



Summary Note: MADAGASCAR, LEADERSHIP WORKSHOPS, 2003-2004

2003 - 2004: GOVERNMENTAL LEARNING RETREATS ¹

Background:

In the second half of 2002, Madagascar resolved an extended political crisis which began after the contested Presidential elections in December 2001. Among the challenges confronting the new administration of President Marc Ravalomanana was instilling a sense of team-work among the new Government and between Cabinet Ministers and senior officials. This specific challenge also grew out of commitments expressed by the new President to “break with the past”, notably by combating corruption and improving governance, and by moving towards closer integration of Madagascar with the rest of the world, not only through trade and investment, but also through exchanges of ideas and global best practices.

The World Bank Institute was invited by the new President as an external partner to help with a specific aspect of this transition process by designing and delivering two Governmental Learning Retreats in June 2003 and January 2004. A major challenge in the design and delivery of these Retreats was to balance the external facilitation role with a high level of Government ownership in a context of major on-going team-building challenges within Government, including a Cabinet reshuffle which took place just prior to the second Retreat in January 2004. The design of both Retreats was a novel experience, undertaken by the World Bank Institute jointly with the Malagasy champions of the process (the President, Prime Minister, and Vice Prime Minister), working closely with the advice and support of the World Bank Country Director for Madagascar. A counterpart team in the vice-primature played an important role in the design, development, and implementation of the Retreats, and took on a substantial amount of the logistical burden for the January 2004 event.

Workshop Themes: In June 2003, the objective of the first Governmental Learning Retreat was to strengthen collegial decision-making and team-work through an intensive three-day exposure to global best practices in governance and managing globalization. This first Government Learning Retreat was accompanied by a half-day Learning Event for over 100 Malagasy Parliamentarians on similar topics. A number of policy reforms, notably in the areas of governance and private sector development, were facilitated and catalyzed by this first Retreat which, according to participant evaluations, also bolstered a sense of Cabinet collegiality and inter-ministerial team-work and commitment to improving internal work processes.

Six months later, in January 2004, a second Governmental Learning Retreat was organized by WBI for the Presidency and Cabinet, as well as senior officials. This event was accompanied by two half-day pre-Retreat Learning Events aimed at private sector, academic, and civil society audiences drawn from locations within and outside the capital region in Madagascar. A significant shift towards an increasing results focus was explicitly designed in the January 2004 Retreat, achieved through organizing Ministers and senior officials into learning clusters and learning sub-groups (10 groups in total), which met to reflect on the ideas presented by resource persons, assessed the progress towards PRSP goals, and agreed upon a future action program. The process required identifying and agreeing upon three key problems, strategies and indicators for feasible outcomes in the next 90, 180, and 360 days. Formulated as recommendations, these outputs were primarily aimed at demonstrating the value of cross-ministerial team-work at various hierarchical levels, rather than testing a specific methodology for achieving group consensus around measurable results in a robust accountability framework.

Process

The facilitating role played by the World Bank Country Director was critical throughout the planning and delivery process, especially in focusing and coordinating with the Malagasy champions for this Retreat (President, Prime Minister, and Vice Prime Minister). WBI worked closely with the Country Management Unit and with sub-teams on

¹ Details on the Retreats are available on-line, at <http://www.worldbank.org/wbi/RCET/madagascar/>.

governance, education, and private sector development; although the Retreat was sponsored by the Bank's Country Team and co-financed by the Government, the Governmental Learning Retreat was not regarded as a World Bank Country office activity. In fact, at the government's request, great caution was exercised in not potentially undermining government ownership and in particular by not systematically including Bank Country Team members as participants. The brokerage role played by WBI was seen to be a neutral mechanism for bringing global knowledge to bear on local needs and for facilitating stakeholder dialogue. The close cooperation that WBI enjoyed with the task team for the Bank's Governance and Institutional Development Project resulted, inter-alia, in participation of a team from the Institute of Public Administration of Canada (IPAC) and the Canadian National School for Public Administration (ENAP) in the Second Learning Retreat. This team was contracted under the IDA-financed Governance and Institutional Development Project to plan and deliver one of the three modules of the Madagascar Leadership Training Program (see page 3), and was to start its scoping mission to Madagascar at the date of the Learning Retreat. To ensure complementarity, the IPAC team was invited to join the Governmental Learning Retreat, in a dual role as observers and as external resource people. As such, the Learning Retreat served as the start of their scoping mission, and also enabled them to offer their expertise to the Malagasy participants within the context of the Retreat.

Workshops' Format and Content:

First Government Learning Retreat, June 2003

Objectives: stimulate innovative thinking on governance and investment, and provide insights on handling crisis and transitions.

Approach:

Global Best Practices: Leadership, good governance, private sector development, public sector reform

Methodology:

- Cross-country research
- Case-studies
- 1st hand practitioner experience

Participation:

- Presidency, Cabinet, senior govt. officials
- 70 participants, 1200 participant hours

Outcomes:

- Awareness-raising
- Team-building

Second Government Learning Retreat, January 2004

Objectives: access global experience; apply that experience to local content, current situation and problems; and plan action to target PRSP results.

Approach:

Global Best Practices: Continuous learning, service delivery, PPPs for better governance, attracting FDI

Methodology:

- Cross-country research
- Case-studies
- 1st hand practitioner experience

Participation:

- Presidency, Cabinet, senior govt. officials
- 121 participants, 1060 participant hours

Outcomes:

- Team-generated results matrices
- Service level commitments

Participants' Assessment:

Feedback from the experiences in Madagascar confirmed the two-fold value of continuing periodic Cabinet Learning Retreats: (i) to internalize relevant global experiences and successes in achieving development results; and (ii) to build and maintain focused team-work among policy-makers and senior officials and to continually commit them to a common accountability framework with short-term, measurable results. Considerable emphasis should be placed on the **work management and process skills** which participant evaluations confirm **are in even higher demand at this senior decision-making level than are technical skills** such as budgeting and IT.

Recommendations and Conclusions from World Bank Organizing Team and Facilitators

A preliminary recommendation stemming from the two Retreats is that a Cabinet Secretariat function could be mandated to prepare future events; with logistics skills of event management becoming increasingly mastered by Malagasy counterparts, the function of this Secretariat could be to focus on generating priority content, based on liaison across Ministries and with non-state learning actors and institutions. Knowledge management innovations such as periodic Cabinet electronic newsletters are also suggested a ways to improve inter-government communication.

In parallel with an enhanced Cabinet learning process, the organizing team observed that non-state actors such as academic institutions and NGOs could play a key role in designing, delivering, and evaluating targeted results-oriented learning programs to enhance sub-national statistical capacity, service delivery, participatory governance, and private sector development. By testing innovative approaches in these areas, this extended learning process could also enhance the value of Cabinet-level learning oriented towards evidence-based policy-making and which can increasingly focus on how to help scale up successful results. Malagasy institutions could be strengthened to engage in knowledge management innovations to support local and regional-level communities of practice. These could be networked nationally (e.g. associations of mayors, service delivery providers, etc.). Strengthening Malagasy institutions for this purpose would benefit from a clear results focus which goes beyond conventional training, emphasizing instead problem solving through knowledge sharing and application.

2004 – 2005: MADAGASCAR LEADERSHIP TRAINING PROGRAM

Background:

In addition to the Learning Retreats, there is an innovative, three-part leadership program that the World Bank currently implements at the request of the President of Madagascar. The purpose of the leadership program is to transform the government bureaucracy, affected by French colonial heritage and socialism, into a well-performing administration capable of implementing the government's ambitious reform agenda. The ambition, commitment and vision of the President provide a unique opportunity to facilitate developmental change. The leadership program is designed as an innovative yet flexible intervention to support the government in these endeavors by building capacity, infusing international knowledge and maintaining the momentum of change. The training is tailored to the specific needs of the Malagasy leadership, drawing on latest academic research and practitioners' experience to promote three areas of competency: leadership, behavior & ethics, and management & technical skills. It focuses primarily on ministers and secretaries-general (SGs).

Specifically, the leadership program consists of three components: (1) a three-day Self Management Seminar by the Art of Living Foundation (ALF), (2) a one-week management training course in Canada by the Institute of Public Administration of Canada (IPAC) and the Ecole Nationale d'Administration Publique (ENAP) and (3) intensive transformational leadership training and coaching ("The Transformation Project", directed by Dr. Dean Williams from Harvard University's Kennedy School of Government). The training in Canada and the Self Management Seminar are complete, and the Transformation Project began within a limited scope on March 2004, and if full financing is obtained will expand to cover a range of key ministries and run through 2005.

ALF Self-Management Seminar – Format and Content:

The three-day seminar was carried out in Madagascar over the period of January 22-26, 2004. Its purpose was to help build and strengthen the personal capabilities and team work to meet the challenges of leadership. The ALF mostly followed their standard methodology (breathing techniques, physical exercises and teachings) with their presentation adjusted to fit the specific cultural context of Madagascar. The training sought to enhance personal

leadership capabilities; provide tools for personal development and stress management; increase energy, dynamism, mental clarity and self-confidence for undertaking major responsibilities; enhance collective ownership and teambuilding (Cabinet, SGs); and strengthen commitment to values and ethics of public service.

Participants' Assessment: Participants provided very positive feedback on the seminar, feeling an immediate impact in terms of reduced stress and increased appreciation of others. They particularly appreciated the techniques they acquired, notably breathing techniques.

IPAC-ENAP Management Training – Format and Content:

All ministers and SGs (divided into three groups) participated in a one-week training in Québec between April and June 2004. The purpose of the training was to expose members of the Malagasy Government to international experience, drawing on practitioners' and academic presentations and exchanges (formal and informal), and to instigate close cooperation and group work between the political and administrative layers of government by grouping ministers and SGs together. Among others, the following themes were addressed: context analysis of individual's work and political environment, priority-setting, change management, public sector reform, time management, effective communication, etc.

Participants' Assessment: Participants particularly appreciated the sharing of practical experience through practitioner-to-practitioner capacity building: IPAC and ENAP arranged to "twin" most participants, including the Prime Minister, with their *Quebécois* counterparts (Ministers, Cabinet Secretaries, and Deputy Ministers) to share experiences, challenges and successes in both formal and informal settings. This direct exchange is reported to have reinvigorated participants' motivation and drive to serve in the public sector.

The Transformation Project – Format and Content:

Although Dr. Dean Williams' first visit to Madagascar in March/April 2004 was conceived as the assessment phase for a planned four-day training event (to be modeled on the successful intervention in Timor-Leste in 2001), the President, prompted by Mr. Williams' coaching presence, requested him to expand his intervention to spearhead a comprehensive change process of the Malagasy administration.

The aim of the resulting proposal, the "Transformation Project", is to support the President in transforming his government into a powerful engine of development, starting in several priority ministries. To this end, a team of senior consultants will coach ministerial leaders to build their leadership capacity and help them think through and implement reforms to structures, practices, values and priorities. The role of Mr. Williams's team is not to provide technical expertise but to facilitate, support, sustain and enable the speed and direction of ongoing and planned reforms supported by the World Bank, including WBI's Learning Retreats and other donors. This initiative is unique in its approach as it recognizes the need to sustain leaders' commitment and their capacity to manage difficult (and at times controversial) change, and the need for on-the-spot course corrections and crisis management.

Progress to Date: Coaching support began in March 2004; financing is being sought for the broader project, designed to cover key ministries by providing leadership coaching, and if funded the effort will run for 12-18 months. A detailed monitoring and evaluation of the intervention will allow the team and Government to jointly assess progress made and identify necessary adjustments as the process evolves.

This summary note was prepared by the LICUS unit in OPCS, as a companion to the "Dissemination Note on Leadership Workshops, 2001-2004" jointly issued in December 2004 by the LICUS unit and the Public Sector Governance unit in PREM. The content of this summary was reviewed by the workshop organizers responsible for the event. For further information on the Madagascar workshops, please contact Moira Hart-Poliquin in WBI (extension 36311), or Stefanie Teggemann in PREM (extension 31879).