

A photograph of two young girls in school uniforms. They are both raising their right hands, pointing their index fingers upwards. The girl on the left is seen in profile, looking towards the right. The girl on the right is also looking towards the right. They are wearing white short-sleeved shirts with dark blue suspenders. The background is plain white.

ADB

Results-Based Management in the Education Sector

Asian Development Bank

What is Results-Based Management?

Results-based management (RBM) is about enabling *improved performance* that can be described and measured. RBM is built on clear goals and objectives; it provides systems for measuring and monitoring performance and results; it promotes a learning culture grounded in evaluation; it assumes beneficiary participation at all stages; it requires distinct accountabilities in a decentralized framework; and it links results with planning and resource allocation.

Used effectively, RBM can help improve the implementation of the policy and strategic agenda of governments, especially in public sector agencies, such as education and health ministries.

RBM can play a key role in governance and institutional assessment and follow-up measures to strengthen participation, transparency, and accountability. RBM is also being implemented in donor organizations. The objectives of ADB's RBM approach—"Managing for Development Results"—is to strengthen ADB's focus on development outputs, outcomes, and impacts; improve its responsiveness to its developing member countries' (DMCs') goals and priorities; facilitate partnerships and harmonization with other donors; and improve internal efficiencies.

Results-Based Management: Enabling Governance and Institutional Review

RBM can guide strategies that link individual and organizational responsibilities for achieving results.

Focus: Why the organization exists and what results it seeks to achieve

Measurement: How results will be judged

Accountability: Who is responsible for the results

Merit-Based Culture: How behavior supports organizational goals through appropriate rewards and sanctions

ADB increasingly uses RBM techniques to develop sector and organizational road maps.

Development Effectiveness: Achieving Results Together

Management for Development Results (MfDR) is an important element of ADB's broader reform agenda. ADB is committed to be an effective, dynamic, and results-driven catalyst for poverty reduction and prosperity in the region and is determined to contribute to achieving key development results, in particular, the Millennium Development Goals (MDGs) jointly with other development partners. In doing so, we need to improve

- management processes to ensure development results,
- results on the ground in ADB borrowing countries,
- openness and accountability for development results, and
- organizational capacity and results focus.

ADB Supports RBM Road Maps in Sector Agencies

ADB recognizes that the adoption of RBM in government agencies is particularly complicated due to the lack of clarity on anticipated client outcomes and benefits, frequent time lags in achieving these outcomes, and unpredictable and overly bureaucratic financial and personnel management procedures.

To gain lessons for guiding future ADB support for RBM in sector agencies, two regional technical assistance (RETA) programs were implemented and completed in August 2004.

RETA 6089 on Strengthening Results-Based Management for Sector Agencies looked at RBM in the education sector in Cambodia and Mongolia, focused on conducting an initial assessment of existing RBM processes, identified important RBM case studies, and developed an RBM road map for institutional reform and capacity development.

The findings will be included in ADB's sector-wide approach toward future education sector development in these two countries, including program and investment lending and advisory services.

RETA 6096 on Supporting the Sector Approach and Results-Based Management in ADB Operations assessed the scope for improving RBM in five DMCs. The first phase included an assessment of the RBM orientation of ongoing ADB projects, including an institutional diagnosis of project operations. The second phase concentrated on initial capacity building to strengthen RBM orientation, primarily through in-country training.

A key objective was to ensure information sharing on findings of these two regional initiatives, including effective RBM methodologies. A second objective was to draw lessons on how institutional arrangements within these sectors and projects increased results focus.

A third objective was to understand how ADB lending modalities, especially program and project loans, influenced a more results-oriented approach.

An immediate priority was how the donor community could better coordinate support for planning, statistical systems, and monitoring and evaluation capacity in developing countries



Improving the education sector will bring positive results—more children in school

RBM in the Education Sector: Cambodia and Mongolia

Since 2003, ADB's RETA 6089 has been assisting the education ministries of Cambodia and Mongolia in conducting their own assessments of RBM-oriented sector development processes. These countries were selected based on a strong results focus on planning and implementation and a history of significant support from ADB over the last decade.

The comparative analysis recognizes that the education sector in Mongolia is a relatively mature one. In contrast, Cambodia's education sector is in transition from postconflict rehabilitation to more sustainable reform and development.

RBM Assessment

The RBM assessment approach has focused on facilitating education ministries to conduct their own evaluation of the results focus on education planning, implementation, and monitoring processes; and to define priorities for improvement. Key features of the approach include using current RBM status as a starting point, analyzing the history and impetus behind a shift toward RBM in the sector, and using practical illustrations and case studies to help education agencies improve current RBM practices.



Claudia Buentjen

Abolishing start-of-year fees in Cambodia has reduced barriers to girls attending school. An additional 0.3 million girls enrolled in the past 3 years

Instrument for RBM Assessment

Education staff members of Cambodia and Mongolia were trained in assessing their RBM processes. The instrument included rating the following:

Results: Specific, monitorable, realistic, and aligned with the policy

Processes: Target setting, flexible, and delegated monitoring and review

Resource Management: Prioritized budget allocation, medium-term predictability, and delegated budget authority

Organizational Capacity: Well-defined authority and responsibility, clear governance structures, and incentives systems

The main outcome is not to compare the actual sector performance results, but to examine the processes being used to achieve desired results.

Cambodia: Main Findings

Momentum for RBM: Despite significant aid flows in the 1990s were, sector performance remained disappointing, thereby providing the main impetus for RBM. The education ministry introduced a results-led, sector-wide approach in 2001 with high-level leadership support. Related fiscal and institutional reforms have run in parallel with a rolling program of education reform that takes account of annual review of sector performance results.

Case studies of RBM practice: Ministry teams have conducted their own analysis of RBM-related processes to improve RBM practice. Case studies include education/finance ministry consultation, information campaigns, internal audit procedures, gender mainstreaming, school performance monitoring, and donor partnership arrangements. These case studies are being used to revise capacity development processes and programs.

RBM road map development: RBM processes in the Central Education Ministry have been strengthened extensively in recent years. One priority is to increase the results focus of planning and monitoring at decentralized levels as part of improved school/community governance.

Another priority is to instill an organizational culture and capacity that values and accepts delegated authority and responsibility at lower levels of the system. The Cambodia road map will also examine measures to ensure that salary and non-salary budget allocations are consistent with strategic priorities.

ADB and other funding agencies will be using elements of this RBM road map to identify capacity development support needs over the next 5 years as part of a new Education Strategic Plan, expected in late 2004.

Stakeholder consultation at all levels, especially at points of service delivery, is essential

Mongolia: Main Findings

Momentum for RBM: Fiscal difficulties in the mid-1990s were a driving force for RBM. The deterioration in sector performance, it was realized, needed to be addressed quickly. The introduction of results-oriented performance agreements by the Cabinet and the Ministry of Finance in 2002 reinforced an emphasis on RBM.

Case studies of RBM practice: The Education Ministry has introduced results-based performance agreements at the central, provincial, district, and school levels in 2002. Case studies focused on early lessons learned by implementing these agreements, including defining results—especially education standards, better information management on performance, and budget planning in large and small schools; and setting up performance agreement monitoring teams.

Main Lessons Learned and Outlook

RETA 6089 and other ADB studies highlight the importance of adopting a comprehensive approach toward assessing RBM processes and capacity building. A wide range of factors, within and beyond sector agencies, can affect outcome in strengthening results-focused planning and management. Stakeholder consultation at all levels, especially at points of service delivery, is essential.

Lessons learned include recognizing that sectors may adopt different RBM entry points and modalities, depending upon sector maturity; enabling high-level leadership and ownership is critical; and establishing sustainable RBM processes require realistic and flexible target setting at various levels, alongside effective information sharing.

A crosscutting approach toward strengthening RBM processes is critical. This involves incorporating strong linkages between sector reforms and broader government financial, governance, and decentralization reforms. Adopting a sector-wide approach is likely to facilitate these linkages.

A clear message is that improving the results orientation of sector planning and management can be sustained with predictable resources and clear accountability mechanisms. Any uncertainty over sector budget allocation and execution is likely to undermine confidence in adopting RBM. The growing trend in the use of medium-term expenditure frameworks should facilitate increased adoption of RBM.



Strong commitment of education sector personnel throughout Mongolia is an essential building block for increased performance



Children face a brighter future through quality education

RBM road map development: The study is helping identify ways of improving the performance agreement system, including a recognition that incremental target setting needs to be complemented by a more radical reform. A top priority identified is to

improve results definition, especially for school performance standards. A second priority is to ensure better alignment of performance management, resource management, and accountability systems at all the levels. The RBM road map development will also ensure more predictability in education resources to maintain confidence and commitment to performance agreement systems.

ADB and other funding agencies will be using elements of this road map to identify capacity development support needs over the next 5 years as Mongolia updates its education reform plan.



Having adequate education resources will improve the performance of schools and students

ADB Strengthens its Results Focus

The long-term goal of the reform agenda is to achieve demonstrable improvements in the impact of ADB operations. The reform agenda aims to significantly enhance ADB's organizational effectiveness or capabilities to manage inputs (financial and human resources) and activities to efficiently deliver products and services to DMCs.

To achieve these objectives, the agenda commits ADB to deliver specific outputs related to internal changes and realignment, such as reinforcing knowledge management, improving operational policies and strategies, refining organizational processes and structure, and improving human resource management and staff incentive systems.



Acquiring knowledge and skills to contribute to development

Rollie del Rosario

Managing for Development Results

The February 2004 meeting in Marrakech was a follow-up to the 2002 Monterrey Conference where five multilateral development banks signed a joint statement on key issues in measuring, monitoring, and managing development results. A key agreement was the need for greater harmonization of RBM-oriented development processes.

ADB joined representatives of more than 50 countries and 20 international organizations to discuss the key challenges for improving development effectiveness and sharing experiences on how to address key development issues on the ground.

The roundtable key outcomes include an endorsement of a joint memorandum, an agreement on a set of core RBM principles, and an action plan for building broader consensus on ways to improve development results. The participants agreed that an immediate priority was how best the donor community could better coordinate support for planning, implementing statistical systems, and monitoring and evaluating capacity in developing countries.

Support for RBM Adoption

Focus on front-loaded advisory support for results-oriented planning and monitoring

Emphasis on target setting and results monitoring in lending and grant operations

Comprehensive approach toward technical assistance, linking sector, institutional and financial reforms

About ADB

The Asian Development Bank (ADB) is a multilateral development finance institution owned by 63 members, 45 from Asia and the Pacific and 18 from other parts of the globe. ADB's vision is an Asia and Pacific region free of poverty. Its mission is to help its developing member countries reduce poverty and improve their living conditions and quality of life.

ADB helps its developing member countries through policy advice, loans, technical assistance, grants, guarantees, and equity investments.

ADB headquarters is in Manila. It has more than 25 offices around the world with over 2,000 employees from more than 50 countries.

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www.managingfordevelopmentresults.org/2ndRoundtable.html