to support the management of basic education quality. IIEP-UNESCO Dakar, 2020.

ISBN: 978-92-803-1443-4



© UNESCO 2020



United Nations  
Educational, Scientific and  
Cultural Organization



International Institute  
for Educational Planning

You are free to share, reproduce, distribute and communicate the work.

Under the following conditions:

Attribution - You must credit the work.

Non-commercial use - You may not make commercial use of this work.

Share Alike - You must share the modified work under the same conditions.

The ideas and opinions expressed in this publication are those of the authors and do not necessarily reflect the views of UNESCO or the IIEP. The designations employed in this publication do not imply the expression of any opinion whatsoever on the part of UNESCO or IIEP concerning the legal status of any country, territory, city or area or of its authorities, or concerning the manner in which it is administered, or concerning the delimitation of its frontiers or boundaries.

July 2020

# **An analysis of educational quality management practices**

**Methodological Guide**

## **The United Nations Educational, Scientific and Cultural Organization (UNESCO)**

### **International Institute for Educational Planning (IIEP-UNESCO) Dakar Office for Africa**

The objective of this methodological guide is to inspire countries that wish to undertake an analysis of education quality management practices in order to install a culture of questioning that contributes to the sustainable strengthening of management capacities in the education system.

This guide was produced using:

- a collection of methodological tools: - Volume 1: Les outils de la collecte de données au niveau des établissements scolaires (available),
- Volume 2: Les outils de la collecte de données au niveau des services déconcentrés (available),
- Volume 3: Les outils de la collecte de données au niveau des services centraux et de l'élaboration du rapport de recherche (available),
- a series of worksheets

"Des repères pour agir..." for teachers, school principals, school management committee chairpersons, mayors, pedagogical advisors, inspectors, trainers, heads of decentralized services, regional directors, etc. (available).

Dakar-July 2020

## **Acknowledgements to national research teams and focal points:**

### **Burkina Faso**

Mr. Hamidou SALIA  
Mr. Marcel GUIGMA  
Mr. Boukary OUEDRAOGO  
Mr. Lucien TOUGMA  
Ms P. Edith KOIRA  
Mr. Emmanuel SAWADOGO M. Alfred BILA  
Mr. Dieudonné ZOGODIA  
Mr. Guy Romuald OUEDRAOGO, coordinator  
Ms. Minata OUEDRAOGA, focal point  
Mr. François SAWADOGO, focal point

### **Senegal**

Mr. Jean-Jacques Niowy FALL  
Mr. Ibrahima SECK  
Mr. Sabakhaw THIAM  
Mr. El Hadi SONKO  
Ms. Brigitte Birné NDOUR  
Mr. Mamadou Mbenda FALL  
Mr. Djibril SAMBA  
Mr. Momar Basine SARR  
Mr. El Hadji NGOM, coordinator  
Mr. Cheikhena LAM, focal point  
Mr. Alioune Badara DIOP, focal point

### **Niger**

Mr. Seydou ZAKARIYAOU  
Mr. Hamadou SIAKA  
Mr. Issa BACHAROU  
Mr. Mazidou YACOUBA  
Mr. Ismaïlou Maman KEÏTA  
Mr. Gousmane SILIMANE  
Mr. Amadou MASSALATCHI  
Ms. Fati DIALLO  
Mr. André BIDON, coordinator  
Ms. Zara BAKINGUE, focal point

## **Madagascar**

Ms. Noel Ange RAKOTOVAO  
Mr. Harinjatomanana RAZAFINANDRIANINA  
Mr. Florent ANDRIAMANGAPARANY  
Ms. Andry Nirisoa RABENASOLO  
Ms. Lydia HANTARIMANANA  
Mr. Rehavanjato ASINDRAZANA  
Ms. Fleur LANTONIRINTSOA  
Ms. Véronique RAZAFIMALALARISOA  
Mr. Roger RAKOTOARIMANANA  
Mr. Paul RANDRIANIRINA, coordinator  
Mr. Olivier RAZAFINDRANOVONA, focal point  
Mr. Téophil RABENANDRASANA, focal point  
Mr. Jullino Serge RASAMISON, focal point

## **The IIEP-UNESCO Dakar programme supervisory team**

Mr. Guillaume HUSSON  
Mr. Patrick NKENGNE  
Mr. Marcelo SOUTO SIMAO  
Ms. Émilie MARTIN  
Mr. Jérôme GERARD  
Mr. Brian BEGUE  
Ms. Nesrine GOURINE  
Mr. Thierry HUG  
Ms. Ghyslaine LETHUILLIER  
Mr. Jacques MARCHAND

## **Acknowledgements**

This methodological guide was further elaborated through contributions from several colleagues from the International Institute for Educational Planning (IIEP) of the United Nations Educational, Scientific and Cultural Organization (UNESCO) and from participants attending a workshop held to approve the concept note and the regional programme's approach to support the management of quality education in sub-Saharan African countries in Dakar (23-25 January 2018), and the workshop to share the methodology for analysing the monitoring of the quality of education and formulating a road map for its improvement (Dakar, 28-30 January 2020).

IIEP-UNESCO Dakar thanks : Ms. Suzanne GRANT LEWIS; Mr. Paul COUSTERE; Ms. Raphaëlle BRODY; Mr. Hugues MOUSSY; Ms. Ieva RAUDONYTE; Mr. Beifith KOUAK TIYAB; Mr. Koffi SEGNIAGBETO; Mr. Oswald KOUSSIHOUEDE; Mr. Claude NDABANANIYE; Mr. Moussa OUEDRAOGO; Mr. Fata ROUANE; Mr. Joël SÜRIG; Ms. Lucia TRAMONTE; Mr. François ROBERT; Mr. Anton DE GRAUWE; Ms. Valérie DJIOZE; Mr. Davide RUSCELLI; Mr. Jesus Pérez CAMPOS; Ms. Valérie TEHIO; Mr. Antoine MARIVIN; Mr. Mathieu BROSSARD; Ms. Ramya VIVEKANANDAM; Mr. Christian NIDEGGER; Mr. Mame Ibra BA; Mr. Jean-Claude EMIN; Ms. Léonie MARIN; Mr. Jonathan JOURDE; Ms. Naminata DOUCOURE; Ms. Ieva RAUDONYTE.



## **Abbreviations**

AFD - Agence française de Développement

APPRENDRE-AUF - Appui à la professionnalisation des pratiques enseignantes et au développement des ressources-Agence universitaire de la Francophonie

CONFEMEN - Conférence des ministres de l'Éducation des pays ayant le français en partage

E2i - Équipe intercatégorielle et interrégionale (*Intercategorical and interregional team*)

EGRA - Early Grade Reading Assessment

ELAN - Initiation École et langues nationales en Afrique (*School and national languages in Africa*)

NRT – National Research Team

ESPD - IIEP-UNESCO Dakar supervisory team

IIEP (UNESCO) - International Institute for Educational Planning

UIS - UNESCO Institute of Statistics

MNE - Ministry of National Education

SDG - Sustainable Development Goal

OPERA - Observation des pratiques enseignantes en relation avec les apprentissages des élèves (*Observation of teaching practices in relation to student learning*) of the CONFEMEN

PASEC - Programme for the Analysis of Education Systems of the CONFEMEN

TFP - technical and financial partner

CSR - Education Country Status Report

SACMEQ - Southern and Eastern Africa Consortium for Monitoring Educational Quality

EMIS - education management information system

UNESCO - The United Nations Educational, Scientific and Cultural Organization

UNICEF - United Nations International Children's Emergency Fund

## **Introduction**

### **General context: Prioritising education and the challenge of quality**

Education is widely seen as a powerful means of strengthening development and building social cohesion and sustainable peace within societies and among peoples. Efforts have therefore naturally been made for several years to ensure that every child has access to quality education. But if the "access to school" dimension has been showing tangible results for several years, it is clear that the "quality" dimension remains a major challenge. Whether at the local, national, regional or international level, educational reforms, sometimes very innovative, have been undertaken. In sub-Saharan African countries, policies of double-shift and multigrade classes have been implemented to increase schooling. New strategies for recruiting and training teachers have been adopted with a view to increasing their numbers. New pedagogical approaches, in particular the skills-based approach, have been developed with the aim of improving the level of learning achievement. Schools sometimes equipped with canteens have been built to bring the school closer to the students... The list of reforms actually undertaken by various countries is a long one: curricular reform, reform of human resource management and resource allocation, reforms linked to the challenges of decentralization and community mobilization.

The last overall assessment of efforts to achieve quality education for all was carried out in 2014. Some positive results were observed, particularly in terms of access to schooling and education financing. Indeed, almost all countries have seen a significant increase in primary and secondary school enrollment rates. Better still, education systems have a good knowledge of what needs to be done to improve access to school where this problem exists. Whether on the supply side or the demand side, solutions exist that have proven their worth (building school canteens, helping families, financing schools in proportion to the number of students enrolled, etc.). With regard to the financing of education, even if the budgets allocated to the sector are still insufficient, it must be acknowledged that they have increased significantly in recent years as a result of a combination of internal efforts and external aid. However, the concomitant increase in the number of children in school has reduced the scope of these effects.

However, education systems continue to face several challenges. The number of children outside the school system is still large. The UNESCO Institute for Statistics (UIS) estimated that by 2014, 34.2 million school-age children in sub-Saharan Africa were estimated to not have access to elementary school. The number of children of elementary school age in sub-Saharan Africa is expected to increase by an estimated 1.5 million by 2014. In 2018, this figure remains high and concerns nearly 20% of children aged 6 to 11 years. The ability of systems to get children from the first grade to the end of basic education in the allotted time is also questionable. Indeed, repetition and drop-out rates

are high in most countries, which undermines efforts to get as many children as possible into school and does not lead to the efficient use of available resources.

Few children reach the end of the basic education cycle and their level of learning is considered very low compared to what is expected. This finding is highlighted by several works: the national assessments of pupil achievement that countries have become accustomed to conducting (*Assessment of Learning Achievement in Guinea and Burkina Faso*, *National System for the Evaluation of school Achievement in Senegal*, *National Assessment of Progress in Education* in Uganda, etc.) as well as international evaluations of pupil achievement that target different levels of education, for example EGRA (beginning of basic cycle), the CONFEMEN Programme for the Analysis of Education Systems (PASEC) and the The Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ, end of cycle). The World Bank, in a publication published in 2018 , refers to a "learning crisis" in education systems, a crisis that goes beyond the countries of sub-Saharan Africa and which has various consequences, particularly on the dynamism of economies, labor markets, democratic systems, but also in terms of the health of populations. The lack of performance of education systems is compounded by the need to ensure equity in access to quality education. This virtuous relationship between equity of access and efficiency of quality remains to be built in most cases. The general analysis that emerges is that current education systems do not really meet the needs of the most disadvantaged populations, which tends to widen the gap between the most deprived and the most advantaged.

Countries are aware of this crisis in learning and the challenges they will still have to overcome to achieve quality education. An analysis of sector diagnostic reports carried out in some thirty countries in sub-Saharan Africa shows that the quality of education appears to be the most frequent concern. It is, moreover, the only issue identified in these diagnoses that is present in all the reports. Sustainable development goal No. 4 (SDG 4-2030) is therefore timely in drawing attention to the fact that quality and equity are central issues to which education systems must respond.

Attempts to respond have been made in recent years. The analysis of sector policies and education action plans in the countries highlights the following actions in particular: the multiplication of evaluations aimed at measuring pupil acquisition/learning, research into the determinants of school performance, limiting repetition within sub-cycles, distribution of textbooks, training of teachers and managers in new working tools, etc. However, it must be acknowledged that the situation has changed little. The solutions that countries are considering remain very general and, in many cases, are recipes that have been applied for years without any real convincing results. Thus, contrary to the problem of access to school where solutions are known, there is still a lack of knowledge about the actions to be taken to truly improve the quality of education.

### **The need to look at a new angle: quality management**

At a time when efforts are being put in place to support countries in achieving SDG 4, three realities deserve to be taken into account.

First of all, the work carried out in previous years has generated a large amount of data and knowledge on education systems (more exhaustive and regular school statistics, study reports on various education issues, evaluations of the impact of reforms, inspection reports containing information on the realities of specific schools or observed teacher practices). This production of data is also accompanied by the development of tools to interpret them (indicators, dashboards, etc.). To what extent is this information and these tools effectively and efficiently used for policy making? In some countries, ministries have integrated various public policy paradigms into their sector programming documents, to the point of producing numerous standardized work tools designed to influence the work habits of agents at all levels. Among these paradigms, results-based management and the contractualization of public policies are perhaps the most emblematic of this managerial dynamic. The question arises as to the extent to which the use of these paradigms and the tools produced to operationalize them has actually led to the expected transformations, whether in terms of improving quality and/or making agents accountable.

A second reality to be taken into account is the fact that, although actions that improve the quality of education take place in the classroom and in school, they are constantly influenced by decisions that are made outside of school, especially at the different levels of the education system. This raises the question of whether they are coordinated, coherent and oriented towards quality education.

The third reality is that no matter what level one is at (classroom, school, inspectorate or region), there are always units that perform better than others, although sometimes it is more difficult to succeed there than elsewhere. One may then legitimately wonder to what extent the stakeholders in charge of education systems, both at the decentralized and central levels, are seeking to elucidate them and better understand what is at stake.

These realities associated with the various questions raise the role of the stakeholders, each at his or her own level. They call for an examination of the quality of education from an angle rarely explored by other programmes working on this theme: education quality management.

### **The regional support programme for assuring the quality of education in sub-Saharan African countries**

What are the education stakeholders doing concretely on the ground? To what extent are their actions likely to generate quality education for all and how should they be articulated to achieve it? The *Agence Française de Développement* (AFD) and the IIEP-UNESCO Dakar postulate that it is, among other things, on the basis of the answers to these questions and an understanding of the relevance of these answers in their context, that effective measures can be identified and proposed to improve the management of quality, and ultimately the quality of education. It is to shed light on these aspects that these two institutions launched in February 2018 a regional support programme for quality management of basic education.

This programme is based on the premise that a sustainable improvement in quality management can only be achieved through a genuine commitment of the stakeholders in a shared project to transform professional practices, which concerns all the stakeholders in the management chain, from national administration agents to teachers in the classroom. This transformation project should not be designed on the basis of an analysis of "dysfunctions," but on the basis of an in-depth understanding of the practices implemented by the stakeholders in their daily lives, contributing to the development of a robust and contextualized knowledge of the education system's modes of operation. This knowledge, resulting from the analysis of an "already there", makes it possible to identify avenues for intervention on existing institutional and professional practices, taking into account the constraints that the stakeholders face in their daily lives.

The programme also adopts the postulate that the transformation of practices involves a change in professional postures. The challenge is therefore to create a context conducive to the emergence of new postures, more favourable to collaborative work and the construction of relationships of trust between the stakeholders involved in management.

The support thus consists in encouraging reflection on practices, aiming to identify, with the stakeholders, the different levers of change that can be activated, to collectively project and implement trajectories for transforming practices, work processes and institutional organization modes.

In this perspective, the programme offers support to sub-Saharan African countries organized around three interconnected phases, namely:

- construction of a diagnostic of quality management practices by stakeholders at all levels of the education system, with a view to a contextualized understanding of their actions (what are they doing to achieve quality education and what motivates the choice of these actions?);
- support for countries in identifying actions to improve quality management, based on the analysis of the management practices identified (the aim is therefore to examine what can be done to make these actions or practices more effective);
- support for the implementation of actions identified in the methodological framework of action research.

This support to the countries therefore takes the form of assistance in the design and then the performance of a diagnostic analysis of quality management which serves as a basis for the formulation of a country roadmap, the implementation of which is supported by the programme over several years.

### **A methodology built on feedback from first experiences**

The programme was initially implemented in four countries: Burkina Faso, Madagascar, Niger and Senegal. During this period (2018-2019), the methodologies for analyzing quality management and formulating a roadmap were developed with the assistance of a team of experts in the field of education, then tested and improved.

The objective of this guide is to present the general methodology developed on the basis of these initial experiences so that other countries wishing to implement the programme can draw inspiration from it. At present, the programme is limited to formal basic education .

## **The layout of the methodological guide**

This guide, which is intended to be educational, is structured around six chapters.

The first chapter clarifies the position of the programme in relation to a number of concepts used throughout its implementation. This is the case, for example, with the definition of the quality of education, which is quite often debated in the literature. Without entering into this debate, the programme chooses to adopt the definition proposed by the educational prosperity model. This definition admits that the quality of education is a dual reality symbolized, on the one hand, by its ends and outcomes (what we wish to see when an education is of quality) and, on the other hand, by its determinants (the factors that the literature identifies as necessary for quality to be achieved).

This fairly broad definition satisfies several approaches to quality (e.g. those focusing on learning outcomes and/or learning contexts) and encompasses most of the concerns related to SDG 4. This chapter also deals with the issue of direction, which the programme examines through four core roles, namely

- definition of objectives and impetus for action;
- negotiation of action and allocation of resources;
- support and monitoring of action;
- assessment of the effects of the action and regulation.

Clarification of these notions then makes it possible to present in greater detail the research questions that the programme addresses in the analysis of quality management practices and the general approach to its implementation. The choice of an analysis strategy that starts from the school and gradually moves up to the different levels of the education system is explained, and an adapted sampling strategy is presented.

The next three chapters deal with the steps to be carried out in the field concerning the analysis of quality management practices at the school, from decentralized and central administration levels. At each level, the analysis is based on documentary sources, direct observation of work instances - including classrooms -, interviews with stakeholders, and focus groups in the form of workshops to share the various findings with the stakeholders and validate/complete them.

The mass of information collected in the field should help answer the program's research questions. Rigorous organization is required to synthesize this information. Chapter 5 presents the various instructions to follow in preparing the final research report and highlighting the main results. An outline of the final research report is proposed, as well as benchmarks for its validation and the dissemination of the results of the investigation.

In any diagnostic study, moving from research results to the development of a remediation action plan is a crucial step. There is a risk that the recommendations are not sufficiently based on the facts that have been highlighted. Chapter 5 therefore returns to how the programme proposes to approach the development of the roadmap. This step is carried out in two main stages: firstly, the identification and validation of "relevant work areas linked to resistant issues", then the implementation of a consultative process to identify, on the basis of these work areas and practices observed in the field, actions to be implemented, in close synergy with the priorities of the sectoral policy, in order to improve quality management by taking into account existing resources and the additional needs necessary for their implementation.

The last chapter (Chapter 6) reviews a series of checkpoints that a country wishing to conduct an analysis of quality management practices should take into account in order to successfully implement them. The chapter deals with the constitution of a national technical team to conduct the research work, its training and supervision throughout the work, its link with the country's university and its supervision, the elements requiring a support budget, methodological details in relation to a quality approach, and the issues involved in ensuring the sustainability of the process thus initiated so that a culture of quality management analysis can be established in the education system in the long term and in a sustainable manner.

We hope that this methodological guide will be of use to as many people as possible and that it will evolve over time and as countries experiment with it.

# 1. Core concepts and methodological approach

This chapter clarifies a number of concepts used throughout the program. This is particularly the case for the challenge of education quality and what is meant by ensuring it.

The definition of quality adopted admits that the quality of education is a dual reality symbolized, on the one hand, by its aims (what we wish to see when an education is of quality) and, on the other hand, by its determinants (the faculties that the literature identifies as necessary for quality to be achieved). This broad definition satisfies several approaches (e.g. those focusing on learning outcomes and/or learning contexts) and encompasses most of the concerns related to SDG 4.

It is proposed to examine the management of education quality through four fundamental roles, namely :

- definition of objectives and impetus for action;
- negotiation of action and allocation of resources;
- support and monitoring of action;
- assessment of the effects of the action and regulation.

This chapter then introduces the research questions and presents the general approach proposed for the analysis of assuring the quality of education in formal basic education. It explains the choice of an analysis strategy that starts from the school and gradually moves up to the different levels of the education system. A method for sampling schools, districts and regions is proposed in line with this approach.

In the proposed approach, the analysis of education quality management is carried out over a period of about nine months. It is carried out by a national research team (NRT), under the supervision of the national education authorities, with the support of a supervisory team. The results of the analysis then trigger a process of formulating a roadmap for improving its management, organized around participatory workshops. The chapter concludes with some considerations about the proposed institutional arrangements.

## 1.1. What is quality of education?



A quality education is one that recognizes the rights of all individuals to realize their full potential in terms of cognitive, affective and creative capacities, while contributing to the development of their societies and to harmonious living in difference and diversity.

More operationally, with regard to formal basic education systems, quality of education can be defined as that which ensures that all citizens have access to the education system at the appropriate age. This education promotes smooth schooling and the acquisition of relevant learning for all students, while ensuring their health and well-being.

The literature has identified four factors as the main determinants of educational quality :

- the presence of effective school and learning time management practices;
- the deployment of qualified teachers who are able to teach effectively;
- the presence and use of infrastructural and instructional resources;
- -inclusive and secure environments for student development and engagement.

The definition of the quality of education, which in this programme will guide the analysis of its management in the formal basic education systems, takes into account these determinants as well as the expected results, which are :

- access to education ;
- fluid pathways;

real learning;

- well-being for all;
- consideration of the principle of equity.

We can thus, without seeking to be exhaustive, recall that quality depends on the overall efficiency of an education system that includes :

– **Educational policies:**

- the purpose and overall objectives of the education system;
- the operational strategies of the sector plan currently being implemented;
- the specific objectives assigned to each level of the education system.

– **Pedagogical processes:**

- The animation and pedagogical supervision at proximity;
- the pedagogical methods and practices of teachers;
- the prescribed curriculum and the curriculum taught;
- evaluation of learning, teachers' work, school performance, etc..;
- teaching conditions, especially class size.

– **Organizational and management factors:**

- school management, with a participatory dimension involving communities;

- the organization of the education system in the field (schools, decentralized administrative and pedagogical agencies);
- the effective implementation of professional values by all stakeholders in the system: responsibility, commitment, accountability among stakeholders in the education system;
- the collection and processing of statistical data and the production of the management charts required for oversight;
- the effective implementation of professional values by all stakeholders in the system: responsibility, commitment, accountability among stakeholders in the education system.

## 1.2. What is quality management?

It is not (only) the availability of trained teachers and the material conditions that determine the learning process. There is something about the governance of education systems that defines their performance. The success of education in terms of quality depends both on all the agents of the ministry, from the teacher to local and central government officials, but also on the parents of the pupils - in particular through the establishment of special management and/or regulatory mechanisms in the school as well as their participation in the financing of certain resources, on civil society stakeholders who can develop multiple activities to support schools and mobilize resources, private sector partners or technical and financial partners (TFPs).

We can also mention the systemic dimension of quality that results from the effective and efficient implementation of the major organizational and management roles of the education system: planning (infrastructure, equipment), human resource management (recruitment, training, assignment of teachers and supervisors, career management), curricula and syllabi, school management, financial resource management, evaluations (of learning and performance), information systems (EMIS), etc.

More specifically, it is possible to define educational quality management as a chain of coordinated actions between several levels of an education system aimed at producing information and decisions in order to achieve the expected results according to a framework, with an imperative vigilance to equity.

Directing an education system with regard to the quality of its service and its achievements presupposes first and foremost building consistency between the steering processes at all levels of the system. This implies first of all documenting policy choices and educational strategies through the use and structured analysis of all the data, contextualized at each level of the institution, and encouraging the sharing of the orientations and objectives that the system sets for itself according to the context. The system is also organized in iterative and constant processes of dialogue between stakeholders at all levels in order to structure the analysis of contexts, the definition of strategies adapted to the level of territories, the regulation of the allocation of resources according to the objectives of sector planning, the continuous adjustment of actions and the monitoring of performance.

In order to analyse the way in which the quality of education is managed in a formal basic education system, it is possible to distinguish four fundamental roles of management:

- definition of objectives and impetus for action in connection with a diagnostic;
- negotiation of the action and allocation of resources;
- support and monitoring of the action;
- assessment of the effects of the action and regulation.

Generally speaking, the definition of objectives and the impetus for action imply, first of all, the ability to assess the quality of education in a precise context and to define, consequently, targets enabling the initiatives of stakeholders at the different levels of the system to be aligned in a common direction, first and foremost the objectives of sector plans.

The second role refers to the need to define sequences of specific actions in order to achieve the envisaged target and the need to mobilize resources to implement them. In a complex system, the definition of actions always involves negotiation between stakeholders operating at different levels with a view to achieving coherence and transparency.

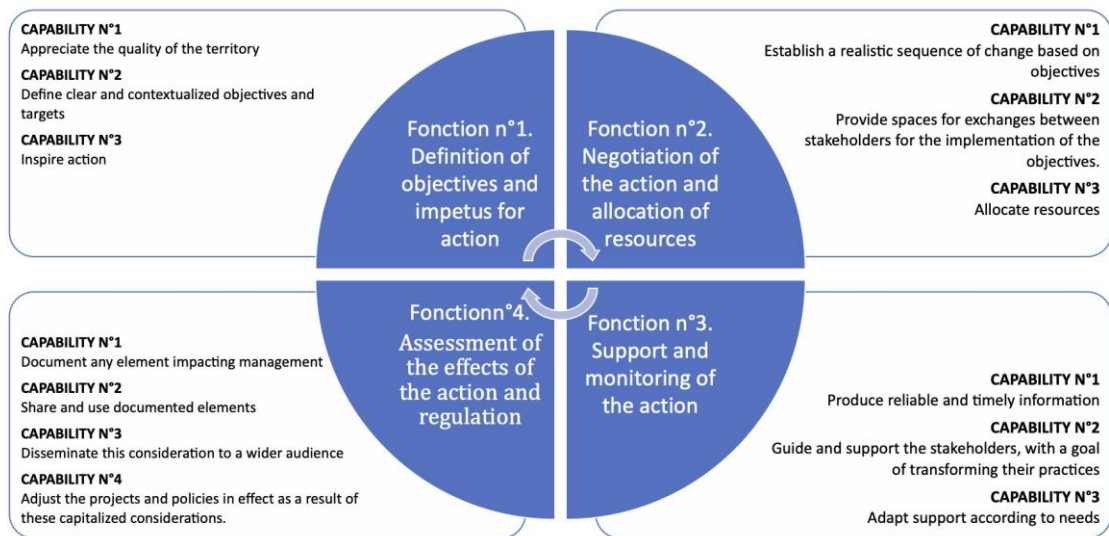
The role of accompanying and monitoring the action seeks to ensure the availability of reliable, timely and contextualized information on what is being done at each level, not from an accountability perspective, but to identify possible sticking points and offer support for further implementation. Here, too, a system's ability to respond flexibly and adequately to the differentiated needs (of territories, schools, and publics) identified in the implementation of educational policy is at stake.

The role of assessing the effects of action and regulation concerns the documentation of the policy and its implementation, i.e. the systematization of information on implementation in formats that can be shared and used by other audiences. It also concerns the circulation and use of this documentation, with a view to identifying areas for improvement and capitalizing on the knowledge acquired in implementation.

These four roles complement each other and are linked together in a continuous quality management process (see Flowchart 1.1).

## **FLOWCHART 1.1**

### **BASIC ROLES OF MANAGEMENT**



Oversight is carried out at all levels of an educational system. It is therefore possible to analyze it from several angles. The teacher in his class implements the quality of education at the level of his students and participates in the management of his school. It is possible to analyze these management practices for each of these four roles. Similarly, it is possible to analyze the way in which a director from initial education all the way through to the minister of education participates in quality management on a daily basis. It is therefore imperative, as part of our investigation, to define the angle, analyze and define it, in a more operational way, the concept of assurance.

Table 1.1 presents the theoretical framework that was used to analyze assurance in some of the sub-Saharan African countries that participated in the construction of this methodological guide. Table 1.2 presents the theoretical framework that was used to analyze oversight in some of the sub-Saharan African countries that participated in the construction of this methodological guide. Specific capacities have been defined for each of the fundamental roles of management. For the analysis of each capacity, the levels and/or structures targeted by the analysis are identified. This list of capacities, which is certainly not exhaustive, has proved satisfactory for analyzing the assurance of educational quality in systems characterized by a strong presence of the central administration in defining and driving national educational policies and where the decentralization of educational management was more or less incipient. The deconcentration and decentralization of decision-making relating to the management and oversight of the education system, as well as the allocation of resources to the entities concerned, are objectives that are being achieved in some countries (Niger and Senegal in particular).

This operational definition of the concept of quality management based on the capacities of stakeholders at the different levels of the system could facilitate the translation of the results of the analysis into a capacity building programme which would then be anchored in an action plan for improved management.

**TABLE 1.1 MANAGEMENT ROLES AND CHALLENGES TO THE STAKEHOLDER'S CAPACITY FOR OVERSIGHT**

Management roles	Role specification
Definition of objectives and impetus for action	The role of <b>defining objectives and driving the action</b> corresponds to the ability of the authorities to of the education system to define clear objectives and targets for improving the quality of schools and then to determine strategies to operationalize these objectives and encourage a chain of actions to achieve the defined objectives. This implies the ability of the authorities to base this impetus on prior knowledge of the state of quality in the territory, based on explicit and observable criteria.
Negotiation of the share and allocation of resources	The role of <b>negotiating action and allocating resources</b> corresponds to the capacity of the education system authorities to mobilize stakeholders at the decentralized and school levels to implement the objectives set for quality improvement. This implies providing spaces for exchange at the local level for the operationalization of objectives, defining more micro-level objectives down to the school level and, finally, making available to local stakeholders the resources needed to achieve the objectives.
Support and monitoring of the action	Ability of educational authorities to <b>monitor and support the implementation of planned activities to improve quality</b> , which requires several skills: the ability to produce relevant information using tools for monitoring existing policies and projects, to guide and transform the practices of stakeholders who contribute to assuring the quality of the system and, finally, to adapt support for the implementation of objectives to specific needs and contexts.
Assessment of the effects of the action and regulation	Ability of educational authorities to <b>review and regulate projects and policies related to quality improvement based on a prior assessment of system management</b> . This assessment is made by documenting any element likely to have a positive or negative impact on quality management and, ultimately, on the quality of learning itself (for example, but not limited to the innovative practices of stakeholders). The ability to assess and regulate policies implies promoting the sharing and reflection of stakeholders at all levels on these elements that impact the management of the system, followed by sharing this reflection with a wider audience in order to finally adjust the projects and policies in force following the capitalisation of these reflections.

### 1.3. Research questions

This analysis aims to answer the question: "How does the education system drive the quality of basic education?"

The answer to this central question derives from the answers to the following more specific questions, elaborated from the definition chosen for quality of education and quality management :

1. What are the quality management actions that can be identified at each level of the educational administration in charge of basic education?
2. What is the information that encourages the stakeholders to carry out these actions (available and recorded information, but also all other information that exists in the system but is not formalized and not recorded)?
3. Does this information take into account the determining factors of quality from an equity perspective?
4. Are the actions carried out by the different groups of stakeholders at the different levels of administration articulated in such a way as to be coherent/complementary?
5. What factors contribute to the success of the actions carried out by the stakeholders on smooth school paths, to the well-being and learning of all pupils? What factors hinder their effectiveness?

This analysis tries to answer these questions by analysing the four fundamental roles of quality management. Table 1.2 presents the guiding questions that are derived from the intersection between the specific research questions and the operational definition of management, taking into account the capacities specified for each role.

**TABLE 1.2 PRINCIPLE QUESTIONS FOR THE ANALYSIS OF FUNDAMENTAL MANAGEMENT TASKS**

Basic tasks for quality management	Research questions
<p>Definition of objectives and impetus for action</p>	<p>a. Do the stakeholders appreciate the quality of education in their field of intervention? Have they received instructions from their hierarchy in relation to the quality component of the sector plan in force? If so, which ones?</p> <p>b. Are they based on an appreciation of the fluidity of schooling, the well-being and learning of students and its determinants? If not, what are they based on?</p> <p>c. Are they able to position themselves in relation to other units of comparison?</p> <p>d. Are they able to distinguish different levels of quality within their jurisdiction?</p> <p>e. Are there targets and objectives for a specific catchment area and/or type of school related to quality improvement and/or the availability at the school level of resources/services deemed key to its promotion?</p> <p>f. Do they take into account the educational quality situation in that catchment area and/or type of school?</p> <p>g. Are the stakeholders aware that they are expected to contribute to their achievement?</p> <p>h. Are lines of action defined at the central and/or devolved administration level to be pursued by the stakeholders at the different levels to achieve these objectives and targets?</p> <p>i. Are provisions made, at the level of the central and decentralized administration, for the allotment of resources and/or services deemed key to achieving the established objectives and targets to the stakeholders at the lower levels of the implementation chain?</p> <p>j. Are the stakeholders at the lower levels of the implementation chain aware of the lines of action and the resources/services made available to them to achieve the objectives and targets?</p> <p>k. Do the objectives, targets, recommended lines of action, and the resources and services made available include the equity dimension, do they take into account the disparities between schools and students in terms of inputs and outcomes?</p>



<p>Negotiation of the share and allocation of resources</p>	<p>a. Are objectives and targets defined for a specific formal basic education institution, related to the improvement of educational quality in the short or medium term? What are the triggers and tools to support goal setting at the local level?</p> <p>b. Are there formal spaces dedicated to local negotiation of objectives and the activities deemed necessary to achieve them? What use do stakeholders make of these spaces?</p> <p>c. Which groups of stakeholders are responsible for implementing the activities deemed necessary to achieve the quality improvement objectives? Do they take ownership of these responsibilities? What are the mobilization, sensitization and ownership strategies deployed to promote true accountability?</p> <p>d. What resources are mobilized and allocated to implement the activities deemed necessary to achieve locally defined objectives? Where do these resources come from and how are they negotiated? Is the formula between resources and operational objectives being sought taken seriously? Have transparency and equity been taken into account in the allocation of resources?</p>
<p>Accompaniment and monitoring of the action</p>	<p>a. What tools are used by stakeholders at the central and decentralized levels of government to determine the status of implementation of quality improvement policies?</p> <p>b. Are these tools effectively used to produce relevant, accurate, reliable, timely, consistent and accessible information? How and by whom? Is the data provided by teachers in the classroom? by head teachers? by pedagogical staff? or collected by other stakeholders during periodic evaluations?</p> <p>c. Do the routine work tools of the stakeholders in charge of support and monitoring in schools and teachers take into account the fluidity of school career paths, the well-being and learning of students, as well as their deciding factors?</p> <p>d. What use do the stakeholders make of these tools? Are these tools used to trigger reflection-action related to quality improvement from an equity perspective?</p> <p>e. Are those in charge of support and follow-up for schools and teachers able to distinguish the different levels of quality achievement in each context? Are they able to adapt their actions of accompaniment, monitoring and support according to local needs? By adapting their modality of intervention, do they provide greater equity in the provision of resources and services deemed essential for student learning?</p>

<p>Assessment of the effects of the action and regulation</p>	<p>a. At the school district level, are the stakeholders encouraged to identify innovative quality improvement practices carried out in their district or recurrent practices that are conducive to quality? Are they encouraged to systematize these innovations or practices with a view to making them communicable and shareable to other audiences? Do they do so in a documentary format?</p> <p>b. What are the formal spaces provided for sharing experiences of innovation related to quality improvement? Are they functional? What use do stakeholders make of these spaces?</p> <p>c. Is the reflection on innovative practices followed by an effort to synthesize positive knowledge derived from the analysis of successful experiences as well as difficulties, constraints and frustrations? Is this positive knowledge formalized and systematized in a documentary format? Are they disseminated to other audiences?</p> <p>d. Does reflection on innovative practices lead to the revision of current quality improvement projects and the renegotiation of objectives, targets, activities and resources? How does this negotiation take place? Are these results systematized in a documentary format? Are they disseminated to the stakeholders responsible for project implementation?</p> <p>e. Are policy-makers informed about innovative practices carried out by stakeholders at school level and about renegotiations at the local level? To what extent is this information systematic? Is it useful for policy reformulation? Why and how?</p> <p>f. What other sources of factual information and positive knowledge do those responsible for formulating quality improvement policies at the central government level find useful? How do they access them?</p>
---	---

#### 1.4. A general approach to analysis

Analysis adopts a qualitative approach and an action research-inspired method that emphasizes participatory techniques. Documentary analysis, direct observation, individual and group interviews and focus groups (workshops) are the main techniques used to collect and triangulate data.

It is also proposed to examine the functioning of management chains, identifying throughout these chains the practices of the stakeholders, the tools (in the broad sense) they use and their statements of these practices and tools.

Management practice is defined as *any recurrent action undertaken by stakeholders with the intention of promoting the quality of education*. Throughout the research, management practices are identified through the triangulation of sources and the complementarity of data collection techniques. During collection, the practices emerge either in the discourse of the stakeholders when they are questioned about their role in

quality management, or are identified by the researcher as an external observer, through direct observation and/or documentary analysis.

The documentation of a practice involves the gathering of material traces of its existence and the narrative construction around its realization: who does what, with what periodicity, to what end, with what means, with what results and limits? We will say we have identified a management practice when a documented practice is recognized by the stakeholders ("makes sense") who carry it out and those around it.

The research hypothesis adopted is that it is possible to identify promising practices for quality management at all levels of the system, even if they prove to be sufficient to ensure quality education for all students. We also adopt the alternative and complementary hypothesis that some practices carried out on a daily basis are not very effective in ensuring smooth schooling, well-being and learning for all, sometimes in spite of the intentions of the stakeholders who adopt them.

These two hypotheses assume that any practice is perfectible. The research starts from this premise to encourage stakeholders to reflect on their practices and to identify what is referred to as a potential axis for improvement. The aim is to ensure that the analysis of existing practices contributes to opening up perspectives for change.

A **potential axis for improvement** emerges from the analysis that stakeholders make of their practices and in particular from the analysis of the factors that hinder their effectiveness. The way in which an axis is formulated should invite prospective action, but it should not be reduced to a concrete activity to be carried out by someone in an isolated or ad hoc manner. Nor should a potential axis for improvement be reduced to the addition of inputs (more time, more teachers, more materials, more infrastructure, more mobilization/participation, etc.), but rather to institutional and/or organizational factors affecting the management of material, human and technical resources. Thus, "Making school supplies available in time to combat social disparities" is one axis. On the other hand, "Giving school supplies to students" is not an axis but rather an addition of inputs.

In connection with documented management practices, proposals for potential axes for improvement are collected throughout the investigation. Their formulation evolves on the basis of exchanges with the different groups of stakeholders at the different stages of the analysis. The research therefore focuses on axes that concern several levels of the implementation chain of educational policies and that refer to transversal issues that are both close to the concerns of the stakeholders - already there - but without any real, satisfactory or lasting solution in the context observed.

By combining the documentation and analysis of the existing situation (management practices) with forward-looking reflection (potential axes for improvement), we seek to:

- to reconstitute the quality management chains , in order to identify weaknesses and/or dysfunctions;
- to assess the coordination between the practices of the stakeholders involved at each level of the system;
- highlight areas of freedom or initiatives around which it is possible to structure a programme for changing professional practices related to quality management.

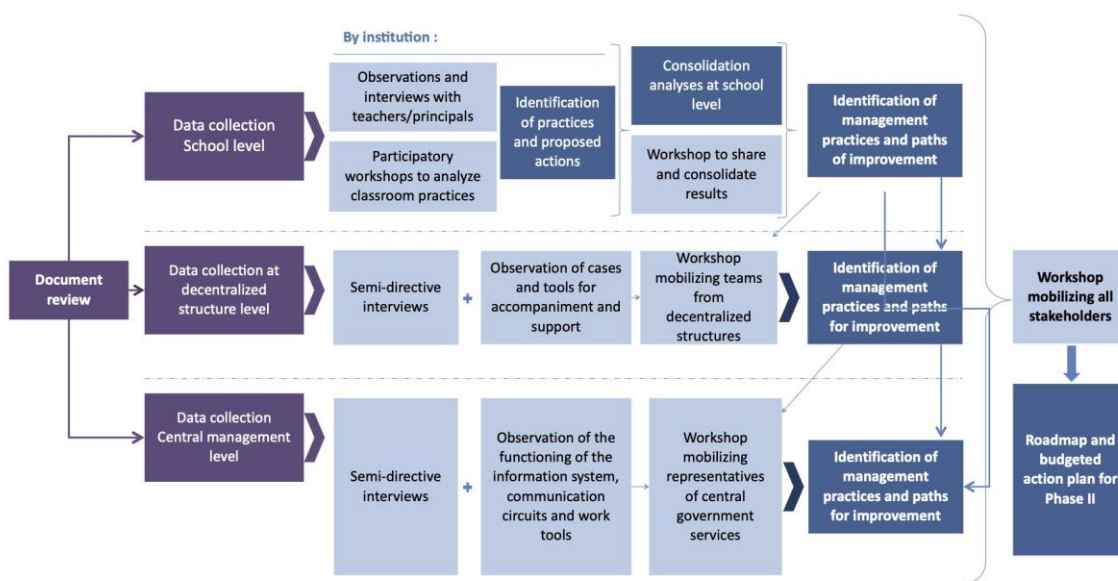
The approach is based on an iterative process of data collection, processing and analysis, moving forward by "layers" representing the different levels of public education administration. It begins with the observation of management practices in classrooms and school buildings, then moves on to the level of school catchment areas (districts, inspectorates or districts), then to the level of the decentralized (regional) administration, and finally to the central administration. At each level, the preliminary results of the survey are interpreted with the collaboration of the stakeholders surveyed. These results are then standardized and reintroduced at the next level of analysis, thus complementing the data collection at that level.

This cumulative approach, which starts from "bottom" to "top", or rather from "micro" to "macro", aims to build an understanding of the functioning of the system based on the appreciation of its various interacting parts.

Representatives from the different levels of the administration that participated in the survey are brought together at the end of the so-called "diagnostic" phase, in workshops dedicated to the formulation of a roadmap for improving quality management. This framework is used as much for sharing and validating the consolidated analysis as for the collective projection of actions to be taken in order to move towards the realization of a common vision of improved management. The approach thus aims to contribute to the construction of a shared understanding of the stakes involved in quality management and to the empowerment of the stakeholders in relation to the proposals for improvement that will result from the analysis, these elements being particularly reflected in the planning strategy.

## FLOWCHART 1.2

### FROM THE ANALYSIS OF QUALITY MANAGEMENT PRACTICES TO THE FORMULATION OF A ROADMAP



## 1.5. Selection of observation sites (sampling of schools, inspectorates and regions)

The assessment of quality management in the formal basic education system is based on the analysis of quality management practices identified at the levels of classrooms, schools, inspectorates/constituencies, regions and central government structures/agencies. It is therefore a "cross-section" of public education administration. The scope of the work to be carried out (see Flowchart 1.2 above) and the need to synchronize it with the school calendar make it necessary to use a sample.

The choice of observation sites (regions, inspectorates and schools) is made on the basis of a purposive sampling method. In a resolutely qualitative approach, the analysis targets "high-performing schools in challenging circumstances". The choice to target high-performing schools is justified by the intention to identify local quality management practices that can serve, in the medium term, as a lever for an endogenous capacity building process. The emphasis on challenging circumstances aims to identify relevant and supposedly effective practices in contexts marked by the scarcity of technical and material resources, and is justified by the intention to produce knowledge on sustainable alternatives for improving educational policies.

The sampling method also aims to open up opportunities for exchange and dialogue between stakeholders at the different levels of the administration, with a view to highlighting local management practices, which is opposed to an attitude of control, surveillance and sanction of "local behaviours that are sometimes accused of being deviant".

In the countries that participated in the development of this methodological guide, the survey was conducted in two regions. Within each region, two inspectorates or school districts were targeted. In each inspectorate, three or four public basic education institutions were selected and, in each school, three or four classes were observed. Box 1.1 provides a simplified description of the procedure used for sample selection.

The samples were constituted, in advance, from the exploitation of available school statistics. These data made it possible to identify the areas that met the stated criteria (high-performing schools in challenging circumstances). The final choice was made in consultation with the country's authorities.

From central government officials to teachers in the classroom, stakeholder commitment to the research process is crucial to its success.

The representativeness of this sample is mainly due to the quality of a significant immersion in the schools (most often over a period of two weeks) and the cross-fertilization of points of view that are built within the research team and in the dynamics of dialogue with teachers, the management team and the school's partners, first face-to-face and then in workshops at the different levels of the system.

## BOX 1.1

### SAMPLING STEPS SELECTED FOR THE FIRST COUNTRIES

The sample of 16 public elementary schools selected is based on the use of statistical data using a three-step approach:

#### Step 1 (choice of two regions)

Selection of two regions marked by a high index of failure in the education system based on: enrolment, access, completion, retention and success rates in basic education. These rates are lower than the national average in each of these two regions.

#### 2nd stage (choice of four inspectorates)

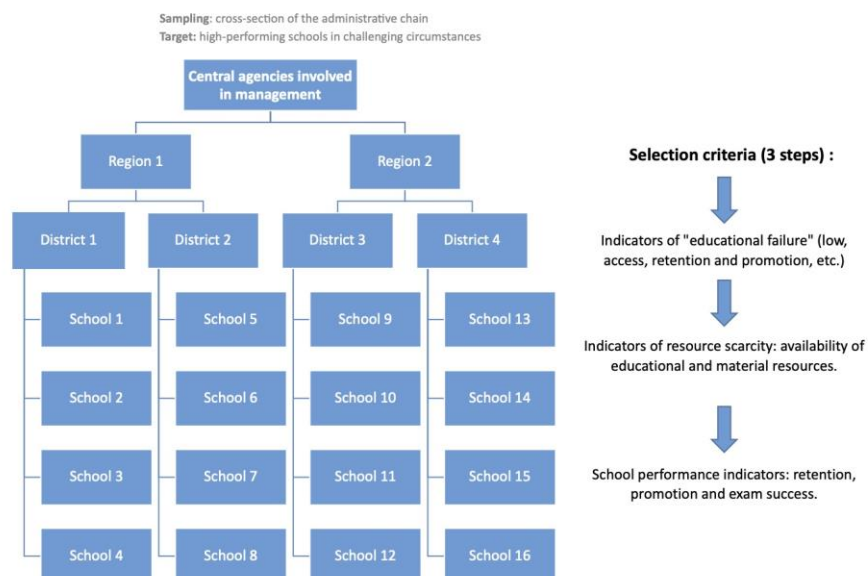
Within each region, two inspectorates marked by a scarcity of material and pedagogical resources are selected. The selection is made on the basis of the construction of a composite index of the schools' material and pedagogical resources. These are inspectorates with a high proportion of schools with few material and pedagogical resources.

#### Stage 3 (selection of 16 schools)

Selection of high-performing public schools: Within each selected inspectorate, four schools are selected on the basis of national exam pass rates and school retention rates. That is 16 public schools that "perform well in a challenging circumstances".

### FLOWCHART 1.3

#### SAMPLING METHOD



## 1.6. Institutional arrangements for a national research team formation: The case of pilot countries

In each country that participated in the development of this methodology, the survey was conducted by an NRT composed of eight officials from the ministry in charge of formal basic education. The members of the research team had to have experience both in formal basic education and in quality management functions at the level of the decentralized or central administration. It was also recommended that profiles from different departments of the education administration be brought together, with a view to creating a team that could assess quality management from complementary angles. In addition, the targeted agents were to remain in public education administration for a period of at least five years after this study.

The appointment of the members of the NRT was made by the national authorities. In most cases, agents assigned to the central directorates, former inspectors or educational advisers, but also inspectors in training were appointed. The NRT members were officially appointed and thus released from all other commitments for the duration of phases I and II of the programme (from the survey to the elaboration of the road map), estimated at nine months.

The NRT was placed under the aegis of a national focal point, also designated by the authorities, most often with the status of national director of a service directly involved in quality management in formal basic education. The focal point was responsible for regularly informing the hierarchy according to a communication strategy decided upon on the development of the programme and for ensuring that the NRT had good conditions to perform their work (provision of a meeting space, protocol procedures for carrying out field missions, workshops, etc.).

In order to ensure the orientation, coordination and in situ technical supervision of the NRT in each country, a consultant was recruited and linked with the implementation of the programme by IIEP-UNESCO Dakar. The technical supervision of the work of the national coordinating consultants and the NRTs was carried out remotely by IIEP-UNESCO Dakar via a digital platform, as well as by accompanying missions in the field at times considered strategic for the methodological training of NRTs. This digital platform has enabled the IIEP-UNESCO Dakar (ESPD) supervision team not only to supplement the guidance given in class by the coordinating consultants, but also to provide timely feedback to national teams and to take advantage of the sharing of experience between teams in different countries.

Throughout the survey, the supervision strategy has been the gradual empowerment of NRTs, with a view to building their analytical capacity on a sustainable basis. This institutional mechanism put in place for the analysis of the quality management of formal basic education and for the formulation of the road map offers NRT members the opportunity to change their professional stance for the duration of the survey and then influence other colleagues on the possibilities for change. This mechanism also aims to ensure national appropriation of the survey results and the relevance of the resulting actions.

## NOTICE

*A collection of tools completes this methodological guide.*

*For Chapter 2, see **Volume 1 : Les outils de la collecte de données au niveau des établissements scolaires** – May 2020 –87 pages.*



## 2. Analysis of quality management practices at school level

The analysis of quality management in formal basic education begins with the documentation and analysis of management practices at the level of public schools. In each school in the sample, management practices are identified through a research protocol that combines class observation, administration of questionnaires, semi-structured interviews and an intra-institutional workshop that brings together the entire pedagogical team. The aim of this protocol is to arrive at a shared diagnostic of quality management practices in the school and to provide indirect support for the development of the school's project approach - or even contractualization - when these tools have already been introduced into the sectoral policy. Finally, this diagnostic is consolidated in the form of a case study for each institution surveyed, carried out by the NRT.

The findings of the case studies of institutions in the same district or inspectorate - in particular the management practices and potential areas for improvement identified by the stakeholders - are then synthesized and discussed with representatives of a larger number of institutions in the same area, in the context of an inter-institutional workshop. This time of sharing and collective reflection aims to determine the relevance of the practices and potential areas for improvement identified in the sample schools for other schools in the zone.

In a second phase, the results of the survey at the school level will be reintroduced into the analysis of quality management practices at the level of the decentralized education administration. This chapter presents the research protocol for the construction of school case studies and the implementation of inter-institutional workshops.

*See Volume 1, Ressources 4.6 et 4.7 : « Repères pour la formalisation des axes potentiels » et « Crash test pour l'analyse et la validation des axes ».*

### 2.1. Objectives of the school-level analysis and research protocol

The objectives of the analysis at the institutional level are to :

- identify the statements of the stakeholders at the school level on the quality of education ;
- to document the practices of education quality management carried out by the stakeholders at the school level;
- identify potential areas for improvement in education quality management, based on the reflection of stakeholders on their practices;
- to identify themes and/or problems related to quality management on the basis of discussions with stakeholders at school level, themes that will be used to pursue research at the level of the decentralized and central education administration.

In this research approach, all activities must be negotiated and programmed with the stakeholders surveyed. Care must be taken to ensure that the observer-researchers are at the service of the practitioner/observer and that the findings of the former are shared with the latter, in order to constitute a true dialogue for the construction of a common vision and co-responsibility towards change. Unannounced visits are absolutely not recommended. The possible unwillingness of the stakeholders to participate in the survey must be respected.

For each institution in the sample, the case study involves the following sequence of activities that takes place over a period of approximately two weeks:

**1. Prior collection and analysis of administrative data** in order to establish a basic profile of the school (location, contact with the management team, profile of students and teachers, number and size of classes, graduation and drop-out rates by gender and class, etc.). This information is intended to provide members of the research team with an initial overview of the school's pedagogical organization and to prepare the logistics of their stay in the school.

**2. Make contact with the institution** and verify the voluntary adherence of the research with the pedagogical team. With the approval of the hierarchy, the direction of the institution will be informed of the objectives of the research, the proposed period of the research team's stay in the school and the activities to be organized there. It is also a matter of reassuring them about the anonymous nature of the data that will be collected and requesting confirmation of their willingness to participate in the study.

**3. Visit of the institution** for data collection: administration of questionnaires to the management team and teachers, class observations, semi-structured interviews and collection of work tools related to documented practices (e.g., school project and activity reports, minutes of teachers' council meetings, pedagogical support reports, inspection bulletins, dashboard, etc.).

**4. Processing of collected data** and preparation of the inter-institutional workshop. This includes producing factsheets on management practices and potential axes for improvement identified in the school.

**5. Conducting an intra-institutional sharing workshop.**

The workshop serves to collect the statements of the members of the pedagogical team on the quality of education and to further document the practices identified and the reflection on the potential axes for improvement mentioned.

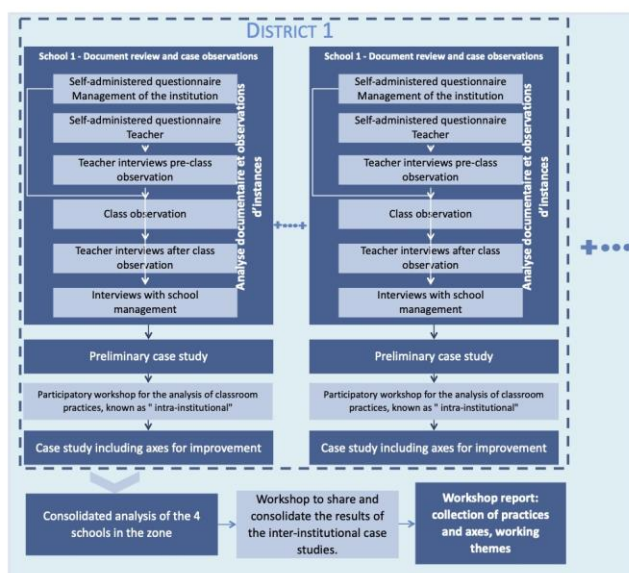
**6. Drafting of a case study** consolidating the results of the survey in the institutions.

Following the application of this protocol in each institution of the sample from the same district / inspectorate / catchment area, the analysis continues with :

## 7. Conducting an inter-institutional sharing workshop.

This protocol is applied for each of the catchment areas in the sample. The aim will be to consolidate the analysis of quality management practices at the level of the schools in the catchment areas surveyed, with a view to feeding into the analysis at the level of the decentralized administration.

**FLOWCHART 2.1**  
**RESEARCH PROTOCOL FOR THE ANALYSIS OF QUALITY MANAGEMENT AT THE SCHOOL LEVEL**



The following sections describe in more detail the activities carried out by the research team during the school visit, the benchmarks used to conduct the intra-institutional workshop, the writing of the case study, and the preparation and conduct of the inter-school workshop.

### 2.2 Data Collection in Schools

Data collection at each site in the sample is done through the following sequence of activities:

- self-administration of a questionnaire to the institution's management team ;
- self-administration of questionnaires to the teachers whose classes will be observed (three to four classes per school);

- Semi-structured interview with each teacher whose class will be observed (pre-observation interview);
- class observations (three to four classes per school);
- semi-structured interview with each teacher whose class will be observed (post-observation interview) ;
- semi-structured interview with the school management team.

Data collection within the same school can be done by four members of the NRT . For teacher interviews and classroom observations, this quartet can be divided into pairs. This organization allows an NRT composed of eight members to conduct data collection in parallel in two schools. It is strongly discouraged to collect data individually.

In addition to administering questionnaires, class observations and interviews, the quartet should collect and analyze work tools related to the management practices identified in the school. In this context of immersion, the research team must also proceed as much as possible to the observation of steering bodies (teachers' council, head teachers' meeting, pedagogical meeting, body involving the community, etc.).

The length of stay for the quartet to collect data within an institution is estimated to be three to four days.

It is possible to digitally record all the interviews but on the condition that the anonymity of the verbatim transcriptions, the archiving of the digital tape and the agreement of the interviewee are very clear.

### **2.2.1. Filling in the self-administered questionnaires by the management team and teachers**

Upon arrival at the institution on the agreed upon date, the foursome will report to the director of the institution. The director indicates the three or four classes/teachers who will be willing to be observed.

The quartet gives him/her the "management team" questionnaire (see Volume 1-Tool 3.1) and informs him/her that they will collect the questionnaire on the last day of class observation, in order to prepare for the interview with the management team the day after the observations. The team suggests that the headteacher be accompanied by staff members who are particularly involved in the school's operations in order to complete the questionnaire.

The research team also gives the principal the preliminary questionnaires for the class observations (Tool 1.1) to give to the teachers whose classes are to be observed. These completed questionnaires are ideally collected on the day before the class observation or no later than 2 hours before the observation.

*See Volume 1 of collection – Questionnaire autoadministré à destination de l'équipe de direction. (Tool 3.1).*

## 2.2.2 Pre-interview, classroom observation and post-observation interview

This step, carried out in pairs, is repeated in three or four classes, with the teachers in charge of these classes:

- Interview prior to class observation, lasting 30 to 45 minutes: after having read the questionnaire filled in by the teacher, the pair interviews the teacher in order to identify and negotiate the observables of the session that respond to a problem that seems to emerge from the interview, which makes sense for the teacher and which refers to the quality of teaching and equity of learning. This exchange is conducted with the support of an interview guide and recommendations for the development of the teacher's initial problem (resources 1.2 and 1.3).
- Classroom observation: lasting 45 minutes to 1.5 hours, the observation is supported by tools and resources (tools 2.1 to 2.4 and resource 2.5) and is ideally carried out over two class sequences.<sup>35</sup> - Classroom observation: lasting 45 minutes to 1.5 hours, the observation is supported by tools and resources (tools 2.1 to 2.4 and resource 2.5) and is ideally carried out over two class sequences. The following documents are produced :
- a simplified grid for qualitative assessment of the effectiveness of teaching/learning - tool 2.1 - to be completed by each member of the pair without consultation and shared at a later date;
- an observation grid known as the analysis grid for each of the three focal points targeted by the survey, namely: the degree of cognitive clarity of the teaching - tool 2.2 -, the real time of engagement of the students in the task - tool 2.3 - and the relevance of the support for learning, in particular for students with difficulties - tool 2.4. These three grids are completed by the members of the pair together;
- a tool for scoring aspects related to the problem proposed by/negotiated with the teacher during the pre-interview - resource 2.5 -, also used by the pairs.
- Interview following class observation, lasting 45 minutes: after a period of consultation and synthesis of the pair (15 to 30 minutes), the pair interviews the teacher in order to share the observations collected and to identify/validate one or more potential areas for improvement. A specific interview guide accompanies this data collection step (resource 2.6).

In this sequence of activities, the teacher is led to identify and analyze the practices he or she carries out in the classroom that contribute to the acquisition of learning for all students. Researchers will cross-reference the teacher's statements of the nature and issues involved in improving the management of the quality of the teaching provided (and in particular the equity of student learning) with the identified observables (between saying and doing), in order to support the teacher in the analysis of his or her practice. This approach aims to ensure that, in the exchange with researchers, the teacher identifies "possible spaces for pedagogical innovation" in relation to themes as different as the organization of student work, resource mobilization, the internal communication network, partnership with the local community, community mobilization, etc. The

teacher's role is to identify the "possible spaces for pedagogical innovation" in relation to the themes identified. From each sequence, quality management practices carried out in the classroom and potential areas for improvement related to these practices are thus identified.

We define as "innovative" all initiatives that propose to implement a change in the direction of an improvement in relation to a situation, i.e. changes in routine and/or habitual practices. It is then only a question for the researcher to identify with the teacher, based on what he says about his practice, what could evolve and not to engage in this transformation in a more or less contractual form. In this context, special attention is given to possible past experiences that could constitute promising practices for the system - even when they seem modest.

### 2.2.3. The interview with the management team

At the end of the class observations and interviews with the teachers in charge of the observed classes, the quartet retrieves the questionnaire completed by the management team. It is strongly recommended that the headteacher be accompanied by his or her collaborators during this interview, in order to have a more complete view of the management practices that are carried out on a daily basis.

The interview is deliberately placed following the interviews with the teachers and class observations to allow feedback on the results of the entire data collection at this level.

*See Volume 1 of the Collection. This self-administered questionnaire consists of 67 items. Resources 3.3 and 3.4 are provided to assist in the conduct of these interviews.*

The questionnaire (**Tool 3.1**) completed by the management team beforehand contains four parts:

- characteristics of the school population ;
- school results;
- the elements that help students to succeed;
- analysis of what works well and what does not work well in the school.

The questions invite the management team to identify the quality management practices it carries out on a daily basis and to identify areas for improvement.

The answers to the questionnaire are analyzed by the quartet in order to prepare for the interview, which is used to explore in greater depth those questions that seem to be overlooked or, on the contrary, that seem to be particularly interesting/original in the school. It also allows the management team to clarify their answers.

When preparing for the interview, the members of the NRT also integrate data from class observations. The triangulation of the questionnaire responses with the results of the teacher survey thus makes it possible to identify practices that deserve to be documented in advance during the interview. A guide (resource 3.3) is devoted to the proper conduct of this interview, which lasts approximately 1.5 hours.

The interview thus makes it possible to complete the analysis of the practices carried out by the teachers by specifying the role of the management team in relation to these practices and by adding the practices specific to the management team. The interview is also an opportunity to identify other documentary sources by offering a record of the practices identified.

### 2.3 Conducting the intra-institution workshop

After finalizing the data collection within the school and analyzing the collected documentary sources, the idea here is to organize a workshop in each school in the sample that brings together all members of the pedagogical team, including the unobserved teachers.

The objectives of the intra-institution workshop are as follows:

- Collect the statements of the stakeholders involved in the quality of education and analyze them, taking into account the definition of quality adopted by the programme (outcomes, pathways, well-being and determinants of success);
- Analyzing the quality management practices identified at the school level;
- identify and formalize the preliminary axes for improving quality management, including those related to the sectoral policy for the development of school projects and, possibly, any form of contractualization.

The workshop is structured in three parts, each corresponding to one of the objectives:

- part 1: analysis of statements of education quality;
- part 2: restitution of the quality management practices identified in the school and analysis by the stakeholders of the effectiveness of these practices;
- part 3: identification and formalization of potential areas for improvement, analysis of obstacles to their implementation.

A proposed sequence for the intra-institutional workshops is presented in the collection - resources 4.1 and 4.2 - as well as proposed sequences for each moment (resources 4.3 to 4.5). This workshop is expected to last half a day or a full day. It is necessary for the quartet to devote at least one day of work to its preparation. This preparation should be done under the supervision of the NRT coordinator, if possible with all NRT members, in order to capitalize on their experiences and refine the criteria for the analysis.

In order to prepare for this workshop, the quartet will need to work together before and during the collection at the level of the institution :

- Write a factsheet for each identified and documented practice.

Based on the restitution of the data collected, this factsheet should answer the following questions about each practice: who does what, how, for what purpose, with what periodicity and what resources? It should also indicate what results are achieved with this practice and what leads can be envisaged for the future.

- Based on the restitution of the data collected, prepare a list of pathways for improvement evoked by the players in connection with each practice identified and documented.
- Work on the development or enrichment of the school or establishment project to give it meaning, to make it truly contextualized and to ensure that it is in synergy with the axes for improvement that have emerged from the collection and statements.
- Prepare the workshop's guiding document, i.e., the support that will be presented to the participants.

The workshop is a place of production where collective/participatory work is encouraged. With regard to the analysis of the identified quality management practices, the activities of the workshop must lead to collective productions containing a description as well as an analysis of the efficiency and equity of the identified practices, always from the point of view of the stakeholders. Based on the factsheets elaborated by the NRT from the data collected in advance, the descriptions of these practices are collectively corrected, completed and validated. The analysis, in turn, must help to shed light on the expected results and those actually achieved for each practice, the factors contributing to or blocking the achievement of these results, as well as the conditions of sustainability and its consequences in terms of equity.

This collective work of analyzing the effectiveness of the practices initiates reflection on potential axes for improvement. The pathways evoked by the stakeholders to improve their practices during data collection are taken up at this point.

The participants are confronted with the notion of potential axes for improvement and are encouraged to react to the pathways presented. The exchanges between the participants aim to formulate potential axes for improvement based on a more global reading of these pathways. The participants must be able to establish a relationship between the axis and the factors that hinder the effectiveness of the practices analyzed previously and to explain how this axis would lead to better academic results, more fluid pathways and/or the well-being of all students, especially those with the most difficulties. The workshop should serve to specify the objective of each potential axis for improvement, identify risks and opportunities, as well as the stakeholders and resources - material, technical, human and logistical - to be mobilized for its implementation.

A report is prepared for each intra-institutional workshop. This report remains narrative (number of participants, duration of the workshop, etc.) and integrates the data presented during the workshop, as well as the collective outputs. The report should also record the arguments of the workshop participants, if possible in the form of verbatim quotes. The report is sent as soon as possible to the supervisory team of IIEP-UNESCO Dakar to support the preparation of the inter-institutional workshop and supervise the writing of the case studies.

## 2.4. Writing the case study

A case study is produced for each site in the sample. Its objectives are :



- To ensure adequate recording of the data collected, in an easy to use format, thus facilitating their exploitation during the following stages of the analysis;
- To document the quality management practices identified at the school level;
- present proposals for improving quality management with discussions at the school level, gather elements that will allow for more in-depth reflection on the axes to be adopted during the formulation of the roadmap, including, if necessary, the question of the functionality of school projects

*See Volume 1 of the collection-Resource 4.8: "Orientations pour la formalisation des études de cas.*

Each case study represents a kind of black box of the observed institutions. It should allow any external reader to immerse themselves in the functioning of the institution and understand the practices implemented there. The case studies recognize the complexity and integration of the social truths observed. By carefully studying these social situations, they may present discrepancies or conflicts between the points of view of the stakeholders, including those of the observers. The case study should not rule out points of divergence in the stakeholders' analyses, but rather capitalize on them.

Case studies should document observed practices and stakeholder discourse analysis in real contexts, recognizing that context is a powerful determinant of cause and effect. It is therefore a matter of ensuring that notes are taken as accurately as possible, particularly of the stakeholders' discourse. As these contexts are in motion, the case studies examine and report on the complex and dynamic interactions of events and synergistic human relationships in a single monograph-type document.

Each case study contains a presentation factsheet of the school, providing a profile of the school while ensuring its anonymity, a description of the data collected on the statements of the stakeholders on the quality of education and the practices carried out in the classrooms, by the teachers and by the management team, an analysis of the quality management practices identified and documented. A final section is devoted to the presentation of proposals for potential axes for improvement formulated with the members of the pedagogical team, integrating, if necessary, exchanges during intra- and inter-institutional workshops.

*See Volume 1 of the collection. A checklist for verifying the completeness of the data collected from the school is available in Tool 3.4 of the collection.*

## **2.5. Conducting the inter-institutional workshop**

In each catchment area of the sample, a workshop for sharing and uniting the results of the case studies carried out, known as an inter-institutional workshop, is organized in the week following the closure of the intra-institutional workshops.

The inter-institutional workshop is a space for identifying the most obvious management issues in the catchment area and for reflecting on the favorable factors and limits to more effective local management. It is also a space for reflection and training insofar as the participants are confronted with a definition of quality that takes into account the well-

being and learning of the students, the fluidity and equity of their educational pathways, access to basic education at the right age, as well as the factors recognized in the literature as determinants of these results.

See Volume 1 of the collection of Tools-Tool 5.2. See in particular the section on "*Repères pour la conduite des ateliers inter-établissements*".

The objectives of the inter-institutional workshop are as follows:

- to present and promote reflection on the definition of quality carried by the programme and its relationship with the stakeholders' statements ;
- to share and validate the quality management practices documented in the surveyed schools, with the aim of identifying the most representative or "meaningful" in the catchment area by putting into perspective the convergences/divergences observed;
- to present and deepen the discussion on the potential axes for improvement identified, in particular with a view to identifying their possible components and analysing their feasibility.

The target audience of the inter-institutional workshop is made up of representatives of a larger and more heterogeneous number of basic education institutions from the same educational catchment area. The participants are therefore essentially members of the educational teams of the catchment area, including the schools in question. In addition to the three or four schools observed, 10 to 12 other schools are invited, with two to three participants per school (including the head teacher). This represents nearly 40 participants.

The workshop programme is structured in three parts, each corresponding to one of the objectives:

- Part 1: Statements of the quality of education and definition of the management support program. The NRT provides participants with the representations of the stakeholders in the schools surveyed on what constitutes a quality education. This presentation should trigger exchanges between the participants about their statements of quality. The program's definition is then presented to feed and enrich these exchanges. Any aspects of quality not covered by the programme definition are then highlighted.
- Part 2: Restitution and debate on the quality management practices documented in the institutions surveyed. The aim is to have a debate on the quality management practices identified in the schools surveyed, with a view to assessing their relevance for other schools. Opinions on the effectiveness of these practices in terms of quality are compared and the factors that contribute to or hinder the achievement of the results envisaged in each case are discussed in greater depth.
- Part 3: Analysis of potential axes for improvement in quality management. This involves presenting the potential axes for improvement in quality management identified in the surveyed establishments, identifying those that "make sense" for all or most of the establishments represented, and then discussing in greater depth the possible components of each area and the feasibility of implementing them.

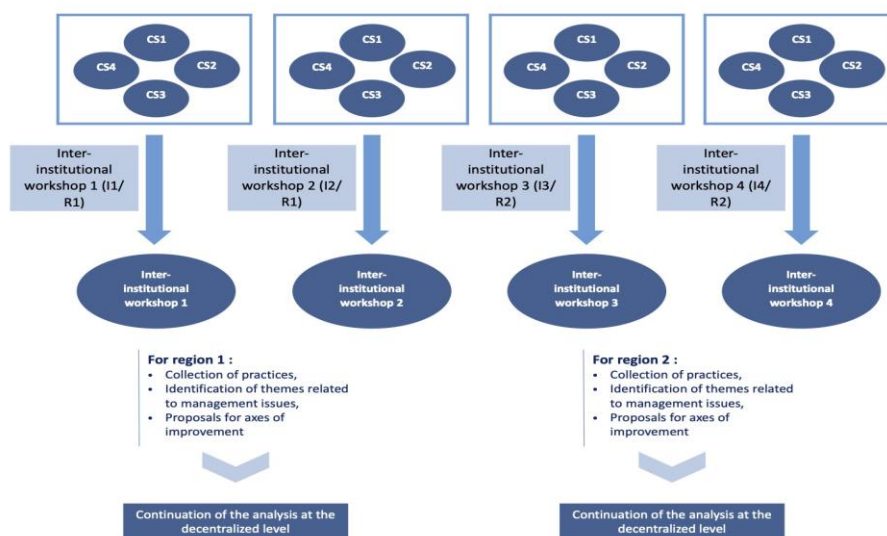
A proposed format for the inter-institutional workshops is presented in the collection of tools 5.1. The duration of the workshop is set at 5 or 6 hours of actual work. At least one working day should be devoted to the preparation of the inter-institutional workshop. The aim is to consolidate the results of the investigation in the surveyed establishments in the catchment area. The entire research team participates in this preparation.

The preparation of the inter-institutional workshop involves :

- The elaboration of a synthesis of the statements of the stakeholders of the surveyed institutions on what constitutes quality of education, based on a matrix resulting from the definition of the quality of the program.
- The restitution of a list of documented quality management practices. The practices documented in the surveyed schools are grouped by purpose. The identification of their common elements leads to so-called generic descriptions of the practices. A factsheet is then prepared for each generic practice, describing it and analyzing its effectiveness, based on the restitution of data from the case studies.
- Restitution of the potential axes for improvement identified by the stakeholders in the schools surveyed. As with the practices, the axes resulting from the various case studies are grouped together by purpose and reformulated for a more holistic reading of the management issues. A factsheet is also drawn up for each reformulated potential axis for improvement, presenting its purpose, the way in which management would be impacted by this area, a proposal for its various components and an analysis of their feasibility. An example of an approach for drawing up a consolidated list of practices and potential axes for improvement can be found in the collection of tools - Tool 5.2

## FLOWCHART 2.2

### OUTPUTS FROM THE SURVEY AT SCHOOL LEVEL



As illustrated in Flowchart 2.2, a report is written following the inter-institutional workshop. It contains, among other things, the following

- a description of the stakeholders' statements at the school level of the notion of quality of education and an analysis of the points of convergence and complementarity with the definition provided by the programme ;
- an analysis of the most recurrent quality management practices in the schools surveyed;
- a presentation of the potential axes for improvement analyzed during the inter-institutional workshop;
- a summary of the expectations in terms of support for institutional teams in developing potential axes for improvement;
- Proposals of themes for continuing the dialogue with the decentralized agencies.

A proposed outline for this report is available in the collection of tools-resource 5.3.

The thematic proposals are the result of the analysis made by the NRT of the most recurrent management problems, in relation to documented practices and potential axes for improvement. They refer, for example, to the effectiveness of pedagogical support, the relevance and usefulness of learning evaluation systems, the dynamics of community participation in promoting well-being, support for schooling and/or school management, the challenges of implementing support programmes for students with difficulties, etc. The proposals are based on the analysis made by the NRT of the most recurring management problems, in relation to documented practices and the potential axes for improvement selected. These themes are used to guide further analysis of quality management at the level of the decentralized administration (see Flowchart 2.2).

*See Volume 1 of the collection of tools. Orientations are proposed for the formalization of the results of this workshop, which concludes this stage.*

### 3. Analysis of quality management practices at decentralized administration level

After the survey at the school level, the analysis of quality management in formal basic education continues at the decentralized education administration level. The analysis is conducted in each of the sampled regions.

In each region, the management practices carried out by the stakeholders at this administrative level are essentially identified through documentary analysis and direct observation of management bodies (service meetings, staff groups, etc.). Semi-structured interviews are carried out to complete the data collection and help interpret the data. The collection targets the agencies of the decentralized administration directly involved in managing the quality of education, e.g. statistics and planning, initial and continuing training, exams and competitions, community participation, etc. The data is collected by the local authorities and is used to assess the quality of education. It is based on the themes and practices resulting from the analysis at the school level.

The data collected is processed and deepened thanks to two types of factsheets - the management chain and thematic factsheets - which also integrate the data from the survey at the school level. These factsheets will be used as a basis for a workshop to analyze quality management practices at the level of decentralized administration, bringing together the stakeholders involved at this level. The workshop will lead to a shared diagnostic of management practices at the level of schools and the decentralized administration, consolidated in a report for each region of the sample.

The results of the survey in the regions of the sample will be consolidated and reintroduced into the analysis of quality management practices at the central education administration level.

A collection of tools completes this methodological guide. For Chapter 3, see **Volume 2 : Les outils de la collecte de données au niveau des services déconcentrés – May 2020 – 48 pages.**

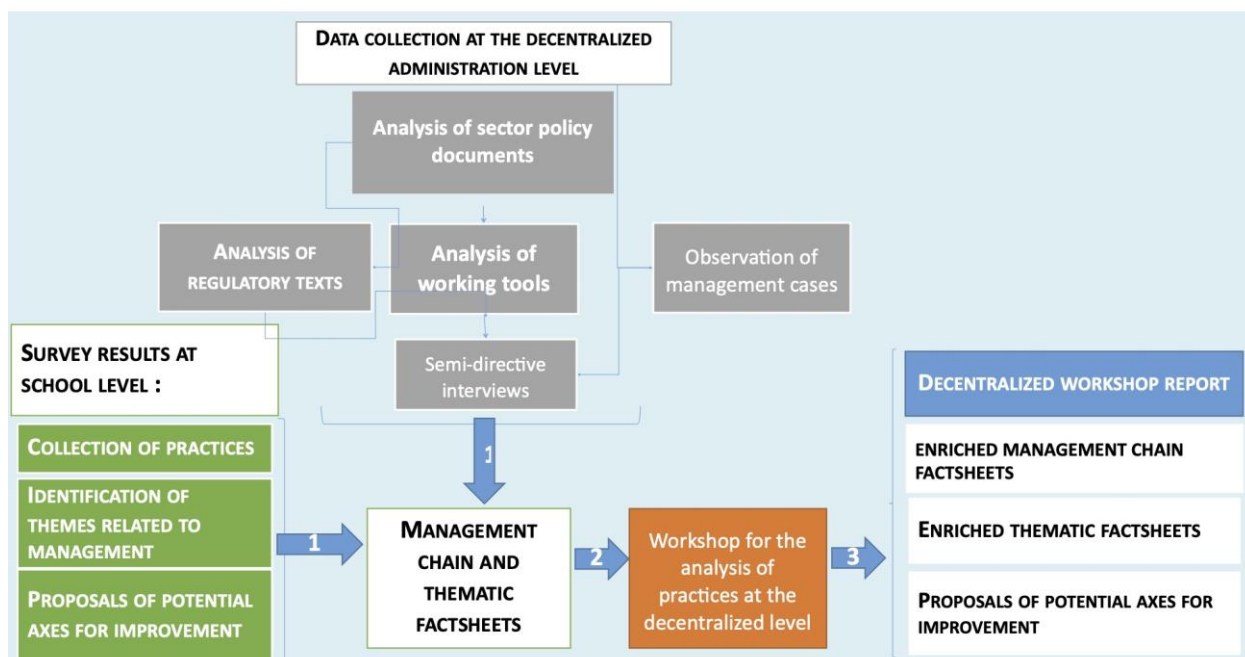
#### 3.1 Objectives of the analysis at the decentralized administration level and research approach

The objectives of the analysis at the level of the decentralized administration are as follows:

- determine the perspectives on quality of education of stakeholders at this level and compare them with the statements of the stakeholders at school level;
- document management practices on quality of education at the decentralized administration level and compare them with the practices documented at the school level;
- identify potential axes for improvement in the management of educational quality, based on the reflections of stakeholders on their practices and the proposals emerging from the analysis with stakeholders at the school level;
- from the analysis of the practices at the level of the decentralized administration, identify questions that will help to direct and deepen the investigation at the level of the central education administration.

This analysis does not follow a fixed research protocol, but rather an approach that makes it possible to adapt the survey according to the results of the analysis at the school level and the organization and functioning of each educational system.

**FLOWCHART 3.1**  
**APPROACH FOR THE ANALYSIS OF MANAGEMENT PRACTICES AT THE DECENTRALIZED ADMINISTRATION LEVEL**



The data collection at the decentralized level should be adaptable, whether it is through:

- the use of collection tools (observations are made according to opportunities, interviews are influenced by the strategic nature and not due to prior identified questions which could possibly influence an interview);

- the choice of themes for the factsheets and the systems studied, which depend on the main issues raised by the school stakeholders.

The recommended approach therefore aims to document the management practices of stakeholders at the decentralized level, taking into account the practices documented at the school level and the national sectoral policy framework. It is organized around two central parts of the analysis:

- the quality management chain factsheets;
- the thematic factsheets.

Each factsheet includes elements for diagnosing management practices in specific areas of intervention of the devolved administration and a series of questions aimed at both deepening the analysis of these practices - i.e. describing them and analyzing their effectiveness in a contextualized manner - and opening up reflection on prospects for improvement.

The management practices of the agents of the decentralized administration are identified through the analysis of their work tools and the observation of the management structures in which they participate. Semi-directive interviews with contact persons allow for more in-depth documentation of these practices.

The choice of working tools and steering bodies to be analyzed is made, on the one hand, through the analysis of strategic documents of the sector policy - allowing the identification of mechanisms deemed key for quality management - and, on the other hand, through a cross-sectional reading of the documented practices at the school level, which helps to identify the themes related to quality management that seem to mobilize the stakeholders in the field and that make sense to them.

*In Volume 2, you will find aids for conducting semi-directive interviews: resources 2.1 to 2.3.*

The practices identified through the analysis of work tools, the observation of instances and the testimonies of contacts at the decentralized administration level are integrated in a contextualized manner in the management chain factsheets or the thematic factsheets, as the case may be. These factsheets will be used as a support for collective work during the practice analysis workshop bringing together representatives of the various departments directly involved in quality management.

The following sections provide some guidelines for the development of the management chain factsheets and the thematic factsheets, as well as for the implementation of the practices analysis workshop and the drafting of a report.

### **3.2 Creating management chain and theme factsheets**

These two factsheets are used as tools to support the collection, processing and analysis of data to document practices at the decentralized and central administration levels. Although they are two different tools, they are quite similar in their configuration and fulfill the same function.

An example of a theme factsheet is included in Volume 2: Resource 3.5.

These tools present the practices identified and documented through data collection, contextualizing them in relation to practices observed at the school level and national education policy initiatives. Their questions invite the stakeholders of the workshop to complete the analysis of the practices identified at the level of the agencies involved and to identify axes for improvement based on the analysis of certain issues related to their implementation in the field. These issues are identified by the NRT in the data collection, processing and analysis processes that precede the workshop.

Management chain factsheets are developed when it is possible to clearly identify a multi-level system contributing either to the management of a determinant of educational quality (learning time, quality of teaching, pedagogical resources and infrastructures, inclusive environment), or to the promotion of access, smooth pathways, learning and/or the care of students in need. Thematic factsheets are drafted when the management of one dimension of quality is carried out through a more complex/distributed network of actions.

The number of management chains and themes - and therefore the number of factsheets created by the research is deliberately limited. Their choice depends on the decisions that the NRT makes with the parties interested in the investigation. It is a matter of prioritizing the analysis of management chains and themes deemed strategic for managing the quality of formal basic education in each country.

### **3.2.1. Creating management chain factsheets**

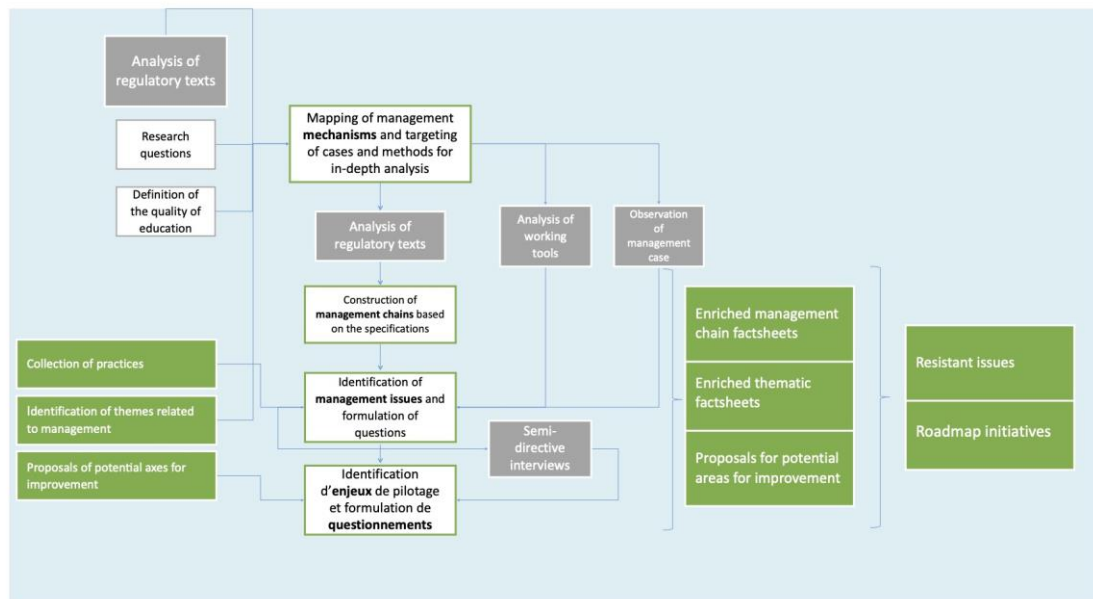
The development of these factsheets begins with the identification of a quality management system. A quality management system is defined as a sequence of actions mobilizing the stakeholders at the different levels of the education administration to achieve a specific objective that is supposed to have a direct impact on the quality of education.

For example, a local pedagogical support system aims to contribute to the quality of teaching through the supervision and in-service training of teachers. This system mobilizes the inspection bodies, school heads and teachers. It is often driven by the central administration, which determines the approach to support and the resources for its implementation.

Notable management mechanisms to investigate are identified by reading the strategic documents of the sector policy, exchanging information with the education system authorities and analyzing the results of the survey at school level. The aim is to answer the question: How do we try, in the day-to-day running of this education system, to have a positive impact on the determinants of the quality of education and/or to monitor the quality of education provided in the field? This work is guided by the research questions and the program's definition of the quality of education (see Flowchart 3.2).



## FLOWCHART 3.2 CREATING MANAGEMENT CHAIN FACTSHEETS



Having identified a few mechanisms for analysis, it is a matter of re-building the chain of actions that puts them into operation. The mode of operation of a quality management system is defined by a corps of standards specifying the functions and roles of each of the stakeholders involved in this management chain. To understand work processes and chains of actions, these regulatory texts are analysed. The factsheet contains a graphic representation of the work processes and the chain of actions prescribed in the regulatory texts (workflow or flow chart).

An analysis of strategic documents and standards relating to a mechanism can reveal the existence of work processes that appear to overlap. Sometimes the documentation does not make it possible to specify the link between several work processes or is "silent" about these processes, which one might think are necessary to "complete" the chain (e.g. if the standards or strategy documents say nothing about the actions planned to internally evaluate a system). All of these elements - overlapping, apparent lack of coordination, incompleteness -, noted in the flowchart by question marks, make it possible to develop questions that guide the analysis of work methods, observation of working groups, interviews and workshop discussions.

*Volume 2 of the collection provides assistance in the creation of this graphic representation. (Resource 3.1) and how to use it to develop questions to guide further data collection.*

The description of the management chain, initially based on regulation - along with these questions - helps to identify the methods and work groups potentially mobilized in connection with this mechanism. It allows us to target methods and groups, with a view to documenting actual management practices.

Data collection also takes into account documented practices at the school level. The practices linked to the mechanism analyzed are identified in the regulatory texts determined from the survey at this first level. Questions that highlight the practices carried out by agents of the decentralized administration are formulated in relation to initiatives in the field.

The analysis of actual management practices is carried out by triangulating the records of the stakeholders' activity identified through their work methods, direct observation of their practices and their statements on these practices. The analysis is based on the management chain prescribed in the regulatory texts.

In this research, identifying the gap between the practices actually implemented and those specified will help to identify what are called implementation challenges. Challenges also emerge from the analysis of the obstacles encountered by the stakeholders in their daily lives that affect their effectiveness, and from the observation of problems of coordination between the practices carried out at the level of schools and the administration.

Particularly in the framework of the workshop, the reflection on the implementation issues contributes to the awareness of the effective management capacities of the system and to a critical reflection on the effectiveness of the operating methods recommended in the texts. It serves to initiate reflection on the potential axes for improving management at the decentralized administration level.

It is important to note that, in this approach, the aim is not to "rectify" actual practices to bring them into line with standards, but rather to promote reflection on the transformation of practices, including standards, in order to achieve more effective management, taking into account the constraints of each intervention context.

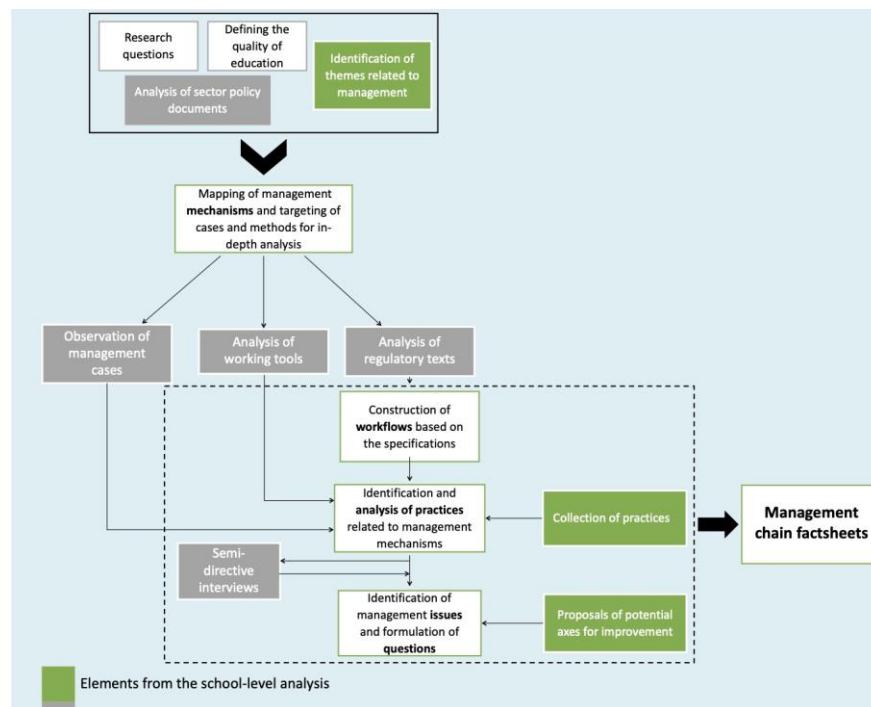
### **3.2.2. Creating thematic factsheets**

The drafting of thematic factsheets is quite similar to that of the management chain factsheets. The main difference is that, in order to identify the themes, we start directly from the corps of the survey resulting from the analysis at school level. More detailed guidelines for the production of the thematic factsheets can be found in the collection of tools with a few examples.

These factsheets are based first of all on the thematic proposals presented in the reports of the inter-institutional workshops (see Chapter 2), which are treated using the program's definition of the quality of education as a benchmark. These proposals must then be reformulated in order to arrive at a limited number of new themes guiding the analysis at

the decentralized level and directly linked to the management of the determinants of quality and/or the promotion of access, smooth pathways, learning and/or the care of students in need.

### FLOWCHART 3.3 CREATING THEMATIC FACTSHEETS



Each factsheet includes a generic description of the theme, including a framework for interpreting the practices identified at the school level and taking into account the goals that the stakeholders say they are pursuing in the implementation of these practices. This framework thus highlights the possibilities of coordination between the practices carried out at the school level in quality management.

It is then necessary to identify the initiatives driven by national education policy in relation to the theme and practices identified, thus delimiting the institutional framework in which agents at the level of the decentralized administration are called upon to contribute to quality management (e.g. implementation of programmes linked to the well-being of pupils, promotion of access to school, particularly for girls, support for evaluations of academic achievement, etc.).

The delineation of the institutional framework helps to identify and target methods and working groups for data collection at the level of the decentralized administration, as well as to formulate questions aimed at documenting the management practices of stakeholders at this level.

The practices documented from the analysis of work methods and the observation of work groups are thus introduced into the data sheets. The NRT identifies the issues

related to each theme, taking into account apparent inconsistencies and/or "silent zones" that emerge from the confrontation between the practices carried out in the institutions, those identified at the level of the decentralized administration and the initiatives driven by national policy.

As in the case of the management chain factsheets, the questions included in the thematic factsheets are intended both to provide more in-depth documentation of management practices and to offer elements for reflection on how to improve them. These questions form the basis of the work carried out with the representatives of the decentralized administration participating in the workshop.

### **3.3. Conducting a workshop to analyze management practices with agents at the decentralized level**

In each region/academy of the sample, a workshop to analyze quality management practices is organized with representatives of the decentralized administration directly involved in management.

The objectives of the decentralized workshop are to:

- To collect the statements of the stakeholders involved in quality of education and to analyze them, taking into account the definition of quality adopted by the programme (results, pathways, well-being and determinants of success);
- -Analyzing the practices identified at decentralized administration level, contextualized in relation to the practices of the stakeholders within the schools and the initiatives driven by national education policy;
- Identify and formalize proposals for axes for improvement in quality management, taking into account the proposals resulting from the survey of stakeholders in schools.

The workshops at decentralized level target stakeholders involved in the following functions: general policy coordination, organization and operation of basic education, initial and in-service teacher training, supervision and inspection, curriculum, evaluation, planning and information systems.

Those responsible for these functions in the corresponding jurisdiction are invited to the workshop, accompanied by one or two technicians. The total number of participants in each workshop is estimated at 35-40 people, including the NRT.

The duration of the workshop is estimated at two full days. The workshop is structured around four parts:

Part 1: Statements of quality of education and the definition of the management support program.

Part 2: Analysis of quality management practices at decentralized administration level resulting from the management chains and identification of potential axes for improvement.

Part 3: Discussion of the themes emerging from the analysis at the school level and analysis of potential axes for improvement.

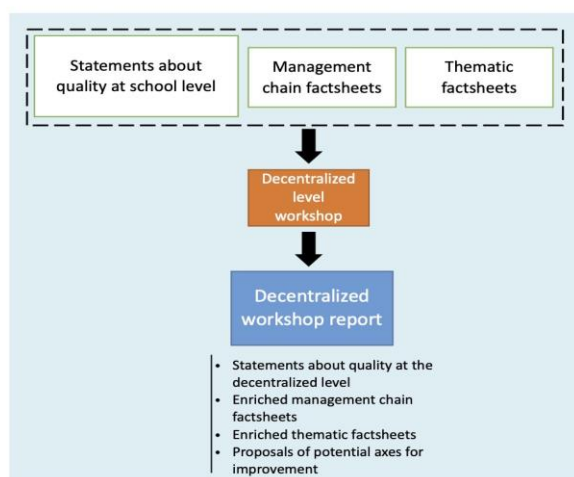
Part 4: Restitution of the participants' statements of the quality of education.

The preparation of each part involves the creation of the following elements:

- Summary of the representations of quality identified at the school level;
- management chain factsheets;

thematic factsheets.

### FLOWCHART 3.4 RESOURCES MOBILIZED FOR THE DECENTRALIZED WORKSHOP



The time required for collecting, processing and analyzing the data related to the production of the management chain and theme factsheets is estimated at two to three weeks (10 to 15 working days), of which approximately 30% is related to data collection activities that require immersion in the field (collection of standards and work methods, obtaining information from work groups and conducting interviews). All NRT members are involved in the preparation of each decentralized workshop.

#### 3.4. Writing of the report of the decentralized workshop

A report is generated for each workshop containing the following sections:

##### I. Analysis of the stakeholders' statements of quality and its success factors:

- a. Comparative analysis of stakeholders' statements (schools versus decentralized agencies versus programme definition).

b. Identification of the most recurrent and important aspects of the statements according to the position of the stakeholders and commentaries, as well as forgotten or undercited aspects.

**II. Analysis of practices at the decentralized administration level relating to quality management chains.** An overview of the plenary debates and work groups on the questions raised in the factsheets is presented in the report, as well as comments on the modifications introduced by the participants in the flow charts. These flow charts were presented in the workshop and refined by the analysis of documented management practices and proposals for potential axes for improvement. The factsheets of the management chains refined by the contributions of the workshop are presented in the appendix.

**III. Analysis of themes related to quality management identified at the decentralized administration level.** This will consist of presenting the themes introduced during the workshop as well as the results of the work group, in particular around the questions proposed in the factsheets. The thematic factsheets refined by the contributions of the workshop are presented in the appendix.

**IV. Consolidated analysis of potential axes for improvement identified at the decentralized administration level.** The aim is to propose a consolidated reading of the potential axes for improvement from part 2 as well as those discussed at part 3, linking them to the axes of analysis at the school level where possible.

## 4. Analysis of quality management practices at the central administration level

After documenting and analyzing the quality management practices of schools and the decentralized administration, this research continues at the central level of the educational administration, with increased involvement of the supervisory team. Indeed, close dialogue with the stakeholders at the central level requires that the members of the NRT, who are generally placed under the supervision of these stakeholders, can be accompanied by the supervisory team so as to minimize the biases associated with this statutory issue. The research report gives an account of the partnership developed during the diagnostic stage and results in a strengthened collaboration.

As for the other levels, the practices of the central administration are identified and documented mainly on the basis of documentary analysis and semi-directive interviews with contact persons, as well as possible direct observations by steering bodies, according to a flexible schedule negotiated with national officials. This analysis at the level of the central administration therefore does not follow a fixed research protocol, but rather an approach that invites the definition of investigation procedures according to the context of the investigation, particularly for the programming and conduct of interviews with central management. This last stage of the investigation is conducted with the direct involvement of the supervisory team in the field. The preliminary results of the analysis of management practices in schools and decentralized administrations are used to identify the questions that will guide the diagnostic of the survey at the central administration level, always taking the research questions as a reference point.

### NOTICE

A collection of tools completes this methodological guide. For this chapter 4, see

*Volume 3: Les outils de la collecte de données au niveau des services centraux – Juillet 2020 – 44 pages.*

This additional data collection targets government departments directly involved in education quality management. It is specifically oriented on the basis of the questions that emerge from the analysis carried out at previous levels, with a view to completing the investigation around the central research question: "How does the system manage the quality education?" It is therefore a question of identifying the people involved at the central level in relevant managing practices and analyzing their coordination with the actions carried out at other levels.

It is at this point in the analysis that the NRT, accompanied by the supervisory team, reviews the proposals for improvement collected from the local government and the decentralized administration in order to identify the major themes that seem to mobilize the stakeholders towards improved management.

*Volume 3 contains a table showing the genesis of potential axes for improvement.*

These themes also guide the revision and enrichment of the questions that guided the analysis at the decentralized level, questions that are contained in the management chain and thematic factsheets. New versions of these factsheets are produced and amended to include the management practices identified at the central administration level. These factsheets will be used to structure the debates during the central workshop, in particular on the identification of persistent and resistant issues for quality management at the national level. These issues are central because they will structure the initiatives of phase III of the program.

The data collected during this central workshop should lead to a shared diagnostic of management practices at the level of the central administration, in conjunction with those of the other levels of the system. These data will then be consolidated in a research report written by the NRT and the supervision team (Chapter 5 details the specifications of this research report).

In addition to the findings of the survey at the central level, the research team proposes initiatives to improve quality, which should be taken into account when formulating the roadmap. These initiatives are based in particular on the consolidated analysis of the proposals made by the stakeholders surveyed at the different levels of the system (the approach for identifying and building these initiatives will be explained in Chapter 5).

#### **4.1 Objectives of the analysis at the central administration level and research approach**

The objectives of the analysis are to:

- identify the representations of the central administration's stakeholders on the quality of education and to put them in contact with stakeholders at school and the decentralized administration levels;
- document practices for managing the quality of education at this level, in particular through an analysis of sector plans, sub-sector-specific or theme-oriented strategy documents;
- conduct interviews with the targeted stakeholders to establish synergies with documented practices at other levels;
- identify potential axes for improvement for the managing of quality of education based on the reflections of the practices of central level stakeholders and the proposals emerging from the analysis with stakeholders at school and decentralized administration levels;
- identify the recurring issues highlighted by the sector diagnostics that are not taken into account in the management practices of the stakeholders, or the problems that recur in the dialogue of the stakeholders and for which the system has neither obvious nor sustainable solutions, representing the de facto resistant issues;
- identify initiatives based on the resistant problems and proposals for improvement collected at the different levels of the survey, and around which it will be possible to structure a roadmap for improving quality management in basic education.



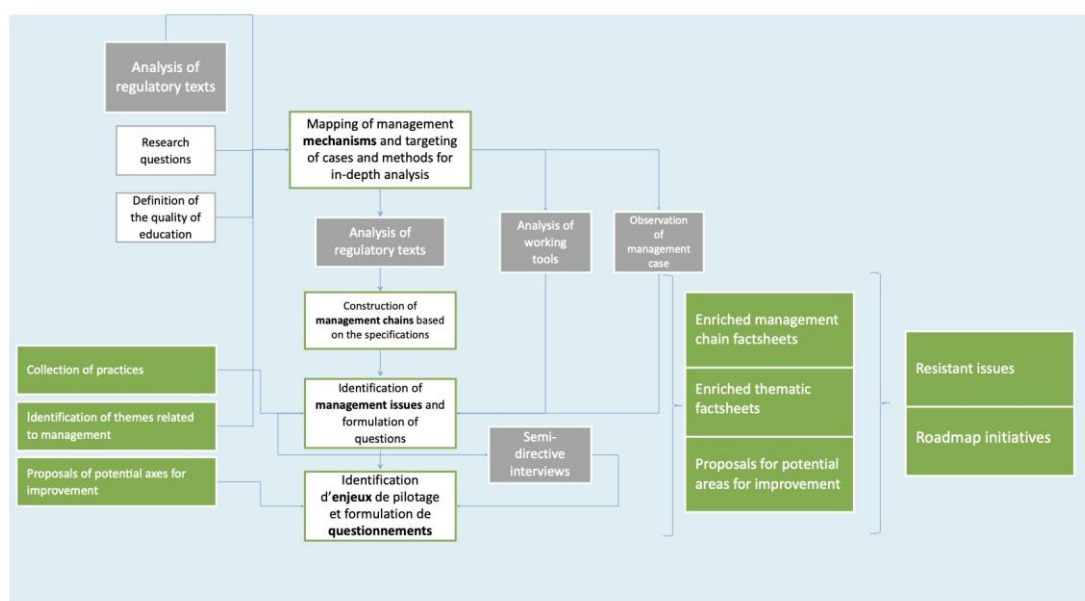
The research approach at this level therefore focuses on a more thorough classification of the potential axes for improvement collected at the school and decentralized levels following the interviews and participatory workshops.

To begin the analysis at the central level, it is also necessary to revise and/or expand the materials used for collection at the decentralized level (the management chain thematic factsheets), in order to reuse them at the next central workshop. This reorganization may involve merging, splitting or reformulating old versions. The aim is to arrive at a number of management chain and thematic factsheets that will make it possible to address the main topics relating to the issue of quality management. As a reminder, these factsheets deal with subjects and/or education policies that have been integrated into the data collection system as they move up the administrative chain because of their importance for quality management. Their importance was measured both by the documentary analysis and by the recurrence of these subjects in the concerns of the stakeholders interviewed. When they reach the central level, these factsheets therefore need to be updated, in particular by linking their questions to the management practices carried out by the central level and to the institutional framework of sector policy. This comparison between the issues arising in the field and what the minister is doing under his sector policy will make it possible to identify the issues that will give rise to the questions addressed to the stakeholders during the central workshop. These questions will be included in the factsheets that will constitute the workshop materials. Participants will be invited to answer them during group work. Each factsheet must contain a limited number of questions in order to be able to address them during the workshop.

The central workshop is both a time for sharing and validating the shared diagnostic by the stakeholders in the field, but also the continuation of the analysis of quality management practices at the central administration level. Flowchart 4.1 summarizes the process of analyzing management practices at the central level.

*Examples of updating the thematic factsheets are given in Volume 3.*

## FLOWCHART 4.1. APPROACH TO ANALYZING MANAGEMENT PRACTICES AT THE CENTRAL LEVEL



### 4.2. Data collection and analysis at the central level

The literature review precedes and prepares the conduct of interviews with central management. These two steps aim to build knowledge of the ministry's main active initiatives (what will be called a top-down approach to data collection) in relation to the recurring problems mentioned by field stakeholders and gradually integrated into the data collection system. This work reinforces the institutional anchoring of the programme with the sector dynamics and the support of other TFPs. This strategy, which is one of the conditions for potential support for change, is based on the following benchmarks:

*A guide to carrying out of the document analysis is provided in Volume 3.*

- Strong integration of the programme into national sector processes and TFP support, with a specific strategy focused on the implementation of country support during its phase III;
- -An attempt to mobilize the country's research and development activities, in particular through the involvement of teachers/researchers involved in training courses for education system managers;
- Taking into account the time frame of the national sector analysis and planning processes in the elaboration of the road map and the definition of priority initiatives with the objective of bringing the road map for quality management and the national sector strategies into line.

Thus, the analysis of sector plans is an unavoidable step that requires the identification of themes in the programming documents that converge with the elements of the diagnostic in progress.

In order to understand the initiatives taken by the central departments in relation to quality management and to avoid multiplying "naïve questioning" due to a lack of information, it is necessary to develop a strategy that is more in line with both top-down (constantly seeking to know what the ministry is doing again to improve quality) and bottom-up (identifying and capitalizing on the problems of stakeholders in the field in order to integrate them into a process of reviewing the ministry's initiatives) approaches. At the collection stage at the central level, this necessitates targeted interviews as part of a four- or five-day mission by the supervisory team. This mission should make it possible to finalize the identification of the main stakeholders involved in quality management and the initiatives implemented or in the process of being developed, in order to then develop the link between these elements and the work and proposals of the NRT.

This diagnostic of sector management and the conduct of interviews with management and TFPs are prepared on the basis of a review of the literature, principally the Education Sector Analysis (ESA) , and the studies that feed into and deepen it, in particular:

- Thematic studies conducted in the context of the preparation of sector or monitoring-evaluation plans;
- thematic national strategy documents prepared by the departments (e.g., girls' schooling plans, teaching policy, education decentralization policy and texts in force);
- diagnostic studies and theories of change developed when identifying financial support from multilateral or bilateral partners (World Bank, Global Partnership for Education, etc.).

*Proposals for analyzing these documents can be found in Volume 3.*

Finally, this diagnostic will benefit from integrating a brief history of the themes of the projects and programmes supported by TFPs over the last few years (5 to 10 years), but also the summaries of the checklists of TFP sector reviews in a perspective of capitalization and identification of initiatives already undertaken and/or abandoned, as well as the problems already identified by identifying what has worked or not. At this stage, interviews are planned with the main TFPs in order to present them with the regional quality management support programme and to share their action plans, more specifically on the themes identified by the stakeholders at the schools and decentralized agencies levels for a complete synergy with the actions of future initiatives.

*See resource 1.5 in Volume 3, Table 3.*

On the basis of all of these documentary analyses and the work carried out on the axes and themes of work, the first task of identifying resistant issues for the improvement of quality can be carried out by the ESPD, by closely associating the NRT in the process of training of its members.

In the end, a summary table can be completed for interviews with the central departments.

**TABLE 4.1 MATRIX OF INTERVIEW GUIDELINES**

Resistant problems	Directorate concerned	Actions undertaken by the MNE with TFP support 2008- 2019	Grouping of the axes mentioned by the stakeholders (schools and decentralized agencies)	Guidelines for possible interventions by IIEP- UNESCO Dakar

It is recommended that each interview be based on a memo that should ideally be communicated to the interviewee beforehand. This memo will contain :

- elements of the field that will be discussed during the interview;
- the strategies/actions of the directorates (documented), what they are working on;
- the possibilities of work synergies between directorates.

### 4.3. Reconstruction of potential axes for improvement

At each stage of the survey, proposals for axes for improvement put forward by the stakeholders are collected based on their description of their practices. These proposals are then analyzed with the help of a genesis table of potential axes for improvement in order to identify the major themes that emerge. This table also makes it possible to summarize all of the axes proposed by the stakeholders interviewed, at all levels. This table makes it possible to group together the axes for improvement that refer to the same system issues, as well as to retrace the successive framing of certain proposals as they move up the administrative chain. As these axes are proposals from the stakeholders, the aim is to identify the themes that seem to have the potential to bring together and mobilize stakeholders around a process of improved management.

This approach aims to make visible the points of convergence, as well as the distinctive features of the various proposals, thus contributing to the identification of the major themes related to improving management from a more systemic point of view.

*Volume 3 presents the genesis table of potential axes for improvement.*

#### 4.4 Formalization of resistant issues and identification of potential synergies between these problems and current and future sector planning, including TFP interventions.

All of the above steps gradually enable us to prioritize three to four resistant issues on which the roadmap will be able to focus.

##### 4.4.1. What is a resistant issue?

A resistant issue is a complex set of difficulties that have already been identified and whose multi-category components, involving stakeholders at different levels of the system, are intimately linked. These are also problems for which the solutions provided or attempted solutions are not satisfactory, and which have a significant impact on the efficiency and/or equity of the system. The identification and characterization of these problems must be carried out using a rigorous methodological approach, since the programme proposes to focus the development of the roadmap on these problems. The methodological approach must attempt to address the following questions:

- How can we prioritize the problems that emerge, particularly by analyzing their power to harm the education system?
- Why is the identified issue resistant? What has been tried so far? How has it been documented? What are the factual sources?
- What strategies should be adopted in relation to these issues in order to overcome the recurring obstacles encountered?
- What synergies and alliances are possible to act on these issues ?

A first outline of these resistant issues is inserted in the research report. Their definition will be clarified during the first workshop to develop the roadmap.

For each resistant issue, the following benchmarks will facilitate its elaboration:

- factual data (e.g. results of PASEC, CSR... evaluations);
- analyses already conducted and available (thematic studies, external evaluation, audit, etc.);
- the contributions of the NRT to document this issue;
- the place of this issue in the sector strategy in force or in preparation with an analysis produced by the ESPD;
- the actions already undertaken by the ministry of education on this issue;
- the specific difficulties linked to an approach to complexity;
- the courses of action to be clarified through the activities of the roadmap.

At this stage of the process, the challenge is to identify in the sector dynamics the meeting points between:

- The axes for improvement in quality management identified from the level of shared diagnostics to decentralized agencies;

- the resistant issues that hamper the quality of the education system.
- 

## 4.5. Preparation and execution of the central workshop and then the restitution workshop

### 4.5.1. The central workshop

After completing the document-based analysis, the interviews with the main departments involved in quality management and updating of the management chain and thematic factsheets, the NRT organizes a workshop to share the diagnostic and analysis of quality management practices at the central level. Representatives of the central administration agencies directly involved in quality management participate in this workshop. This workshop targets the stakeholders involved in the following functions: coordination of general policy, organization and operation of basic education, initial and in-service teacher training, supervision and inspection, curriculum, evaluation, planning and information systems. Those responsible at the central administration level, accompanied by one or two experts, are invited to participate in the workshop. The number of participants is estimated at 15-20 people. All the members of the NRT are involved in the preparation of this workshop with a strong support from the supervision team.

*Guides for the execution of these two workshops can be found in Volume 3.*

The objectives of the central workshop are to :

- collect the statements that the stakeholders at the central level have on the quality of education and to analyze them, taking into account the definition of quality adopted by the program;
- analyze the quality management practices identified at the level of the central administration, contextualized in relation to the practices carried out by the stakeholders at the school and the decentralized administration level and in relation to the initiatives driven by the national education policy;
- formalize proposals to improve quality management, taking into account the proposals resulting from the survey of stakeholders in schools and the decentralized administration.

This central workshop is structured around three parts:

- part 1: statements on the quality of education and the definition carried by the management support program;
- part 2: presentation of quality management practices at the central administration level and identification of potential axes for improvement;
- part 3: analysis of resistant issues and emergence of the roadmap initiatives.

The preparation of this workshop involves revising and consolidating the management chain thematic factsheets. This revision takes into account the main data deemed to be crucial to the structure identified during the data collection conducted at the central level (documentary analysis and interviews), particularly data on stakeholder management

practices and information to update implementation issues. Questions are then introduced with a view to further documenting the practices of the central level and to promote the analysis of their effectiveness. The revised factsheets also contain proposals for axes for improvement related to the management chain and/or the corresponding theme, as reformulated by the NRT. Each axis must be contextualized, based on the elements provided in the genesis tables. Questions are also formulated, in order to make the workshop participants react to these proposals.

*In Volume 3, you will find aids for the revision of the management chain and thematic factsheets.*

#### 4.5.2. The restitution workshop

Representatives of the central administration services directly involved in quality management present at the central workshop and representatives of other levels of the school administration are invited to this workshop. The total number of participants is estimated at 30-40 people. As for the central workshop, all the members of the NRT are involved in the preparation of this workshop with significant support from the supervision team.

The objectives of the restitution workshop are the following:

- to develop a comparative analysis of the statements of stakeholders at the school, decentralized and centralized administration level in connection with a range of hypotheses on the sources of these social statements: reward system versus equity, obligation of means versus obligation of results, etc...;
- to finalize the analysis of the resistant issues and draft the initiatives;
- to facilitate the validation of research results and the drafting of initiatives following the workshop.

This restitution workshop is structured around three parts:

- part 1: reporting on the analysis of the stakeholders statements on the quality of education at the different levels of the education system;
- part 2: sharing of resistant issues and emergence of initiatives;
- part 3: Finalizing of the elements for the completion of the roadmap and the methods for starting this phase through the creation of a community of practice.

The preparation of these two workshops involves the generation of the following elements, each corresponding to a part of the workshop :

- Comparative synopsis of the statements of quality identified at the school and decentralized administration level ;
- revision and synopsis of the management chain and thematic factsheets.

The duration of each workshop is estimated to be one day, with one day between the two workshops to allow the NRT supported by ESPD enough time to prepare.

Checkpoints are necessary for the correct execution of these workshops. Indeed, their success is dependent on the active participation of the stakeholders involved throughout the duration of the workshop. However, the availability of these stakeholders is always limited. It is therefore essential to schedule the workshops well in advance. The authorities (the secretary general of the ministry, focal points, central and decentralized directors) must therefore be involved from the very beginning of the planning process.

#### **4.6. The report of the two workshops co-delivered by the ESPD and the NRT**

This report provides a synopsis of the discussions (questions addressed to the participants and verbatim, memo of the interviews with the management) in order to follow up on the preparation of the research report presented in the following chapter.



## 5. Putting the research results into perspective, drafting the final research report and formulating a roadmap

After documenting and analyzing quality management practices at the school, decentralized and centralized administration levels, it is necessary to take up all the diagnostic data in order to develop a clear vision - shared with all the stakeholders - of the nature and challenges of quality management in basic education by answering the initial research question: "How does the education system manage the quality of education in basic education?"

As indicated in Chapter 1 of this guide, the recommended approach is based on an iterative process of data collection, processing and analysis, which proceeds in "layers" representing the different levels of public education administration. This cumulative approach aims to build an understanding of the functioning of the system based on an appreciation of its various interacting parts. In this approach, at the end of each phase of the survey, partial analyses of management practices emerge, in the form of case studies and reports written after each workshop for each level of collection (schools, decentralized and centralized administration).

In order to answer the initial research question, it is necessary to consolidate these partial analyses, which implies a reorganization of the mass of data collected in the light of the specific questions of the investigation. This reorganization makes it possible to put the results of the survey into perspective and to identify the elements of the diagnostic that will contribute to the formulation of the roadmap for improving quality management. The finalization of the research report leads to a proposal for a restricted logical framework for the implementation of initiatives targeting issues that are resistant and significant for all stakeholders at all levels of the education system.

### NOTICE

A collection of tools completes this methodological guide. For this chapter 5, see

*Volume 3 : Les outils de la collecte de données au niveau des services centraux et de l'élaboration du rapport de recherche – Juillet 2020 – 44 pages*

This roadmap constitutes a charter carried by an intercategory community of practice (because it is composed of representatives of several administrative levels and several trades) and interregional (because it fulfills minimal administrative functions in the two regions targeted by the research). This community of practice is developing a step-by-step programme of interventions that integrates management methodologies for change.

This chapter presents the guidelines for writing the final research report and the benchmarks for building and deepening the initiatives defined during the central workshop

and the restitution workshop. The validation and dissemination of the research results constitute a prelude to the process of formulating and then implementing the roadmap for improving quality management.

### **5.1. Use of the data collected from the central and restitution workshops**

At the end of the central workshop and the research results restitution workshop, the data collected is used to prepare the final research report, the writing of which begins when data collection begins at the central level. As a reminder, the additional data collected during these two workshops have the greatest added value:

- They are the result of a comprehensive account by the participants in these workshops (experts and national directors) of the routine management practices carried out by officials at the central level and their proposals for axes for improvement;
- they lead to a validation by the ministry of the diagnostic and the main findings on quality management, which is the specific purpose of the restitution workshop.

These data are therefore used in the research report. This report consolidates the analysis at the different levels of investigation and presents an assessment of the management of the system in relation to the research questions. To facilitate this assessment, the research questions are grouped around the four fundamental roles of quality management, derived from the program's conceptual framework. These functions thus constitute the guidelines for structuring the analysis. The research report also presents the initiatives that the team will select in order to structure the roadmap for improving quality management.

In this process of identifying and constructing the initiatives, the research team - supported in its considerations by the supervisory team - must ensure that the initiatives cover all the major issues analyzed during the survey, in particular those resulting from the management chain and thematic factsheets used for the workshops held at all levels and dealing with significant issues in the country's educational policy.

Finally, at the end of the central and restitution workshops, interviews may again be conducted with the central directorates in order to consolidate, if necessary, the synergies between the sector policy and the initiatives that will constitute the target of the program's interventions in phase III.

### **5.2. Writing of the research report and validation according to an ad hoc format**

The final research report aims to :

- offer, based on the research questions, a consolidated analysis of quality management in basic education, to identify the main challenges for its improvement and to present the resistant issues identified;

- Highlight the elements of the diagnostic that serve as leverage for an internal capacity strengthening process, in particular the practices documented at the various levels (in other words, the "already there");
- present, in a structured manner, the courses of action resulting from the proposals of the stakeholders surveyed. These are the themes identified by the survey and around which it will be possible, as part of the formulation of the roadmap and its implementation, to set up initiatives mobilizing stakeholders at different levels of administration, from classrooms to the central administration.

The writing of the research report involves all the members of the NRT with the support of the supervisory team, under the tutelage of the national focal point. The research report must present certain data.

### **5.2.1. Chapter 1: Introduction, general context of the quality of learning in the country and justification for the focus of analysis on quality management**

The objective of Chapter 1 is to define what leads to an analysis of the quality issue in the country. To this end, it will be interesting to provide a historical perspective on the quality situation, notably by mentioning the relevant studies and analyses carried out, to summarize the measures undertaken to improve quality, and then to assess their relevance and the degree of effectiveness of their implementation. In all cases, the persistence of quality difficulties calls into question the role of the stakeholders and their ability to diagnose, equip, evaluate and regulate the actions undertaken. The general scheme of the research report is presented at the end of this first chapter.

### **5.2.2. Chapter 2: Presentation of the methodology**

The objective of Chapter 2 is to explain what has been done to provide answers to the problems posed by the programme through its research questions. The three main phases of the programme will be recalled, with particular emphasis on the conduct of the first two phases in the country, i.e. the development of diagnostic of quality management in basic education and the elaboration of a road map in line with the current ministerial strategies.

### **5.2.3. Chapter 3: Presentation of the analysis of quality management resulting from the practices observed**

The objective of Chapter 3 is to develop an analysis that answers the research questions and highlights interesting areas to focus on. More specifically, this chapter will have the dual purpose of :

- Assessing the level of development of the four fundamental roles for managing the quality of the education system, derived from the program's conceptual framework and used to design the action research carried out in the field. The data emerging

from the management chains and the themes analyzed (the materials from the decentralized and central workshops) will serve as an illustration. For this reason, it is recommended to use as many examples as possible so that the assessments are in line with the documented practices, the management chains and the themes analyzed.

- Identifying important results from data collection at all levels that should be highlighted.

#### **5.2.4. Chapter 4: Presentation of cross-sectional results**

Beyond the analysis of management capacities, it is possible to identify more global results on which it is necessary to refocus the analysis. These results go beyond the fundamental functions of quality management in that they constitute factual elements of analysis relating to sustainable intervention systems or specific public policies that play a fundamental role in quality management. These overall results have played a decisive role in identifying and finalizing the initiatives that structure the roadmap for improving quality management in Niger.

#### **5.2.5. Chapter 5: Presentation of the roadmap for improving quality management**

The objective of Chapter 5 is to explain the main stages in the development of the road map in the country and its coordination with the diagnostic carried out. First of all, we will highlight the working approach that led to a shared diagnostic with the stakeholders surveyed, based on resistant issues that structure the management of the education system and to which the authorities have not found effective or sustainable solutions. Thus, the emergence of initiatives to improve quality management will be explained, as well as their content and the way in which their operationalization will be consolidated by the community of practice (the intercategorical and interregional team or E2i) during two separate workshops. The interviews with the ministerial directorates, held at the end of the central and restitution workshops, will be mentioned as an important step in this process, as they made it possible to link the considerations developed by the NRT with the ministerial strategies in progress. The composition of E2i will be specified in the appendix.

#### **5.2.6. Chapter 6: Conclusion and perspectives**

The objective of Chapter 6 is to outline the broad guidelines for the implementation of Phase III of the program.

Finally, it is proposed to create a research archive with the following elements:

- a collection of documented practices at the institutional level, schools, decentralized and central administrations ;

- case studies ;
- reports from inter-institutional workshops;
- reports of workshops to analyze management practices at the decentralized administration level;
- report of the workshop for the analysis of management practices at the central administration level.

The experience of the first four countries shows that the diagnostic carried out in this way makes it possible to collect a large amount of information that cannot possibly be fully analyzed in the time spent in the programme for analysis. It is therefore strongly recommended that the various workshop reports and case studies be brought together, made anonymous and used as an information database for additional analyses on themes related to the quality of education. Other researchers will thus be able to take over, according to the conditions defined by the supervisory team.

Finally, this investigation, which is reported in the research report, must be presented to at least two audiences who will have an important role to play in the next phases of the program: national education authorities and TFPs. It is imperative that the results of the survey be validated by the national authorities, according to a scheme to be negotiated with each country, as they will have to adhere to and participate actively in the formulation of the roadmap and then become directly involved in its implementation.

### **5.3. Dialogue with MNE executives to improve the content of the initiatives, in synergy with the sectoral policy**

At this stage, the research team, supported by the supervisory team, will refine the content of the initiatives through in-depth documentation of existing ministry initiatives where the initiative can make a significant impact.

This work consists of studying the sector policy documents, in particular the annual action plans which set out the activities planned in accordance with national programmes and TFP support. These documents, generally very detailed, give a panoramic vision of the actions envisaged and specify their implementation.

To support this analysis, summary tables can link the actions of the annual or multi-year planning, the initiatives concerned by these actions, and even the specific contributions of the initiatives to the implementation of the ministry's plan. By way of illustration, the frameworks of the tables used to carry out this work in the first countries of the programme are presented below.

After this documentation review, it is necessary to meet or exchange at a distance with the managers or experts of the directorates and the TFP programme managers on the spot. The objective is then to ensure that the initiatives correspond to national priorities and that the activities that will be implemented within the framework of these initiatives will be aligned with these programmes and complement and/or reinforce the actions already planned by the government.

**TABLE 5.1**  
**SYNERGIES OF THE INITIATIVES WITH SECTORAL POLICY**

Initiative X		
Ministry programmes linked to the initiative	Benchmarks and on-site activities that can be implemented	Key benefits of the launching of this initiative to the programmed actions by the ministry (and synergies to be developed with other programmes)
• Programme X • Programme Y • Etc.	• Activity X • Activity Y • Etc	- Benefit No. 1 - Benefit No. 2 - Etc. Synergy with the programme of X partner(s)

*See Volume 3, Tool 1.1.2: synergies entre la politique sectorielle et les axes potentiels d'amélioration. Also Tool 1.3.2 : collecte de données auprès des PTF..*

*See Volume 3, resources 3.1.1 and 3.1.2 for the definition of initiatives.*

**Reminder: The criteria for selecting the initiatives that structure the road map**

At this stage of the analysis (after the central and restitution workshops have been held), five criteria serve as a marker to finalize the initiatives:

- enrichment of the national strategy (production of new knowledge, production of skills, production of synergies between stakeholders);
- leverage effect on identified key points;
- inter-category involvement of the identified stakeholders, i.e. the design and especially the implementation of the targeted initiatives must be such as to mobilize a group of practitioners from various administrative functions (profession and position in the hierarchy). This condition is met when the initiative is based on a systemic problem to which the system has not found effective or lasting solutions;
- going beyond input issues and focusing on professional approaches: the diagnostic carried out in phase 1 of the programme offers an in-depth analysis of the main intervention mechanisms and policies that structure education systems, as well as an analysis of the dynamics of stakeholder involvement in these mechanisms. In the first countries of the program, these analyses have shown that

a reform of the system cannot only be achieved through changes of an institutional nature (revision of laws, etc.), organizational (strengthening of processes) and/or technical (training, provision of resources, etc.), but rather by setting up contexts that are favorable to changing the professional position of officials and promoting collaborative methods for implementing policies and projects to improve quality;

- political will and institutional interest to embark on a problem initiative.

#### 5.4. Developing a roadmap setting out a strategic approach, and defining operational activities

The roadmap is a synthetic document, about ten pages long, that provides a framework for the program's future interventions (phase III).

*See Volume 3, Resource 3.1.1: des repères pour la construction d'une feuille de route*

The building blocks are produced as a result of two development workshops organized by the ministry. The participants usually come from the two regions that were the subject of the diagnostic and occupy positions throughout the administrative chain. They thus constitute what will be called the intercategory and interregional team (E2i). This team can be gradually built up, from the beginning of the diagnostic phase and during the observation and exchange activities in the institutions and various services surveyed. The research team will thus be able to call upon people who are particularly involved in the diagnostic sequences and who are willing to continue the work until its completion, i.e. the implementation of the roadmap.

These two workshops aim to :

- present the initiative documents to the participants in order to build a common understanding of the issues and the methodological proposals and the activities of each initiative;
- deepen or rework with the participants the methodological approaches proposed and stabilize the activities for each initiative;
- define the first operational activities for the first six months of the implementation of phase III of the program.

*See Volume 3, ressources 2.1.1 et 2.1.2 : des repères pour l'organisation des ateliers au niveau central and ressource 3.3.1, la constitution de la communauté de pratique*

During these workshops, participatory working methods will be adopted so that participants can actively contribute to the debate. Experience has shown that alternating plenary sessions with all the participants and then working groups on each initiative, coordinating moments of individual and intra-group work, is an effective way of working.

At the end of these workshops, the important work of maximizing the data produced by the E2i must be done on the initiative of the supervisory team. This work is used in particular to draft the final roadmap, which will consist of five parts :

- section 1: Background information ;

- section 2: Persistent and resistant issues ;
- section 3: The actions envisaged within the framework of the roadmap's initiatives;
- Section 4: A constrained logical framework;
- Section 5: An operationalization matrix for the targeted activities.

It is important to note that the interventions in the roadmap will need to adapt to any opportunities that arise. Its adaptability is essential. It must be a flexible and reactive tool for seizing opportunities to take "small steps" or "big steps" towards better quality management.

New working hypotheses will emerge as the roadmap and, more generally, action plans are developed. The formalization of these working hypotheses by the ministry of education will serve as a guideline for the identification of new activities to be implemented, necessary to achieve the objectives of the roadmap, which requires the construction of a change support methodology in order to strongly prioritize interventions based on a shared common vision.

This change management methodology is defined by the distinction between a strategic approach and a more operational approach to implement the roadmap:

*Benchmarks for the operationalization of the roadmap are provided in Volume 3.*

- **A strategic approach** consistent with the stakes of change management: this strategic approach is based on a limited number of relatively stable methodologies because they refer to intervention approaches corresponding to structural issues of the system well documented in the diagnostic. These methodologies then pave the way for a certain number of activities including the identification, negotiation and operationalization of implementation in partnership with the ministry. They take into account the constraints of the contexts, implementation timeframes and national priorities.
- **An operational approach** consistent with the constraints/resources of the sector plan, the programme budget and partner funds at the start of phase III of the program. This approach consists of identifying the first "small steps" necessary to progressively engage the roadmap initiatives in an operationalization phase through targeted actions (or operational activities).

The combination of a strategic approach, defining methodologies to support change and adapted to the country's issues, and an operational approach, aiming to build the first actions to implement these methodologies through a permanent dialogue with the stakeholders, is therefore the methodological approach of the programme in the formulation of the roadmap.

At this stage of the program's implementation, the need to have indicators for improving quality management emerges, to inform and monitor them, particularly during the implementation of the roadmap initiatives. As a reminder, a constrained logical framework, in which resistant issues have been identified, will enable decision-makers to have indicators of means and results.



## 6. Checkpoints for efficient implementation

This last chapter returns to a set of checkpoints that a country wishing to analyze quality management practices should take into account in order to successfully implement them. It discusses the establishment of the NRT that will lead the work, the training and supervision of this team throughout the work, the elements for which it will be necessary to ensure the availability of a support budget, the challenges related to the sustainability of the process thus initiated so that, in the long term, a culture of quality management analysis and the pursuit of the coherent development of TFP interventions can be installed in a sustainable manner in the education system.

### 6.1. Compiling the research team

In each country that participated in the development of this methodology, the survey was conducted by an NRT composed of eight officials from the ministry in charge of formal basic education. The members of the research team must have experience both in formal basic education and in quality management at decentralized or central administration level. The designation of the members of the NRT by the corresponding national authorities is placed under the aegis of a national focal point, also designated by the authorities and possibly having the status of national director of a service directly involved in the management of quality in formal basic education.

The NRT's mandate extends to the validation of the final research report, which presents a consolidated analysis of quality management in the system, taking into account the practices and interactions identified at different levels. The analysis leads to the identification of initiatives to strengthen quality management, taking into account the potential axes for improvement identified by the stakeholders surveyed. The experience of the program's pilot countries shows that it is preferable to keep the criteria mentioned above for the constitution of the NRT but also to:

- to gather profiles from the different departments of the educational administration, in order to create a team with the capacity to assess quality management from complementary angles;
- target officials who are expected to continue their functions in the public education administration for at least five years after this study.
- ensure that the members of the NRT are officially missioned and therefore free of any other solicitation for the duration of the survey, estimated at six months.

Finally, from the point of view of the internal organization of the national team's work, it should be noted that each school in the sample must be visited by a quartet, a constraint that determines the number of schools to be selected and the time spent in the field.

## 6.2. Conditions for sampling schools

The assessment of quality management in the formal basic education system is based on the analysis of quality management practices identified at the following levels: classrooms, schools, inspectorates/constituencies, regions and central government structures/agencies. It is therefore a cross-section of public education administration. The scope of the work to be carried out and the need to synchronize it with the school calendar make it necessary to use a sample. The choice of observation sites (regions, inspectorates and schools) is made on the basis of purposive sampling.

In a resolutely qualitative approach, the analysis targets high-performing schools in challenging circumstances. The choice to target high-performing schools using this sampling method is justified by the intention to identify local quality management practices that can serve, in the medium term, as a catalyst for an in-house capacity building process. Placing the emphasis on challenging circumstances aims to identify relevant and supposedly effective practices in contexts marked by the scarcity of technical and material resources, and is justified by the intention to produce knowledge on sustainable alternatives for improving educational policies.

The sampling method chosen also aims to open up opportunities for exchange and dialogue between actors at different levels of the administration. It aims to highlight local management practices, as opposed to an attitude of control, surveillance, and sanctioning of "local behaviors that are often accused of being deviant".

In the countries that participated in the development of this methodological guide, the survey was conducted in two regions. Within each region, two inspections or school districts were targeted.

In each inspectorate, three or four public basic education institutions were selected and, in each school, three or four classes were observed. Box 1.1 provides a simplified description of the sampling procedure used in these countries.

The samples were first constituted from the use of available school statistics. The use of these data made it possible to identify the areas that met the stated sampling criteria (high-performing schools in challenging circumstances).

Despite the desire to compile a sample that meets the criteria and the support of stakeholders, it should be kept in mind that certain aspects may require the sample to be modified due to security problems, or even accessibility during certain periods, etc. The following table shows the results of this study.

The final choice was made in consultation with stakeholders at the central administration level, right down to the teachers in the classrooms, since the voluntary adherence of stakeholders to the research process was crucial to its success.

The representativeness of this sample is mainly due to the quality of significant immersion in the schools (most often over a period of two weeks) and the exchange of points of view that take place within the research team itself but also in the dialogue with teachers, the management team and school partners, during individual interviews and then workshops at the different levels of the system.

### **6.3. Support budget, benchmarks for the organization of sharing workshops, retribution for contributors of deliverables**

The provision of a national team for the duration of Phase I of the programme is a significant human resource management effort. It will be necessary to ensure that the rules or practices in force do not deviate too far from them, in particular with regard to remuneration and/or compensation. Once clarified, these standards must be clearly stated when the team is formed, taking care to clear up any misunderstandings in a context so that any misinterpretation can be avoided. Thus, if certain deliverables are the subject of teamwork, it may seem legitimate that their remuneration be shared. It is desirable to study the feasibility of this type of compromise prior to the constitution of the NRT.

On the other hand, it will be important that team members are not diverted from their mission by other interventions during the first period of about one school year, especially since, thereafter, the system is expected to mobilize these members in their respective functions by legitimizing their acquired skills, particularly in terms of diagnosing institutions and, more generally, evaluating public policies.

The allocated support budget covers the NRT's travel and accommodation expenses, as well as the organization of numerous intra- and inter-institutional workshops in the regions, followed by national workshops.

### **6.4. Promote a culture of quality management in the education system**

Methodological details are given here in relation to a quality approach. In fact, a set of strategies is required to take into account the challenges linked to the sustainability of the process undertaken - so that a culture of quality management analysis can be installed in the educational system in the long term and in a sustainable manner.

#### **6.4.1. Connecting the roadmap with the reforms underway**

The implementation of the first phase - called diagnostic - of the programme provides a methodology for the analysis of quality management practices by mobilizing a NRT. Following the diagnostic analysis and thanks to the contribution of participatory collection techniques, we identify groups of actions for the sustainable improvement of quality management in the medium term. More specifically, as soon as the analysis of management practices at the school level is finalized and throughout the analysis at the

decentralized and central levels, key issues for quality management are identified with the stakeholders (part of the diagnostic) and brought together in a research report presented at a workshop. This analysis serves as a basis for the formulation of a country roadmap, whose implementation can be supported by an ad hoc partnership (TFP).

This roadmap must therefore take into account the reforms undertaken and the support programmes underway in many countries, for example:

- decentralization and deconcentration;
- curriculum reform;
- reform of human resources management: initial and continuing training;
- the remedial plan for students in difficulty;
- evaluation of teachers' skills;
- evaluation of pedagogical supervision models and practices.

Reforms can significantly modify the functioning of the education system and have an impact on quality management. The flexibility of the roadmap (particularly through its half-yearly or annual review) allows it to be well adapted to reforms impacting quality, particularly by clarifying the possible methods for deploying these reforms, such as the design of action-research, the implementation of observatories and the development of communities of practice. The activities of the roadmap can then help to inform and enrich the content of the reforms, either prior to the design phase or during the implementation phase.

Persistent and resistant issues are identified throughout the participatory process of producing this roadmap. Other approaches, related to the involvement of the stakeholders and responding to the challenges of improving quality management within the framework of these issues, are also identified in view of the frequent difficulties in the internal regulation of the system.

#### **6.4.2. Mobilizing relevant data to improve quality management**

To improve quality management, it is necessary to build the capacity of stakeholders at all levels of the system to organize the collection, processing and use of relevant and necessary data for quality management and efficient monitoring and evaluation of the activities carried out. This involves the individual and collective capacity (at all levels: classroom, school, community) to identify relevant data and use it for management (decision-making, planning). The development of reflective practices at the different levels will help stakeholders to know what data to mobilize in order to improve quality management at the level of the education system in which they are active.

#### **6.4.3. Promote a professional culture of quality management**

The ambition of the programme is to change the professional culture of all the stakeholders in the education system in order to significantly increase transparency,

accountability, communication and consultation, reflective practices, the capacity for collective reflection and consultation in communities of practice, the practice of "small steps" or micro-decisions that can significantly improve quality management. Through the activities of the roadmap, the main aim is for the stakeholders of the education system to acquire new know-how, behaviours, attitudes, individual and collective practices in terms of quality management. This knowledge and these practices can then gradually be integrated into the professional practices of education services and institutions.

#### **6.5. The supervision of the NRT, its link with the university, the role of the country coordinator and the focal point**

The work of the NRT, but also its prior experience, must be supported throughout the project by a supervisory team in liaison with the country's university, with internal expertise in auditing education systems and analyzing public policies, engineering executive and teacher training, and change management methodology. In this context, the teachers/researchers involved in the professional training of the system's executives constitute a breeding ground from which the supervisory team can be constituted, including in the framework of its institutional training, the implementation of the programme then becoming an axis of the development of this training. This option should be studied because it strengthens the link between the university and the departments in charge of initial and continuing training of basic education. A second option, complementary and non-exclusive, consists in recruiting a coordinator for the research team because the implementation of the programme requires a specific coordination of the work within the NRT and anticipation of the operational programmes to be built throughout the process.

In any case, this supervisory team will first have to take charge of the program's approach, then conduct an NRT training workshop and, finally, throughout the data collection process, ensure frequent devolutions that guide the analyses and products of the NRT. The final research report is co-produced by the NRT and the supervisory team.

The programme focal point is the essential interface between the NRT and the MNE, and then between the MNE and the programme supervision team through the country coordinator, in order to ensure a good flow of information, particularly at each stage marked by the production of various reports (intra- and inter-institutional workshop reports, case studies, reports from decentralized and central workshops). It is also responsible for ensuring good working conditions for the NRT (provision of a meeting space, protocol procedures for carrying out field missions, workshops, etc.).

Well introduced to the secretary general and the minister, and if possible involved in the reforms underway, the program's focal point is at the crossroads of permanent information that should enable him to mobilize the ministry's executives to participate in the various workshops at decisive stages, particularly during the validation of the research report.

## 6.6. The synergy between the regional quality management support programme and other initiatives such as APPRENDRE, ELAN, Data Must Speak

The following is a non-exhaustive list of some initiatives in synergy with the problems identified in the field by the first countries involved in the program.

### 6.6.1. APPRENDRE-AUF

APPRENDRE-AUF (*Support for the professionalization of teaching practices and the development of resources - Agence universitaire de la Francophonie*) is a multilateral programme funded by AFD over the period 2018-2024 and implemented by the Agence universitaire de la Francophonie. The programme is intended for ministries of education in francophone developing countries in Sub-Saharan Africa, the Maghreb, the Middle East and the Caribbean. This programme was developed on the basis of OPERA research (*Observation of teaching practices in relation to student learning*). APPRENDRE is a provider of expertise and networking of practitioners, educational managers, academics and researchers. This support in expertise is intended for the technical directorates of the ministries of education and their decentralized agencies on multiple dimensions related to the professionalization of teachers.

By working together in the countries, the two programmes can achieve better results on resistant issues and bring about in-depth changes in three key areas that have a decisive leverage effect on quality: (i) pre-service and in-service training mechanisms; (ii) professional support systems for teachers and pedagogical supervision; (iii) and evaluation practices through:

- a sustained dialogue with national and regional authorities on national strategies for improving the quality of teaching and learning to overcome school failure, using methods that are better adapted to local contexts;
- the promotion of a professional culture of quality management oriented towards the effectiveness of learning for all pupils;
- the driving of action-research and applied research to promote innovations (in terms of management, training, pedagogical supervision and participatory management);
- the animation of communities of practice;
- a broad and in-depth treatment of the issue of quality and learning thanks to the complementary working angles of these two programmes on quality;
- better consideration of quality issues in sector planning and programming.

Here are some practical suggestions for implementing the synergy:

- involve the country's APPRENDRE focal point and its regional coordinator in the development of the quality management roadmap;

- piecing together the products of the two programmes (particularly research reports and action plans, as well as the tools and resources produced);
- organize joint forums for dialogue with the government and the TFPs on the tools for improving quality management to which the two programmes contribute in the framework of sector programming (progress of action plans; decisions and expected arbitrations if necessary; synergy with actions and reforms supported by the TFPs, sharing of work results, etc.);
- prioritize thematic and operational convergences between the activities of the roadmap and the annual work plan APPRENDRE, in particular on the following themes:
  - the diagnostic of problematic situations and desirable and possible improvements in the quality of teaching and learning based on the analysis of practices,
  - promotion of reflective professional practices of stakeholders in the education system (in terms of quality management, training, teaching, supervision, etc.),
  - initial and continuing training schemes to strengthen the professional skills of teachers in relation to the needs of students,
  - design of the evaluation (formative, summative) and remedial actions to be carried out,
  - analysis and improvement of pedagogical and supervisory practices,
  - rational use of information and communication technologies applied to education for training and supervision.

### 6.6.2. ELAN

ELAN (*School and national languages in Africa*) is an initiative that intends to significantly modify the teaching of languages in the management of African education systems that adhere to this experience on three complementary levels:

- by accompanying the establishment of a new functional distribution of languages as a medium of teaching;
- by proposing tangible teaching methods that are the subject of regional training courses;
- by working towards a transformation of pedagogical practices impacting the pedagogical relationship

ELAN proposes approaches (research-action) and tools (orientation guide to the bilingual-plurilingual approach to teaching French) that take into account, in the learning of French during the first three years, what is acquired and learned in the first language.

### 6.6.3. Data Must Speak

At the global level, Data Must Speak focuses on generating knowledge about what works and in what context, to improve community participation at the school level and to use data to improve equity and learning. The program's tools, presented by country, can be viewed and downloaded at: <https://www.unicef.org/education/data-must-speak-country-initiatives>

In conclusion, the programme must get closer to these partners and envisage synergies of intervention, even cooperation (sharing of data and experiences for better intervention).

## **6.7. Some organization and management principles for implementing the roadmap**

### **6.7.1. The role of members of the community of practice (or thematic communities of practice)**

An operational approach, consistent with the constraints/resources of the sector plan, programme budget and partner funds, is implemented by a community of practice formed at the end of Phase I of the program.

This approach consists of identifying the first "small steps" needed to gradually move the work sites into an operationalization phase through targeted actions. It is developed by the NRT with the participation of a group of 45 participants (intercategorical and interregional) through three major work stages:

- Holding workshops to draw up the road map in order to define the vision, challenges, and to envisage strategic actions based on each project;
- Continuation of a process of reflection in order to build ties between the initiatives and the ministry's program, in parallel with a dialogue with representatives of the main ministerial departments involved in quality management in order to identify concrete synergies in the programmes that they supervise and that could be the subject of an intervention by the quality management support program;
- identification during these exchanges with the ministerial departments of courses of action or "small steps" that could trigger the first interventions to initiate each initiative.

The operational programming of the roadmap activities is materialized by the construction of activities as the teams work. This process allows a continuous regulation of the roadmap activities. Each operational activity is thus formalized in a matrix containing the following elements:

- Operating activities ;
- description of the sector policy context ;
- main objective/expected results ;
- intervention modalities to launch the activity ;
- the main interlocutors/stakeholders ;



- the initiative concerned ;
- the sub-activities ;
- budgeting elements ;
- if necessary, details of the stages and/or elements of context.

## 6.7.2. Integration of roadmap activities into the national programming-budgeting cycle

How can the roadmap, generated by the research, be integrated into national strategies, national action plans and programming of activities? How to ensure that the project's input can inform the formulation of quality strategies for national plans? How to ensure that the field analysis process can feed into the professional culture of the personnel in charge of the supervision and training of teachers and school principals?

The programme must therefore be integrated into an ecosystem that, de facto, structures the quality approach within the national education system:

- national sector policies, national orientations and strategies;
- curricular orientations;
- the practices of stakeholders in the field at the level of decentralized schools and agencies;
- the orientations and practices of the national directorates that concern quality;
- national policies for initial and continuing training;
- evaluation and examination policies;
- the contributions of other programmes and projects that contribute to quality.

The aim will then be to avoid a gap between national sector strategies in favor of quality and what might emerge from the program's work on quality management (the roadmap). To do this, the second workshop to develop the roadmap could be the time to examine the links with:

- what already exists in the sector programming concerning quality management: in particular, the action plans of the national departments in charge of planning and statistics, training and evaluation, whose actions have an impact on quality management, should be checked;
- other initiatives and projects, including national or regional action plans that can contribute to improving quality management (financed by the World Bank, the Global Partnership for Education, UNICEF or bilaterally) or multilateral initiatives (e.g. Data Must Speak, APPRENDRE, Francophone Initiative for Teacher distance Training(IFADEM), etc.).

In terms of resources, external aid from TFPs could help finance the action plan on quality management. Finally, if activities relating to the different initiatives provided for in the road map are included in the sector programming, it is necessary to study how these activities will coordinate their interventions with the agency that has been designated in the annual action plan as responsible for achieving the objective assigned in the action plan.

In order to strengthen the coherence between this action-research and the national sectoral strategies, checkpoints can be identified :

- The need to orient action-research around priority strategies targeted in the sector plan;

- The need to link the approach based on the analysis of practices with the consideration of indicators (diagnostic indicators and sector plan targets);
- Putting into perspective the collective bottom-up approach of diagnosis and production of avenues for improvement as well as the mobilization of stakeholders to achieve the objectives set in the sector strategy;
- action-research allows to build the chain of actions (the supply chain) necessary to reach the indicators.

### **6.7.3. Monitoring of the roadmap activities and its contribution to the enrichment of the national sector strategy**

It is important to note that the interventions in the roadmap will need to be adapted to any opportunities that arise. Its adaptability is essential. It must be a flexible and responsive tool for seizing opportunities to take "small steps" - or "big steps" - towards better quality management. New working hypotheses will emerge as the roadmap's projects and, more generally, action plans are implemented. The formalization of these working hypotheses by the ministry of education will serve as a guideline for the identification of new activities that need to be implemented in order to achieve the objectives of the roadmap.

Countries that call on IIEP-UNESCO Dakar for the implementation of this quality management support programme benefit from the support of a supervisory team and a virtual campus.

### **6.8. A prior documentary review conducted by the ESPD**

As soon as a country joins the program, the ESPD conducts a preliminary analysis of quality management, which consists of an in-depth review of all current documentation related to quality management in the country's basic education system. This analysis is shared with the central directorates during preliminary discussions that allow them to observe more specifically certain management practices that already seem to pose problems.

### **6.9. Support from IIEP-UNESCO Dakar and the development of a community of practice**

The programme is implemented by an NRT co-opted by the authorities, composed of eight members from the directorates of the ministry of basic education. While this number may vary depending on the issues at stake, criteria must be adopted so that this team can carry out all the tasks entrusted to it in the best possible way, including that of developing new professional postures as soon as the intervention at the school level begins.

These changes in professional posture will be the subject of regular support by the IIEP-UNESCO Dakar supervision team with targeted face-to-face interventions, built on the principle of analyzing the professional practices of NRT members and coupled with access to a digital work environment facilitating regular exchanges.

It is relevant that this team is composed of voluntary managers with significant experience and newly-integrated managers, for example trainee inspectors, with a focus on diversity. Given the high level of involvement expected from these managers and the dynamic of sustainability, staff close to retirement will be avoided.

To ensure the orientation, coordination and in situ technical supervision of the NRT, a consultant is recruited and trained by IIEP-UNESCO Dakar in each country. The technical supervision of the national coordinating consultants and the NRTs is provided by IIEP-UNESCO Dakar at a distance via a digital platform, as well as through support missions in the field at times deemed strategic for the methodological training of NRTs. The digital platform allows the ESPD to complete the orientations given in the classroom by the coordinating consultants but also to make timely devolutions to the productions of national teams, thus benefiting from the sharing of experiences between teams in different countries. Throughout the survey, the supervision strategy favors the gradual empowerment of the NRTs, with a view to the sustainable strengthening of their analytical capacities.

## 6.10. Programme flow chart

The following flowchart is aimed at countries with or without an appeal to IIEP-UNESCO Dakar.

	PROCESS	COUNTRY STAGES	ESPD ACTIVITIES
	Preparation phase	<ul style="list-style-type: none"> <li>- Designation of a focal point</li> <li>- Formation of the NRT and/or the supervisory team</li> </ul> (ESPD) <ul style="list-style-type: none"> <li>- Initial assessment of the quality management of education and sampling</li> </ul>	
6 MONTHS	Diagnostic of quality management practices	-NRT training	Mission for the training of the NRT
		<ul style="list-style-type: none"> <li>-Analysis of management practices at school level</li> <li>- Case study for each school - Inter-school workshop</li> <li>- Analysis of management practices at the decentralized agency level</li> </ul>	-Remote support via the digital platform - 3 to 4 missions to support the key phases of the diagnostic process

		<ul style="list-style-type: none"> <li>-Decentralized agency workshop</li> <li>- Analysis of management practices at the central level</li> <li>-Central workshop</li> <li>-Restitution workshop</li> <li>- Research report</li> </ul>	- Dialogue with stakeholders for synergies of actions.
2-3 MONTHS	Development of a roadmap	<ul style="list-style-type: none"> <li>-Formation of the intercategorical and interregional team</li> <li>- Workshop 1 for formulating the roadmap: building a common understanding of the issues and methodological proposals</li> <li>- Roadmap formulation workshop 2: definition of the first operational activities</li> <li>- Definition of operational activities</li> </ul>	<ul style="list-style-type: none"> <li>-Support missions and remote support via the digital platform</li> <li>- Political validation</li> </ul>
	Assistance for change	Support for the implementation of actions identified in the action-research methodological framework	Support missions and remote support via the digital platform