

Mid-Term Review of Norway's Support to UNICEF's Education Programme in Madagascar (2005 – 2007) GLO-2108

NORAD COLLECTED REVIEWS 6/2007

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Norad collected reviews

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ISBN 978-82-7548-199-1

Review 2007-1

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April 2007

Acknowledgements

The Review Team wishes to thank all the people who have helped us in the work with this review. In particular, we wish to thank the UNICEF staff for their well organised programme, their provision of documents and information and their openness in all discussions. Furthermore, we wish to thank all the people we met, in the Ministry of Education and on the field visits, for their hospitality and willingness to share with us all their information.

Lastly, we wish to thank the people in the Norwegian Embassy, and especially the Minister Counsellor Lillian Wikstrøm, for all their support and friendliness during our stay.

The review has been an interesting experience. We met with many devoted and active people, with interesting ideas, working to improve the education system. We hope this review also can contribute to the work for a better education system in Madagascar.

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Oslo, 21 March 2007.

Content

Acknowledgements	2
Abbreviations	4
Executive summary and recommendations.....	5
1. Introduction	10
1.1 Programme of the review	10
1.2 Background.....	11
2 UNICEF's Education Programme.....	12
3 Main findings from the review	18
3.1 Review of key documents	18
3.2 Assessment of progress of the programme.....	19
3.3 Assessment of the functioning of the programme components.....	21
3.4 Potential areas of improvements	22
3.5 Assessment of sustainability and risks.....	22
3.6 Assessment of the budget and budgetary reports	23
3.7 Identification of other planned or on-going programmes that may influence the implementation or the effects of the ongoing programme	24
3.8 Assessment of the added value of channeling the funds through UNICEF	24
3.9 A review meeting with key MENRS partners involved in the development and implementation of the Approche par les Competences (APC),	25
3.10 Case study: Tsiroanomandidy	26
3.11 UNICEF's advocacy role regarding language of instruction	27
3.12 Recommendations regarding possible continued cooperation between Norway and UNICEF in Madagascar	28
ANNEXES	30
ANNEX 1: Terms of Reference	30
ANNEX 2: Programmes of the mid-term review.....	33
ANNEX 3: People met during the mid-term review	35

Abbreviations

AFD	Groupe Agence Française de Développement – French Development Cooperation
AGEMAD	L’Amélioration du système Educatif de Madagascar
APC	Approche par les compétences
BIEF	Belgian counselling and intervention firm working in the area of education, formation and project management
BIT	Bureau International du Travail (ILO)
CBA	Competancy based approach (see APC)
CE	Cours Elémentaire
CISCO	Circonscription Scolaire (District School Office)
CM	Cours Moyen
CP	Cours Préparatoire
CPRS	Contrat Programme Réussite Scolaire
CRINFP	Regional Pedagogical Institute
DEF	Directorate of Primary Education
DIE	Directorate of Inspection
DIDEC	Direction Diocesaine de L’éducation Catholique
DPESFT	Directorate of Planning
DREN	Regional director of Education
EFA	Education for All
FTI	Fast Track Initiative
FLM	Fiangonana Lotharana Malagasy (Malagasy Lutheran Church)
FRAM	Fikambanan’ny Ray Aman-drenin’ny Mpianatra (Parent’s Association)
ILO	International Labour Organisation
INFP	National Pedagogical Institute
JICA	Japan International Cooperation Agency
LINS	Centre for International Education, University College of Oslo
MAP	Madagascar Action Plan
MDG	Millennium Development Goals
MENRS	Ministry of Education
NMFA	Norwegian Ministry of Foreign Affairs
MOU	Memorandum of Understanding
NGO	Non-governmental Organisation
NMS	Det Norske Misjonsselskap (Norwegian Missionary Society)
NOK	Norwegian Kroner
Norad	Norwegian Agency for Development Cooperation
NGO	Non Government Organisation
PD	Project Document
PRSP	Poverty Reduction Strategy Paper
UAT	Unité d’Appui Technique
UNDP	United Nations Development Programmeme
UNICEF	United Nations International Children’s Fund
WB	World Bank
ZAP	Zone Administrative et Pédagogique

Executive summary and recommendations

The mid-term Review of Norway's support to UNICEF's Education Programme in Madagascar 2005-2007, took place from the 25th of January to the 2nd of February 2007. A team of three consultants conducted the Review: a Malagasy consultant, Noro Razafindrabe-Raoniarisoa, a Norad adviser, Hilde Thyness, and an external consultant from LINS, Karen Brit Feldberg.

The Terms of Reference stated that the Review should be seen as an examination of UNICEF's role, performance and added value with regard to the MENRS activities. The background of the UNICEF project should be explored by studying the underlying documents and through meetings and field visits. The review programme included meetings with relevant representatives at all levels and visits to two districts: Tsiroanomandidy and Toliara, with surrounding schools.

The UNICEF programme works with a dual strategy of: i) capacity reinforcement of MENSr at national, intermediate and district levels and ii) reinforcement of the ability of families and community members to claim child rights to education and develop their capacities to fulfil their own obligations to their children.

The education system in Madagascar is going through a period of major reforms, and faces challenges in achieving the MDG, EFA goals and PRSP goals. The main goals of the Madagascar EFA plan are to achieve universal primary school enrolment, improve the quality and enhance the efficiency of the education system. It seems clear to the team that the system does not have the capacity to provide all children in the Malagasy education system with access to quality education. There are several limitations, amongst others: poor quality, which is manifested through high repetition and drop out rates; an acute lack of qualified teachers; access to school is difficult in many areas due to huge distances and poverty; and the flow of resources, materials and information between central and local levels is not optimal.

The reforms in the education sector demand enormous resources of the MENRS. In the Malagasy government's development plan towards 2012, the Madagascar Action Plan (MAP), the duration of primary school is extended from 5 to 7 years. The EFA-plan is under more or less constant revision and adjustment due to new National Plans and plans for FTI/Catalytic Funds. Donor support will therefore be necessary for a long period of time.

Norway has for many years been one of the main donors to the education sector, providing support directly to the MENRS and the EFA-plan, but also through support to UNICEF, FTI, NMS/FLM and ILO. Other main donors are France, the World Bank, and JICA.

The team's assessment of the progress of the UNICEF programme is overall positive. The strength of the programme is the combined effects of the main elements,¹ resulting in broadly based impact on the pedagogical work in schools, the management of the

¹ Curriculum Development, School materials, Training of trainers and teachers, Monitoring, Parent-school contracts, Evaluation of learning achievements, communication strategy, results-oriented planning, improving the school environment, technical and logistical support

education sector at all levels and the decentralisation policy. Reforms in the education sector usually take many years before the impacts are visible at school level. Although building on previous programmes, the results here are noteworthy.

The two main elements, the Parent/School Contracts, CPRS (Contrat programme Reussite Scolaire) and “Approche par les Competences”, ACP, with the pedagogical training programme for trainers and teachers show promising results at school and community level. However, the programme is comprehensive and complex, with many stakeholders involved and capacity building at many levels. For the programme elements to be firmly established, with new methods and ways of working, continuous support over a long period of time will be necessary.

A main point for discussion is how capacity is developed at all levels, how ownership and competence are built up and transferred. Norway has made explicit that their support to EFA should contribute to the strengthening of the Ministry’s capacity to deliver and support the advancement of the EFA programme as soon as possible for the MDG and PRSP to be achieved. A crucial element is also how capacity is developed among the team of curriculum developers, the so called concepteurs, and the teacher trainers. The same group of concepteurs has been involved since 2005. According to the BIEF experts their competence has increased remarkably. Still, a tendency to repeat techniques and not renew, adjust and develop further is a matter of concern. Continuing capacity building and renewal of the concepteurs in cooperation with University and pedagogical institutions will be very important for the building up of pedagogical competence in the Malagasy education system.

A serious concern is that in remote areas training is often reduced and/or delayed, due to transport problems and capacity constraints.

For the sustainability of the programme the view of the team is that support to the UNICEF programme should continue beyond the 2007. Many important and promising processes have had a recent start and are still fragile. The work to consolidate the pedagogical methods in APC, the training programmes, the decentralisation processes and support to the local level through CPRS are all most important to continue.

The review team therefore consider the added value high of channelling the funds through UNICEF and not directly through MENRS, for the following reasons:

- The importance of activities taking place at local level, and local mobilisation should not be underestimated. Considering the limited capacity of the MENRS, the team believes that an added value of support through UNICEF is to keep momentum and motivation at the local levels.
- UNICEF’s international experience seems to be in demand in Madagascar. The team believes UNICEF can contribute to pedagogical innovation and curriculum reform by drawing on their international experience to bring in innovations and new tools.
- UNICEF plays the role of “coordinator” on behalf of the Ministry when it comes to hiring the most qualified NGOs as implementing partners. UNICEF has the expertise and capacity to conduct this work.
- The planned development from generalisation of the programme to targeted support to remote and hard to reach areas also represents an area where UNICEF provides added value, as they have capacity for wide outreach.

- UNICEF seems to have been able to contribute to a participatory process in the education sector in Madagascar with the support and cooperation with CISCOs on CPRS.
- Good relations between MENRS and UNICEF on the whole were experienced. UNICEF is trusted and credible to people.

Recommendations

During the ongoing and the coming reform period in Madagascar the team deems the continued channelling of funds through UNICEF beyond the current agreement period necessary to ensure continuity, to avoid losing momentum at local levels, and to provide technical assistance to the MENRS. The systems that have been established with CPRS should be continued and made universal. Weaknesses in delivery systems due to long distances, inadequate banking systems and communication facilities, as well as capacity building and information must be given adequate time to be strengthened and to overcome the constraints that can presently be seen. It is therefore recommended that the UNICEF programme continue to avoid any disturbances in the development process and decentralisation policy they are part of.

The team has an overall positive assessment of the UNICEF programme. The basis for this recommendation is that UNICEF fills an important role in providing technical assistance to MENRS, including pedagogical innovations and international experience.

Despite this overall positive view, there are elements which need to be improved. The following recommendations explain some of these elements.

Recommendations regarding documents and reporting:

- The team recommends UNICEF to strengthening:
 - coherence of project design within and between the different documents. Key concepts in this regard should be revisited,
 - consistency in the use of matrixes, and their content
 - coherence and correct use of terminology
- The annual report should be explicit on deviations from plans and justifications for deviations, and the responsibility for deviations should appear more clearly.
- The team recommends that UNICEF make efforts to improve their financial reporting to become more self-explanatory and informative. The Embassy might consider requesting an audit report to get more insight into the costs of the programme.
- The team recommends that UNICEF continue further improvements of the above mentioned sections by targeting more specifically UNICEF's own role in the general situations which are described. Furthermore, UNICEF could also add assessments of, and a more analytical approach to their own role in the development of the education sector in Madagascar.
- The final report from UNICEF should be very specific on achieved results according to expected results in the PD, deviations and justification for deviations, main constraints in cooperating with the education sector in Madagascar. Reports should conform to UNICEF's "Monitoring and Evaluation Framework 2005-

2007”, “Results hierarchy for the education programme 2005-2009” and Annex 1 in the Agreement between UNICEF and Norway signed 30th of May 2005.

Recommendations regarding the programme:

- The systems that have been established with CPRS should be continued and made universal. Weaknesses in delivery systems due to long distances, inadequate banking systems and communication facilities, as well as capacity building and information must be given adequate time to be strengthened and to overcome the constraints that can currently be seen.
- APC represents pedagogical changes that show clear improvements in learning achievements. This model should be strengthened and further built upon.
- During the ongoing and the coming reform period in Madagascar, which will certainly demand enormous resources from MENRS, the team deems the continued channelling of funds through UNICEF necessary to ensure continuity, to avoid losing momentum at local levels, and to provide technical assistance to the MENRS.
- Roles and responsibilities should be made clear between the different actors, and this must be communicated more clearly to all stakeholders. Some re-negotiation of roles and responsibilities and some changes in procedures might be considered to simplify the complicated systems.
- The team recommends that UNICEF continue to provide technical assistance to capacity development at all levels. However, UNICEF should clearly express their specific contribution to capacity development. UNICEF should also balance their different roles of technical assistance, financial and logistical assistance and implementation to ensure that they contribute to and do not get in the way of the capacity development efforts of the MENRS. However, the capacity development of MENRS, at all levels, should be a major concern for all development partners.
- The team recommends that UNICEF consider how they can continue influencing capacity building. A closer follow up of the teachers in the classroom level could be initiated. They should further consider how continuing capacity building and educational and teaching innovations in University and pedagogical institutions could be supported.
- UNICEF should consider playing a more active role towards the most marginalised children and poverty stricken areas. The development from generalisation of the programme to targeted support to remote and hard to reach areas also represents an area where UNICEF has added value, as they have capacity for wide outreach.
- The team recommends UNICEF to consider advocating, at local level, the promotion of Malagasy as the language of instruction in primary school.

Recommendations to the Norwegian Embassy for continued support to UNICEF

Continued support to UNICEF should be based on a set of conditions. The team recommends that the Norwegian Embassy consider including the following conditions:

- UNICEF should be challenged to come up with areas where they have important comparative advantages and can play a particularly important role;
- As a key issue for the education sector in Madagascar is capacity development - at all levels: from teachers to officials at central Ministry level, the team recommends that a condition for continued support is a well-developed strategy for capacity development, from which it is possible to measure the efficiency of the UNICEF programme;
- The above mentioned recommendations regarding documents and reporting, under “recommendations regarding documents and reporting”, are relevant to a new agreement period;
- A new PD should develop indicators which are consistent with goals, and which are not identical to the goals;
- A new PD should be specific regarding harmonisation with other donors, division of work/roles and responsibilities;

The Norwegian Embassy should further consider taking up the following points in dialogue with UNICEF:

- UNICEF has a special commitment and responsibility for girl’s education through UNGEI. Programs tied to the UNGEI network should be further developed in Madagascar and with increased support from Norway.
- UNICEF’s advocacy role regarding a more flexible school calendar could be an important issue to pursue. Especially in rural areas the poverty situation is given as an explanation for high dropout rates and demands adjustment to local conditions. Flexible school calendars can adjust to seasonal variations in work demands and weather constraints, long distances etc. Experience with flexible school calendars shows that dropout rates are reduced where the policy is practised. Experiences and expertise can be found in other countries that UNICEF could introduce to MENRS. This should be well suited to the decentralised model of the existing programme and can contribute to the strengthening of local involvement.
- UNICEF’s advocacy role regarding language of instruction, especially at local level. The team believes that UNICEF can play an important advocacy role for the promotion of the use of the Malagasy language as Language of instruction.
- Inclusive education is a field that seems to have been neglected so far. To focus more directly on and support specifically the most remote and poor districts could be taken on as an obligation for UNICEF. The other main area to take on is to improve the conditions for children with special learning needs.
- The team also supports the focus on communication and documentation, considered as critical elements for successful implementation of educational reform.

Reference is made to point 3.12

1. Introduction

Norway's support to the UNICEF programme in Madagascar "Ensuring the Right to Quality Primary Education for all Children in Madagascar" is based on an agreement between the Norwegian Ministry of Foreign Affairs (NMFA) and UNICEF, signed 30th of May 2005. The agreement refers to the UNICEF proposal to the Norwegian Government of October 2004 for more detailed descriptions of goals, objectives, results, strategy, partnerships, activities and budgets for the programme.

The background for this agreement is the MOU signed by Norway and Madagascar in 2004 with a main commitment for Norway to support the strengthening of basic education in Madagascar. Norway decided to channel funds both directly through MENRS, and also a substantial part of their support to basic education through the UNICEF programme for the three year period 2005-2007. UNICEF had already been working with education in Madagascar since 1995, with support from Norway from 1998-2003. This longstanding relationship between UNICEF, the Ministry of Education and Scientific Research (MENRS) and other partners in education in Madagascar has contributed to UNICEF's substantial experience, with contacts and networks that could be most valuable also for future cooperation.

A mid-term review has been commissioned by the Norwegian Embassy in Madagascar. The purpose of the review was an examination of UNICEF's role, performance and added value with regard to MENRS activities. The review mission took place from the 25th of January to the 2nd of February 2007. The review team consisted of a Malagasy consultant, Noro Razafindrabe-Raoniarisoa, a Norad adviser, Hilde Thyness, and an external consultant from LINS, Karen Brit Feldberg. Terms of Reference are found in Annex 1.

1.1 Programme of the review

The programme lasted for nine days, 25.01 – 02.02.2007, and consisted of meetings in Antananarivo plus two field visits. There were two meetings with UNICEF; as introduction and as debriefing. All relevant key personnel were present in the meetings. Also key personnel followed on the field visits. In MENRS we had meetings with the Directors in the Directorate of Planning (DPESFT), the Directorate of Inspection (DIE), the Directorate of Primary Education (DEF) and the National Institute of Training (INFP). In the Norwegian Embassy we had an introductory meeting and a debriefing meeting.

The first field visit went to Tsiroanomandidy for two days where the team had three school visits and meetings with the DREN of Bongolava, CISCOS, ZAP and with the implementing NGO, DIDEC. The second field visit went to Toliara where the team visited two schools and had meetings with the DREN of South West, CRINFP, CISCOS, ZAP and the implementing NGO, *Aide et Action*. In Toliara the team also met the team developing the curriculum and the content of the materials for the pedagogical programme "Approche par les Competences" APC, or "The competency based approach", CBA (from this time forward called the concepteurs). Finally, in a meeting with Mme DINA Jeanne from the University of Toliara, the situation for girls' education

and possible programme development was discussed, as well as the question of language of instruction.

The programme was tight from start to end. Cancellation of a flight to Toliara gave the review team a break for half a day that was used to sum up the first field visit and the first meetings. Such a break can be recommended to include in review programmes for the future. The programme in Toliara had to be rescheduled, but was mainly carried out as first planned.

The programme was well organised, both from a logistical point of view, and from a content point of view. The team feels assured that the main stakeholders were met and got a chance to express their views and experiences. Two dinners/receptions were also organised in our honour, one by Lillian Wikstrom in the Norwegian Embassy and one by UNICEF. Key people from the MENRS, with the newly re-appointed minister and heads of the directorates, representatives from the World Bank and other donors were present and made these events interesting sources of information.

Detailed programmes can be found in Annex 2, with a list of representatives at the meetings in Annex 3.

1.2 Background

Statistics from 2000- 2002 show that one third of the children in Madagascar had no access to primary school; that between 2,6 % and 2,9 % of the GDP was spent on education, a much lower level than the average of 5,1 % for Sub-Saharan Africa; and that around 50 % of the population lives below the poverty line. This describes an extremely difficult situation, further worsened by serious inefficiencies, as shown in a repetition rate of 30 % compared to an average of 18 % for SSA countries. For 2003-2004 the dropout rate for grade 1-5 was 43 % compared to an average of 34 % for SSA countries. Net enrolment rate at primary level was 89 %, but only 53 % continued as far as grade 5.²

The private education sector is important in Madagascar, catering for 24 % of the students at primary level and 45 % at secondary level.

An obvious weakness in the education system has been the lack of qualified teachers in the schools. Both the training and engagement of teachers have been exposed to reductions due to economic constraints and demands from structural adjustment programmes. With the HIPC agreement it was again possible from 2001 to increase the number of teachers. Still, a large number of the teachers in the schools are paid by the parents/local community and often have no formal training, the so called FRAM teachers³. Improved teacher training and in-service training is therefore of fundamental importance for reaching the goal of quality improvement.

In 2003 MENRS started to work out an EFA plan to be included in the 5 Year National Plan, 2004 – 2009. Already in 2005 the EFA plan was revised to be adjusted to the

² Statistics from HDR 2005 and EFA Global Monitoring Report 2007

³ FRAM is the parents' association in Madagascar: "Fikambanan'ny Ray Aman-drenin'ny Mpianatra"

FTI/Catalytic Fund and was under further revision since 2006, to be aligned with the Madagascar Action Plan (MAP), 2007 – 2012. The main goals of the EFA plan are to achieve universal primary school enrolment, improve the quality and enhance the efficiency of the education system. The current support from Norway to education in Madagascar is through the EFA programme of the government. Norway is one of two main bilateral contributors, France being the other. Norway also supports MENRS' EFA plan through multilateral channels such as the World Bank /FTI, UNICEF and ILO. An indication of the size of the support is as follows: MENRS: NOK 130 million over 3 years, UNICEF: NOK 36 million over 3 years and BIT (ILO): NOK 30 million over 3 years. Norway is one of the biggest contributors to the FTI/CF for reaching the millennium development goals, and Madagascar a major recipient of the Norwegian funds to its Education For All (EFA) programme.

In addition to the support outlined above, the Norwegian Missionary Society (NMS) has been supported by the Norwegian Government and private Norwegian funds over many years and in relation to many different kinds of activity in Madagascar. Also other NGOs are receiving support.

The Norwegian support to Madagascar through UNICEF started with a programme from 1998 to 2003. In 2004 the Norwegian Embassy was established in Madagascar. Then a MOU was signed that declared Norwegian support to the work with EFA. In consultations between MENRS, UNICEF and NMFA it was agreed that UNICEF should be the implementing partner of a Norwegian programme for 2005-2007. UNICEF then developed a five-year programme 2005 – 2009 with a strong educational component.

One reason for Norway to go through UNICEF was a certain insecurity over the political situation in 2004. This situation is now changed. Another, and more important reason, was the content of the UNICEF programme and how it had been able to deliver. The two main elements, the Parent/School Contracts, CPRS (Contrat Programme Reussite Scolaire) and “Approche par les Competences”, APC, stand out as especially interesting to evaluate, with promising results at school and community level. However, the programme is comprehensive and complex, with many stakeholders involved and capacity building at many levels. For the programme elements to be firmly established, with new methods and ways of working, continuous support over a long period of time seems necessary. A main point for discussion is how capacity is developed at all levels and how ownership and competence is built and transferred. Norway has made explicit that their support to EFA should contribute to the strengthening of the Ministry's capacity to deliver and support the advancement of the EFA programme as soon as possible for the MDG and PRSP to be achieved.

The Review will describe and discuss the functioning of the programme following the points in the TOR; Scope of work. Recommendations will follow as a result of these discussions.

2 UNICEF's Education Programme

UNICEF's education programme is described in the UNICEF proposal to the Norwegian government, October 2004, both the wider programme of 2005-2009 and the programme

for 2005-2007 to be supported by Norway. The following is taken from the programme document:

Programme impacts 2005-2009:

- 1. To contribute to a primary school net enrolment rate of 90%*
- 2. To contribute to a primary completion rate (5 years) of 75%*
- 3. To contribute to a reduction in the primary school repetition rate to 5%*
- 4. To contribute to the provision of quality primary education for all children, both girls and boys.*

Expected Programme Results include:

Policy Level

- *Improved implementation of a sector-wide approach to planning, coordination and monitoring of access, equity and quality education for all children, both girls and boys*
- *100% of CISCO (Educational Districts) are implementing their own plans for educational access, equity and quality*
- *Policy on planning, mobilisation and demand raising for improved water, sanitation and hygiene (WASH) facilities in school developed and implemented*

Service Delivery

- *At least 75% of all girls and boys achieve basic competency standards for their grade level*
- *100% of teachers are implementing administrative and pedagogical measures to reduce repetition rates in their classes*
- *Zero disparity in completion rates between boys and girls*

School and Community

- *For at least 80% of primary schools, parents and community leaders are monitoring quality primary schooling (grades 1-5) for all the children in the community, both girls and boys*

For the programme financed by Norway for 2005-2007 expected results include:

- 1. Curriculum development: Basic national standards for each competency will be defined for grades 1-5, didactic guides for teachers and educational tools for children designed, developed and validated through research-action. For grade 6 upwards, national standards for each competency will be established.*
- 2. Production of school material: Guides will be provided for 25,000 teachers and 2,000 trainers/supervisors, as well as workbooks for 1.5 million children. Basic expendable school supplies will be provided for particularly disadvantaged schools.*
- 3. Training: 2,000 trainers and 25,000 teachers will be trained each year in competency-based approaches.*
- 4. Pedagogical support: A national system for supervision and pedagogical support to teachers will be established, with a minimum of two visits a year per teacher/classroom.*
- 5. Parent/school contracts: Basic tools for establishing parent/school contracts will be developed, along with social mobilisation strategies and participative evaluation methodologies. At least 8,000 communities/schools will participate in this activity.*
- 6. Evaluation of learning achievements: Tools to evaluate learning achievements will be developed and implemented in the 111 school districts (CISCO). Capacity reinforcement of these CISCO will enable them to use this information to identify vulnerable zones and training needs, and to implement measures to prevent repetition and assist children with difficulties.*

7. *Communications: Radio broadcasts on the APC approach will be produced, with nationwide emissions for teachers and community groups.*
8. *Results-based planning: All 111 CISCO will be reinforced in results-based planning, monitoring and evaluation.*
9. *School environment: At least 210 schools will have improved environments, including safe water and sanitation facilities. All schools in cyclone prone areas will be equipped with emergency preparedness material.*

Strategy

The programme will adopt a dual strategy of i) capacity reinforcement of MENSRR at national, intermediate and district levels and ii) reinforcement of the ability of families and community members to claim child rights to education and develop their capacities to fulfil their own obligations to their children.

Partnerships

The role of partnerships will be crucial in attaining programme results. UNICEF will work concertedly towards a multi-sectoral approach where the interplay of actors will strengthen the totality of actions, leading to greater capacity reinforcement and higher potential for ownership and sustainability. Under the leadership of the MENSRR, a wide partnership will be developed, including the public and private sectors, national and international NGOs, women's groups, youth groups, church groups, and community-based organisations. UNICEF will play a central role in this effort by facilitating dialogue, coordination and exchange of experiences among partners and by providing key catalytic inputs, such as technical assistance, training and some essential supplies. UNICEF will continue to play a strong role in documenting interesting and successful experiences for replication.⁴

UNICEF states that the programme has been developed in coordination with a network of partners to ensure coherence in the approach and to exploit synergies in the attainment of organisational, national and international objectives during the programme cycle.

The strength of the programme is the combined effects of the main elements creating broad based impacts both on the pedagogical work in schools, in management of the school sector at all levels and in supporting the decentralising policy. The main components are the "Parent-School Contracts" (CPRS), and the pedagogical improvements through the programme "Approche par les Competences" (APC) with production of new material and training programmes for trainers and teachers.

CPRS

Within UNICEF's dual strategy, "the ability of families and community members to claim child rights to education and develop their capacities to fulfil their own obligations to their children" is worked on specifically through the establishment and fulfilment of the CPRS. These parent-school contracts are based on an old tradition in Madagascar for people to take responsibility and solve problems through social contracts, named DINA. CPRS shall mobilize parents and local community to take responsibility, demand and follow up on the education services provided to their children.

⁴ "Ensuring the Right to Quality Primary Education for all Children in Madagascar", UNICEF proposal to the Norwegian Government, October 2004

CPRS supports the decentralisation policy in Madagascar, where certain responsibilities for service delivery are transferred to the local district school offices, the 111 CISCOS. Many CISCOS are huge but are divided further into zone administrations (ZAPs) to support the local schools and communities directly. There are many reasons why decentralisation is important to reach the EFA goals, from insufficient capacity at central level to the importance of motivation among local stakeholders for delivery of quality education. As capacity at central level still faces challenges, and as the distance from central to local levels is still huge in many ways, it is extremely important that concrete activities and continued mobilisation take place at local level.

According to the director of the planning directorate (DPESFT), the MENRS is a leader among the ministries in implementing the decentralisation policy. The 111 CISCOS are now in charge of managing and running the schools. They decide on opening and closing of schools. They are further in charge of distributing materials to the schools, organising in-service training and supervision of the teachers, payment of allowances and travel costs. They also apply for quotas of teachers to be accepted for training by MENRS, based on statistics sent to MENRS. If statistics are incomplete and/or delayed at CISCO level the schools and community will obviously suffer from reduced support from MENRS.

The full implementation of CPRS started in 2005. The same concept had been used in an earlier programme period, 1998 – 2003 in some CISCOS, and was improved after an evaluation conducted by MENRS in 2005. CPRS is therefore still young and in a fragile state. The parents' association, FRAM, is an important cooperating partner in the work with CPRS. They mobilise people to take responsibility, take action and demand quality education for their children.

The work with CPRS is done in cooperation with implementing NGOs. In the areas visited by the review team cooperating agencies were DIDE⁵ and *Aide et Action*⁶.

Approche par the Competences (APC)

To strengthen pedagogical knowledge and improve the quality in schools the competency based approach named APC was introduced. The APC is a pedagogical programme especially worked out to link education with development, through activity based learning and training in problem solving and negotiation, with the curriculum and content connected to the local situation and life skills. Within APC evaluation has been changed from evaluating pupils' learning by memory to learning by capacity.

Originally, APC was used in North America (Canada) as a way of linking education with development. Later on, it has been enriched with Latin American approaches on holistic development in order to provide the learner with the ability to learn, to do, to share, to react according to values. UNICEF has supported APC in other countries (e.g. Tunisia,).

Following a decision in MENRS by the steering committee (*Comité de pilotage*) and a meeting in UAT (Unité d'appui technique) with donors, MENRS authorized UNICEF to

⁵ Direction Diocesaine de L'éducation Catholique

⁶ Aide et Action is an international NGO working in many countries in Africa and Asia

invite experts from abroad, namely from the BIEF⁷, to analyse the education situation in Madagascar and to train trainers. Initially the APC was managed by DEF in 2003 and the first training of trainers was organised by DEF with trainers from DIE, INFP, CISCOs, ZAPs.

Curriculum development

Within APC a new curriculum has been developed based on national standards. The new curriculum, didactic guides for teachers and educational tools for children should be worked out for each level, grade 1-5. The work has relied heavily on support from foreign technical expertise brought in by UNICEF to work continuously with the concepteurs and also to monitor the process of implementation in the schools. One reason for this was that MENRS had difficulty in following up in a period of restructuring where three ministries were merging into one. The planning unit in MENRS was dissolved and a new planning unit has not yet been established. A team of curriculum developers, the concepteurs, has been appointed by MENRS. The development of pedagogical tools follows a comprehensive procedure where the material is first worked out, then piloted in a few schools, revised and tested out again before it is universally distributed. The work started with grade 1 and 2 before 2005. In 2007 the final testing will take place for grade 5 and the material will be universally distributed by September 2007.

UNICEF is involved at many levels in this work and the division of responsibility is shared between MENRS and UNICEF.

MENRS is responsible for:

- setting up the team of concepteurs of APC materials by Directorate of Primary Education (DEF) with representatives from Directorate of Inspection (DIE), DEF and National Pedagogical Institute (INFP), as well as representatives from teacher-training institutes or directors of private schools. Representatives of teachers were also included in the team to link initial and in-service training. Universities have not been involved.
- conceiving, experimenting, pre-generalising and generalising the APC materials (via the DEF's Service of reforms and educational programmes and the team of concepteurs).
- printing and distributing materials for the pupils
- distributing the teachers' tools

UNICEF is responsible for:

- providing materials for implementation of the experimentation and pre-generalisation, and technical support through the consultants from BIEF who work with the team of concepteurs and also take part in the training of trainers.
- financially supporting:
 - curriculum and tools production
 - international consultants
- printing materials for teachers and delivering to the CISCO (distributed by MENRS)

⁷ BIEF is Belgian counselling and intervention firm working in the areas of education, formation and project management.

This division of funding responsibility and execution of tasks seems to be complicated, with roles and responsibilities intertwined. This is difficult to sort out and when delays in distribution of materials occur, stakeholders often are confused about who is the responsible party.

A crucial element in this work is capacity building. Continuing capacity building and renewal of the concepteurs in cooperation with University and pedagogical institutions will be very important for the building up of pedagogical competence in the Malagasy education system.

Training programmes

For pedagogical improvements to reach the classrooms the training programmes for teachers, teacher trainers and pedagogical advisers are of fundamental importance. With the introduction of EFA a new training programme for teachers was introduced and based on the APC. The main responsibility for the training system lies in the National Pedagogical Institute, (INFP), and their delegation to pedagogical centres (CRINFP), CISCOS and ZAPs. UNICEF's contribution has mainly been financial, through INFP. 18 CRINFPs have been established, with three in each province. Here a 12 month course of training for teachers is taking place. Trainees are new students and FRAM teachers with at least 9 years of schooling and two years of teaching. 2000 candidates are selected for training each year. The distribution of teacher trainees between the CISCOS is based on statistical information from CISCOS, on numbers of teachers, classrooms, pupils, etc. Quotas for each CISCO are set based on this information by the DPESFT in MENRS. The information flow between the different levels of the Ministry is obviously extremely important.

Also 220 pedagogical advisors are trained, among whom are 20 from private schools. There exist 6 training centres for advisors, who receive three years of training. They must have a baccalaureate and five years of teaching experience to be accepted. All teachers are supposed to be given training in APC, organised by the CISCO. They are also supposed to be supervised regularly by visits from the chef of the ZAP and by the head of the school.

With training of trainers and teachers in APC the responsibilities between MENRS and UNICEF are also intertwined.

MENRS is responsible for:

- training trainers (Chefs ZAP, Pedagogical advisers/teams),
- training teachers at CISCO / ZAP levels (costs supported by MENRS)
- conducting follow up (done by Chef ZAP, CISCO's pedagogical team and DIE) sometimes followed by concepteurs.
- including APC also in the initial training at CRINFP.

UNICEF is responsible for:

- inviting experts from abroad to strengthen the MENRS trainers' competence, to support them in developing the curriculum for teacher-training, in action research, to be part of the team of concepteurs of APC tools.
- financial support for :

- training of trainers and pedagogical advisers (allowances and transport costs). UNICEF sends travel allowances to CISCO and CISCO to Chefs ZAP.
- some activities for initial training & materials at CRINFP/INFP level.
- follow up of teachers' training in schools by local trainers (chefs ZAP)

APC training is compulsory for all primary school teachers. Teachers from public and private schools are given the same training and the same allowances. A concern is that in remote areas training is often reduced and/or delayed, due to transport problems and capacity constraints.

Environmental improvements

Also included in the UNICEF programme are elements concerning the school environment. The FRAM is supposed to take on this responsibility. Construction and maintenance of school buildings are the most frequent activities. Latrines and water facilities should be in all schools, with help from UNICEF under the WASH programme. UNICEF is involved in building latrines that are funded by MENRS, or, in other cases, UNICEF is funding and MENRS is responsible for the implementation. This again is an area where clarification of roles and responsibilities might need re-negotiation to simplify the patterns and procedures, and information made clear to local stakeholders.

3 Main findings from the review

The Scope of Work in the TOR requires the following description of findings from the review.

3.1 Review of key documents

The following documents have been reviewed:

1. UNICEF proposal to Norway, October 2004 is the programme document (PD).
2. Assessment of PD by LINS/DECO/NCG, dated 16 March 2005
3. Annual Report 2005, of March 2006, approved by the Embassy at annual meeting 18.04.06
4. Agreed minutes from annual meeting 18.20.06
5. Activities financed by Norway March-December 2006 – overview
6. Planned activities of Remaining Norwegian funds January-May 2007 (this document is only partially interesting because: 1. it does not relate to the overview of activities financed by Norway March-December 2006; and 2. the plan for 2007 is likely to be revised to reflect the, to UNICEF, new information which emerged during meetings in Antananarivo regarding the duration of the Norwegian funding)
7. Coopération Ministère de l'éducation nationale et de la recherche scientifique (MENRS) et UNICEF. Plan d'actions 2007 (only in French)
8. Agreement between the Norwegian Ministry of Foreign Affairs and UNICEF regarding the programme "Ensuring the right to quality primary education for all children in Madagascar"
9. EFA progress reports (one from 2005, two from 2006) has been used mainly as background information for the evaluation of the above documents and the programme as such

3.2 Assessment of progress of the programme

The assessment of the programme is based upon the UNICEF policy and programme design (including programme design elements such as goal, purpose, outputs and inputs, e.g. consistency and realism) and discussion and document review and deviations from plans with corresponding justifications, along with work plans and budgets/financial reports, including perspectives for 2007.

Through the review of documents, field visits and meetings with key stakeholders in the programme, the team has an overall positive assessment of the progress of the UNICEF programme. According to the Annual Report for 2005 and overview of activities in the period March-December 2006, the programme seems to be on track, having reached the set objectives to a large extent, with some objectives even being surpassed. Some shortfalls were reported. These can be summarised mainly as being due to logistical and financial constraints. With important reform processes going on currently, it seems clear that MENRS is struggling to simultaneously deliver sufficient education and training services.

Despite an overall positive view, there are elements to improve, such as the design of the programme, i.e. elements such as goal, purpose, outputs and inputs, and the annual reporting and planning. Comments to the programme documents are given below.

Formats and terminology

The Annual Report for 2005, the Plan for 2006 and the Preliminary Report for 2006 are not quite coherent regarding input, objectives, targets, and expected results. The team would like to stress the value of using the same format for Programme Document (PD), Annual Report, Annual Plan and Final Report. This is mostly applicable to format and terminology, but also to a certain extent to the content of the various documents. In current Programme documents, UNICEF has three matrices: “Programme inputs 2005”, “Monitoring and evaluation framework 2005-2007” and “Results hierarchy for the education programme 2005-2009”. UNICEF’s continued use of a matrix is encouraged, as this facilitates the assessment of progress and results achievement. However, without the consistent use of the same matrices in the different documents, the value of the matrix decreases.

There is also a clear need for UNICEF to review the concepts of goals/objectives/targets and results vs. indicators. Now there is confusion with regard to terminology, both within the PD, March 2004, and between the various documents, such as PD, Annual Report 2005 and Annual Plans. For instance, in the PD expected results are identical to key progress indicators. Indicators are supposed to be tools to measure progress towards expected results or to what extent expected results are met. Also, expected results in “Monitoring and evaluation framework 2005-2007” are identical to the target for each year within the period. One would think that the overall expected result of the three year period would be the sum of the results each year.

Between the different documents, there is also a lack of consistency in the use of terminology (e.g. programme impact in PD is called programme objectives in the Annual Plan 2005; assessment visits = monitoring visits (PD) = pedagogical support (Annual Plan 2005)).

Recommendation:

The team recommends UNICEF to strengthening:

- *coherence of project design within and between the different documents. Key concepts in this regard should be revisited,*
- *consistency in the use of matrixes, and their content*
- *coherence and correct use of terminology*

Deviations between planned and reported activities

Through discussions and field visits, the justifications for deviations were explained and to a certain extent demonstrated. Justifications for deviations at local level were reported as difficulties regarding distribution of material, allowances, and pedagogical support due to access constraints such as huge distances and bad road conditions, lack of vehicles, lack of developed banking system, etc. This has consequences both for information, supplies, material and financial flows from central to local level and for information flow (statistics, reporting) from local to central level. However, this is only loosely reflected in the Annual Report 2005. The division of roles and responsibilities concerning deviations is also not clearly expressed in the Annual Report 2005.

Recommendation:

The Annual Report should be explicit on deviations from plans and justifications for deviations, and the responsibility for deviations should appear more clearly.

Budget/Financial reporting

The deviations between plans and activities are visible in the differences between original budgets, revised budgets and expenditures without satisfactory explanations in the Annual Report 2005. No detailed budgets or item costs have been presented. The review team is therefore not able to comment any further on the financial reporting. Reference is further made to point 3.6

Recommendation:

The team recommends that UNICEF improve its financial reporting to become more self-explanatory.

Positive elements

Positive elements in the Annual Report are: "Situations to improve" and "Challenges and opportunities". Also the recent Madagascar Action Plan, MAP, is a comprehensive and holistic plan that, although challenging, should work as an inspiration for the work in all sectors.

Recommendation:

The team recommends that UNICEF continue further improvements of these sections by targeting more specifically their own role in the general situations which are described. Furthermore, UNICEF could also add assessments of, and a more analytical approach to their own role in the development of the education sector in Madagascar.

The final report from UNICEF should be very specific on achieved results according to expected results in PD, deviations and justification for deviations, main constraints in the cooperation within the education sector in Madagascar, and it should report according to "Monitoring and Evaluation Framework 2005-2007", "Results hierarchy for the education programme 2005-2009" and Annex 1 in the Agreement between UNICEF and Norway signed 30th of May 2005.

3.3 Assessment of the functioning of the programme components

The functioning of the programme is based on curriculum development, school materials, training of trainers and teachers, monitoring, parent-school contracts (Contrat Programme Reussite Scolaire – CPRS), evaluation of learning achievements, communication strategy, results-oriented planning, improving the school environment, technical and logistical support).

The team visited two locations: Tsiroanomandidy and Toliara, with surrounding schools. The CPRS was being implemented in Tsiroanomandidy, but not yet in Toliara.

In Tsiroanomandidy, the implementing agency is DIDEC (Direction Diocesaine de l'Education Catholique). DIDEC provides the Ministry with technical assistance, working at local level with support to local authorities, pedagogical advisers, chef CISCOS and chef ZAPs. A clear enthusiasm, interest and involvement from the stakeholders could be observed. The CPRS seems to have a very positive effect on the involvement and responsibility taken by schools, pupils, parents and the local community in the functioning and daily running of the schools and in enrolment and retention. The parent's association, FRAM, for instance took on a serious responsibility following up teachers and pupils. They were also heavily engaged in maintenance and construction of the school buildings, and in improving the school environment.

The same enthusiasm was more difficult to spot in Toliara. Still, the FRAM was observed actively supporting the school. The NGO *Aide et Action* is the implementing agency for the Ministry and UNICEF. *Aide et Action* has been working with community mobilisation and methods similar to the CPRS since 1993. They were also involved in the evaluation of CPRS in 2005. *Aide et Action* is part of an international network. 80 % of their budget comes from private contributions, and around 20 % of from sponsors, among them UNICEF. *Aide et Action* is thus financially independent and can use its own funds in cases of delay.

Aide et Action is working to improve the school administration and the school environments. In addition to CPRS they are also implementing a World Bank programme, AGEMAD⁸. AGEMAD trains in data collection and improved management of local authorities and schools, and works to improve the quality of education delivery by focusing on management, administration and planning at all levels of the education system. A pilot project is supposed to run from 2005-2007, and then be generalised to national level. AGEMAD and CPRS have parallel interests with their different interventions. One of *Aide et Action*'s concerns has been to make the programmes supplement and not duplicate each other.

The team observed many cases where school materials had not been distributed and where allowances and travel costs had not been paid long after the training had taken place. Distribution of material and pedagogical support is slow due to huge geographical distances and difficult access to remote areas; distribution of allowances to trainers and trainees is slow due to an underdeveloped banking system; information flow is slow both

⁸ L'Amélioration du système Educatif de Madagascar

from central to local level and from local to central level, with weak statistics as a main problem. These are clear examples of malfunctioning in the system. But where the responsibility should be placed was often quite unclear. Many contradictory explanations were presented to the team. In many cases the team also found it difficult to see the patterns. In some cases UNICEF was the implementer with finances from MENRS, in other cases UNICEF was financing and MENRS implementing. Some times this was done to solve an emergency situation or prevent delays. The result seems to be a complex division of roles and responsibilities between MENRS and UNICEF that can cause confusion. Evaluation of this situation should be considered and perhaps redefinition of responsibilities with less complexity.

Recommendation:

- *The systems that have been established with CPRS should be continued and made universal. Weaknesses in delivery systems due to long distances, inadequate banking systems and communication facilities, as well as capacity building and information must be given adequate time to be strengthened and overcome the constraints that can be seen. It is therefore recommended that the UNICEF programme continues thus avoiding any disturbances in the development process and decentralisation policy they are part of.*
- *It is further recommended that roles and responsibilities be made clear between the different actors and that this is communicated more clearly to all stakeholders. Some re-negotiation of roles and responsibilities and some changes in procedures might be considered to simplify the complicated systems.*
- *Plans for building and transfer of capacity, both for management and pedagogical improvements should be considered. However, the capacity development of MENRS, at all levels, should be a major concern for all development partners.*

3.4 Potential areas of improvement

The overall impression is of a well functioning programme that showed results at the school and community level. Areas of improvements can mainly be summarised in four main fields:

- UNICEF should improve their reporting by being coherent in the use of formats and matrices.
- UNICEF should improve their budget reporting to be more self-explanatory and informative and by explaining the deviations
- UNICEF should clarify roles and responsibilities between UNICEF and MENRS
- UNICEF should clarify their own role within capacity development and responsibility transfer between the different levels in MENRS; how they step back and how they continue their work.

3.5 Assessment of sustainability and risks

For the sustainability of the programme the opinion of the team is that the support should continue beyond the current agreement period. Many important and promising processes have had a recent start and are still very fragile. The work to consolidate the pedagogical

methods in APC, the training programmes, the decentralisation processes and support to the local level through CPRS are all most important to continue.

At this stage risks concerning the political situation seem to be reduced by the recent Presidential Election and the continuity of the sitting Minister of Education for a new period. Reforms have taken place in the Ministry and new plans have been agreed on. Still there are enormous challenges under way.

Risks are mainly connected to logistical and financial constraints in the system, huge geographical distances and difficult access to remote areas. If statistics are incomplete and/or delayed at CISCO level the schools and community will obviously suffer from reduced support from MENRS. When UNICEF sends travel allowances to CISCO and CISCO to chefs ZAP, there are rules about allowances that are agreed upon, but CISCOS can have varied procedures according to their contexts.

The period of changes in plans and development of plans now seems to be stabilised. The Ministry has completed its reform process. Now the MAP seems to be a stabilising element and efforts can be more concentrated on implementation.

3.6 Assessment of the budget and budgetary reports

In the evaluation report of UNICEF's application from the 22nd of March 2005, a comment was made upon cost efficiency, budgets and suggested activities as being very general and without any details or priorities. This was responded to in the Explanatory Note from UNICEF, dated 9th of April 2005, explaining priorities in broad terms as the main elements of the work plan. This was accepted by the Embassy. The financial reporting and budget were approved by the Embassy in the Annual Meeting 18th of April 2006, after additional information from UNICEF, and based on the comprehensive exercise during the joint review of the education sector, conducted prior to the annual meeting. Deviations between original budgets, revised budgets and expenditures are reported without details or satisfactory explanations in the Annual Report 2005. No item or unit costs are presented and expenditures are only presented in lump sums. The budgets and reports are therefore not detailed enough for the team to give further comments. The Embassy should consider if they find this a satisfactory state of affairs. Reference is made to point 3.2

Recommendation:

It is recommended that budgetary reports are made more informative. The embassy might consider requiring an audit report to get more insight into the costs of the programme.

3.7 Identification of other planned or on-going programmes that may influence the implementation or the effects of the ongoing programme

The team observed the cooperation with DIDEDEC and *Aide et Action*. Both were expressed as good by all partners. The team was further informed about the AGEMAD programme. Other partners mentioned were the World Bank, ILO, AFD and Alliance Française, among others. Also Norway's funds directly to EFA were mentioned. No specific concerns were raised, only that harmonisation could be difficult as all donors had their own agendas and so had the UN agencies.

A general problem was that there seemed to be many partners involved in supporting construction and maintenance of school buildings and the CPRS often had difficulties finding the support they needed. Parents and communities put a lot of effort into improving school buildings. If they don't find partners to provide the roofing and cement, that could create negative effects to their involvement in the running of the schools and consequently on the impact of the whole programme.

3.8 Assessment of the added value of channelling funds through UNICEF

UNICEF's contribution is highly valued by MENRS, as UNICEF is able to see the needs of the Ministry based on their long working experience in Madagascar. At different levels it was clearly expressed that UNICEF's contribution was more than financial support. UNICEF is trusted and credible to people. UNICEF does not interfere in the activities proper to MENRS – it is rather a real relationship of cooperation.

UNICEF's technical assistance was valued as important, both through the engagement of foreign experts and also through UNICEF's own expertise from work in many countries. As this international experience seems to be in demand in Madagascar, the team believes UNICEF can contribute to pedagogical innovation and curriculum reform by drawing on this experience.

A third important element was UNICEF's ability to influence the donor community and contribute to the harmonisation of all actors' contributions. UNICEF also has the expertise and capacity to have an overview when it comes to hiring the most qualified NGOs

Considering the capacity of the MENRS, the importance of activities taking place at local level, and local mobilisation should not be underestimated. The team believes that the added value of support through UNICEF is to keep momentum and motivation on local levels, as UNICEF seems to have been able to contribute to a participatory process in this programme.

The planned development from generalisation of the programme to targeted support to remote and hard to reach areas is also a reason for continued support to UNICEF, as UNICEF has the capacity for wide outreach to meet with this challenge.

3.9 A review meeting with key MENRS partners involved in the development and implementation of the *Approche par les Competences* (APC),

Assess progress and the role/added value of UNICEF with regard to (i) the action research/ development and validation of the approach and corresponding materials (ii) training of trainers and teachers, (iii) printing and distribution of materials, (iv) policy development and communication

People's attitudes to the APC programme seem to be positive, as expressed both by teachers and parents. Parents are satisfied and say that at home their children ask them questions and are able to explain what takes place at school, unlike their elder children not taught with APC. In the teachers' opinion, APC is easy to adjust to and makes their work easier, although it is demanding and time consuming. Children's grades and participation in class are improved. The curriculum is detailed and gives good explanations. Chefs ZAP find that the results of APC are positive, and worth continuing. In general repetition rates have been reduced. At the CRINFP level, the opinion is that APC improves teaching, makes it more aligned with every day life and supplements previous teacher-training methods.

The same APC is used all over Madagascar, but some differences are practiced, especially between rural and urban areas because of differences in class size and resources/materials.

Due to the lack of a unit to validate the APC and related materials at MENRS level, the technical validation of APC tools produced by the team of concepteurs is done by DEF, the BIEF consultants, Malagasy technicians (from the team of concepteurs) and UNICEF. The MENRS is in the process of putting in place a unit dealing with curriculum and of getting a better overview of roles and responsibilities between MENRS and its partners, not only regarding the APC, but all its activities.

As training is very important to improve quality of education at school level, foreign experts' help is appreciated by MENRS departments. Bringing together private and public trainers/teachers in the training sessions provides the same training for both of them. The same opportunity is given to children in both types of schools.

The follow up of the training of teachers done by local trainers (chefs ZAP and CISCO's pedagogical team) is apparently done once for every teacher trained in APC (twice in non-remote areas) in public schools. For private schools little training is given.

Financial support for trainers enables Chefs ZAP from some remote rural areas to participate and thus to train teachers (and consequently give the children the same chance to learn), but financial procedures in some CISCOs need to be revised for their benefit.

Among problems connected to the training long distances were specially mentioned. Some teachers from remote areas travel up to 100 km to participate in the training. Often they get their allowances from CISCO very late (sometimes months after the training). APC training is compulsory for all primary school teachers, but some are hindered by the fact that they cannot afford the travel. To collect all receipts to present to UNICEF is a difficult task for ZAP/CISCO/INFP, because of the long distances in many CISCOs.

Planning and training is made difficult when money comes late. A related problem with delayed funds is that lack of data hinders the release of funds.

The competence of CRINFP pedagogical advisers and trainers has been strengthened by the BIEF consultants. The concepteurs' work has improved substantially since they started in 2003, according to the BIEF consultants. They have become more efficient, produce situations faster, and are more creative, innovative and competent.

Capacity building among the concepteurs is a crucial element in this work. The same group has been involved since 2005. A tendency to repeat techniques and not renew, adjust and develop further should be given concern. Continuing capacity building and renewal of the concepteurs in cooperation with University and pedagogical institutions will be very important for the building up of pedagogical competence in the Malagasy education system.

Distribution of materials is not functioning satisfactorily. All but Cours Moyen (CM) teachers have received the teachers' tools, but the pupils' workbooks for this year have not yet reached the schools (half way through the school year). In the last instance, the teachers and the children suffer from this. There are many reasons for the delays. The printing has been done abroad (in India and in China) due to the lack of printing houses in Madagascar which can produce a large number of materials. The complicated procedures of validation are time consuming. Finally, the late release of funds from Ministry of Finance for transport and distribution caused delays.

UNICEF's added value is particularly the contributions to the pedagogical improvements of the primary education system through APC. This support should be extended also to the lower secondary schools. What UNICEF does is complementary to the Ministry and allows their budget to be used for more and for other purposes. Weaknesses in the cooperation between UNICEF-MENRS are mainly related to the many delays. Problems are further related to the flow of statistics from decentralised/local level to the central level/Ministry, from ZAP-CISCO-DREN-MENRS.

Recommendation:

During the ongoing and the coming reform period in Madagascar, which will certainly demand enormous resources from MENRS, the team deems the continued channelling of funds through UNICEF necessary to ensure continuity, to avoid losing momentum at local levels, and to provide technical assistance to the MENRS.

The team recommends that UNICEF continue to provide technical assistance to capacity development at all levels. However, UNICEF should clearly express its specific contribution to capacity development. UNICEF should also balance its different roles of technical assistance, financial and logistical assistance and implementation to ensure that they contribute to and do not get in the way of the capacity development of the MENRS.

The team recommends that UNICEF consider how they can continue influencing capacity building. A closer follow up of the teachers in the classroom level could be initiated. They should further consider how continuing capacity building and educational and teaching innovations in University and pedagogical institutions could be supported.

3.10 Case study: *Tsiroanomandidy*

Field visit to Tsiroanomandidy where the CPRS is implemented with the assistance of UNICEF to assess the implementation of the approach, its impact on school communities, UNICEF's partnership with local actors

The field visits in Tsiroanomandidy showed the effects of CPRS so far. The team visited three schools: Ankadinondry Sakay Public School, Ambohimarina Public School and Tsiry Ambararatabe Private School. At all the schools CPRS had been introduced and FRAM had made action plans and provided support, mainly with improvements of school buildings. Awareness of the importance of education for the children seemed to have been raised. This was manifested in the FRAM leader explaining how he followed up on the teachers and pupils coming in time for class. All schools had received training of their teachers in APC, but the private school complained that they were not always included in the UNICEF-CISCO programmes.

DIDEC was the NGO that supported UNICEF and MENRS in the implementation of CPRS and APC. They had also earlier worked with community mobilisation. They showed a very active programme and provided venues for meetings and training. DIDEC also challenged UNICEF to work more for children's rights and referred to the poverty situation in the area that often prevented children from going to school. National plans should be more sensitive to local constraints and include income generating activities in the school curriculum. They also referred to the long distances to remote areas often excluded from or less served.

From this case, the team draws the following conclusion:

UNICEF should consider playing a more active role towards the most marginalised children and poverty stricken areas. The development from generalisation of the programme to a targeted support to remote and hard to reach areas also represents an area where UNICEF has added value, as they have capacity for wide outreach.

3.11 UNICEF's advocacy role regarding language of instruction

Currently, the language of instruction (LoI) is Malagasy for the first two years of school. From the third year, French is the LoI. Within the on going 7-year reform, the government aims at introducing Malagasy as LoI for the first 5 years of school. This is a major progress, and will make the Malagasy school system (when it comes to LoI) more in line with international research and experiences regarding the link between LoI and learning results. In brief, research makes it clear that at least the first six years of schooling should take place in a language which is familiar to the student in order for the student to achieve a minimum level of literacy – necessary to be able to learn the content of the curriculum. During the visits to schools, the team got the chance to discuss this topic with head masters, teachers and parents. The main impression retained is that the resistance against using Malagasy is strong. This is based on several factors, such as the need to master a foreign language to avoid being isolated internationally; Malagasy has too many dialects – standard Malagasy poses problems to children in the rural areas; and the use of Malagasy in the primary school will make it difficult for the students when they reach secondary level.

However, from the perspective of an outsider to Madagascar, the fact that the country has only one language seems like a great opportunity. Malagasy is not unique in having dialects. Without minimising the internal attitudes and conceptions regarding the dialects,

it could be useful to remind that most languages have dialects and many have found ways to counter this challenge. The use of Malagasy as LoI does not mean that Malagasy children will not learn foreign languages. It simply means that Malagasy should be the LoI, and foreign languages should be taught as what they in reality are: foreign languages. A solid competence in the mother tongue will give the best competence in foreign languages, and will contribute to reaching the multilingual society most countries in the world aspire to. It seems that the major impediment is the prevailing language attitudes. At this point, the team believes that UNICEF can play an important advocacy role at local level, among parents, teachers, headmasters, and local school authorities, for the promotion of the use of the Malagasy language as LoI.

Recommendation:

The team recommends UNICEF to consider advocating, at local level, the promotion of Malagasy as language of instruction in primary school.

3.12 Recommendations regarding possible continued cooperation between Norway and UNICEF in Madagascar

The review team recommends continuing the programme within a new programme period. The main reason is the achievements so far. It is further argued that a programme as comprehensive and complex as this, with challenging goals, has initiated important processes that will need much longer time frames than three years to have a lasting impact. The education sector in Madagascar is weak and will need substantial and continued support to be able to reach the EFA, MDG and PRSP goals. It is also the opinion of the review team that to strengthen education at this stage in Madagascar's development process will support all the development goals in the Norwegian Policy for Development Cooperation as well as the MAP.

Some conditions should be set for continued support. The team suggests consideration of the following issues:

- UNICEF should be challenged to come up with areas where they have important comparative advantages and can play a particularly important role;
- The key issue for the education sector in Madagascar is capacity development - at all levels: from teachers to officials at central Ministry level. The team recommends that a condition for continued support is a well-developed strategy for capacity development, through which it is possible to measure the efficiency of the UNICEF programme;
- The recommendations regarding documents and reporting, please refer to point 3.2, are relevant to a new agreement period;
- The new PD should develop indicators which are consistent with goals, and which do not have identical formulation as the goals;
- The new PD should be specific regarding harmonisation with other donors, division of work/roles and responsibilities;

The Norwegian Embassy should further consider taking up the following points in dialogue with UNICEF:

- UNICEF has a special commitment and responsibility for girl's education through UNGEI. Programmes tied to the UNGEI network should be further developed in Madagascar and with increased support from Norway.

- UNICEF's advocacy role regarding a more flexible school calendar could be an important issue to pursue. Especially in rural areas the poverty situation is given as explanation for high dropout rates and demands adjustment to local conditions. Flexible school calendars can adjust to seasonal variations in work demands and weather constraints, long distances etc. Experiences with flexible school calendars show that dropout rates are reduced where the policy is practised. Experiences and expertise can be found in other countries that UNICEF could introduce to MENRS. This should be well suited to the decentralised model of the existing programme and can contribute to the strengthening of local involvement.
- UNICEF's advocacy role regarding language of instruction. The team believes that UNICEF can play an important advocacy role for the promotion of the use of the Malagasy language as Language of instruction.
- Inclusive education is a field that seems to have been neglected so far. To focus more directly on and support specifically the most remote and poor districts could be taken on as an obligation for UNICEF. The other main area to take on is to improve the conditions for children with special learning needs.
- The team also supports the focus on communication and documentation, considered as critical elements for a successful implementation of educational reform.

ANNEXES

ANNEX 1: Terms of Reference

Mid-term review of Norway's support to UNICEF's Education Programme in Madagascar (2005-2006/7)

Background:

In the context of the EFA plan implemented by the Ministry of Education and Research (MENRS⁹) supported by donors, Norway's support to UNICEF's education programme constitutes an indirect support to Madagascar's EFA-programme. In this context, the key issue to be addressed is what added value UNICEF has in conjunction with planning and implementation of the programme activities.

The activities encompassed in the programme include financial and technical support to the MENRS in the following areas:

- Curriculum Development
- School materials
- Training of trainers and teachers
- Monitoring
- Parent-School contracts (*Contrat Programme Reussite Scolaire– CPRS*)
- Evaluation of: learning achievements, communication strategy, results-oriented planning, improving the school environment, technical and logistical support.

Purpose of review:

Since the bi-annual joint donor review—in which both Norway and UNICEF are active participants—monitors the progress of the implementation of the EFA plan *per se*, including activities supported by Norway via UNICEF, the mid-term review should be seen as an examination of UNICEF's role, performance and added value with regard to the MENRS activities. The background of the UNICEF project should be explored by studying the underlying documents such as Platform for dialogue, appraisal and appropriation document. The progress of the activities should be examined through the following key documents:

- UNICEF project proposal
- Project report submitted to Norway March 2006
- EFA progress reports (one from 2005, two from 2006)
- UNICEF financial reports
- Agreed minutes from annual meetings

In addition, guides and materials developed through the support of UNICEF will be made available as needed.

⁹ MENRS is the Ministry of Education and Research, (Ministère de l'Education Nationale et de la Recherche Scientifique).

Scope of work:

The mid-term review will give priority to exploring the issues below:

- 1) Review of key documents as above (documents to be provided by UNICEF)
- 2) Assessment of progress of the programme based upon the UNICEF policy and programme design (including programme design elements such as goal, purpose, outputs and inputs, e.g. consistency and realism). Assess through discussion and document review deviations from plans with corresponding justifications, along with work plans and budgets/financial reports, including perspectives for 2007.
- 3) Assessment of the functioning of the programme components as mentioned above (Curriculum Development, School materials, Training of trainers and teachers, Monitoring, Parent-School contracts (*Contrat Programme Reussite Scolaire – CPRS*), evaluation of learning achievements, communication strategy, results-oriented planning, improving the school environment, technical and logistical support).
- 4) Potential areas of improvements.
- 5) Sustainability and risks issues should be examined.
- 6) Assessment of the budget and budgetary reports.
- 7) Identification of other planned or on-going programmes that may influence the implementation or the effects of the ongoing programme.
- 8) Assessment of what the added value is of
 - Channeling the funds through UNICEF and not directly through MENRS?
 - UNICEF joint planning with MENRS for MENRS implemented activities?
- 9) A review meeting with key MENRS partners involved in the development and implementation of the *Approche par les Competences* (APC), to assess progress and the role/added value of UNICEF in with regard to (i) the action research/ development and validation of the approach and corresponding materials (ii) training of trainers and teachers, (iii) printing and distribution of materials, (iv) policy development and communication
- 10) A field visit to one of the sites where the CPRS is implemented with the assistance of UNICEF to assess the implementation of the approach, its impact on school communities, UNICEF's partnership with local actors.
- 11) A de-briefing with UNICEF/Royal Norwegian Embassy to discuss questions, clarifications, conclusions and recommendations (including phasing out of the programme or recommendation of a subsequent phase, with perspectives on project content for an eventual subsequent phase).

- 12) Recommendations regarding possible continued cooperation between Norway and UNICEF in Madagascar.

Outcome

Produce a review report in English (pdf) – consisting of introduction, summary of review activities/data, analysis and conclusions/recommendations.

An overview of expected/achieved results 2005-2006 and perspectives/ budget 2007 will be distributed by UNICEF during the initial briefing meeting.

Team composition including work-period of the mid-term review:

The team to carry out the review should consist of three people (one external consultant from Norway, one Norad adviser and one Malagasy consultant). The Malagasy consultant will in addition to being a team member function as a local interpreter during the field visit and when needed in other meetings during the period of the review.

The mid-term review aims at being conducted between 20 January and 1 February 2007, and will include approximately:

- one week of preparation,
- approx. three days of field visit
- two- three days of meetings in Antananarivo (UNICEF and MENRS)
- one week of write-up.

A draft report will be submitted to UNICEF and the Norwegian Embassy for comments/clarifications. The final report should be completed by 20 February.

ANNEX 2: Programme of the Mid-term Review

Programme of the Mid-Term Review 25.01 – 02.02 2007

Date	Time	Activity	Venue
25.01	08:30 – 10:00	Introductory briefing with UNICEF	UNICEF
	10:30 – 11:15	Introductory briefing MENRS (Direction of Planning)	MENRS (DPEFST)
	14:00 – 14:45	Consultation with DIE (Director)	DIE
26.01	07:30	Departure Tsiroanomandidy (by car) – Field visit Contrat Programme Reussite Scolaire, Fille pour Fille, APC	UNICEF
27.01		Presentation of Evaluation report on CPRS by DIDEDEC Return to Antananarivo	Tsiroanomandidy
29.01	14:35	Departure Tulear (by air)	Vol Air Mad
		Please see attached detailed programme	UNICEF TOLIARA
30.01			
31.01	10:05	Return Tana (by air)	Vol Air Mad
	15:00	Consultation with INFP (Director)	INFP
01.02	11:00	De-briefing with Norwegian Embassy	Embassy
	15:00	Consultation with DEF (Director)	DEF
02.02	08:30	De-briefing with UNICEF	UNICEF

Lieu: Tsiroanomandidy

Date: 26 et 27 Janvier 2007

Date	Horaire	Activités	Localité	Personnes rencontrées
26/01/07	09h-12h	Visite d'écoles	<ul style="list-style-type: none"> Ankadinondry Tsiroanomandidy 	Directeur, Enseignants, Elèves Parents d'élèves, Autorité locale
	14h -15h	Réunion de travail avec Cisco/ZAP	Bureau Cisco	Chef Cisco et Chef ZAP
	15h -16h	Réunion avec DIDEDEC	Bureau DIDEDEC	Equipe DIDEDEC

27/01/07	08h -11h	Assister à la présentation du bilan d'évaluation de la mise en œuvre du CPRS	Lapan'ny Diosezy	MENRS, Cisco, ONG, Invités locaux, Organismes internationaux
	13h -16h	Retour sur Antananarivo		

Lieu: Toliara

Date: 29 - 31 Janvier 2007

Date	Horaires	Activités	Localités	Personnes rencontrés
29 janvier	14h35	Départ d'Ivato	Toliara	
	Le soir	Rencontre avec CRINFP	Toliara	Chef
	Le soir	Rencontre avec ONG Aide et Action	Bureau	Responsables et techniciens ONG
30 janvier	07h30	Visite d'écoles	Belalanda St. Augustin	Elèves/parents/ Enseignants Autorités locales
	14h30	Visite de courtoisie de DREN	Bureau DREN	DREN
	15h	Echange et discussion sur l'amélioration de la qualité de l'éducation	Centre de formation	Concepteurs APC Consultants internationaux (BIEF)
	16h	Discussion et questions avec CISCO, ZAP, Directeurs d'écoles		Chefs CISCO Toliara 1 et 2 Chefs ZAP
	19h	Situation éducation des filles dans le sud Langue d'instruction		DINA Jeanne
31 janvier	09h20	Retour sur Tana	Vol Air Mad	

ANNEX 3: People met during the Mid-term Review

PEOPLE MET DURING MID-TERM REVIEW OF NORWAY'S SUPPORT TO UNICEF'S EDUCATION PROGRAMME IN MADAGASCAR			
DATE	PLACE	PEOPLE	FUNCTION
24.01.2007	UNICEF OFFICE TANA	Etienne POIROT	UNICEF/OIC SPO.Rep
		Margareta Focas LICHT	UNICEF Education Programme Officer
		Noro RAKOTO JOSEPH	UNICEF Education Project Officer
		Roger RAMANANTSOA	UNICEF Education APO
		WIKSTROM Lillian	Ambassade Royale de Norvege
		Noro RAZAFINDRABE	Consultant
		Hilde Thyness	Consultant/NORAD
		Karen Britt FELDBERG	Consultant/LINS/OUC
		Ragnhild MEISFJORD	NORAD/Ambassade R' Norvege
	DPEFST- MENRS	Mrs. Tahianarinoro RAZAFINDRAMARY	Directeur de la Planification de l'Education
			Fondamentale, Secondaire et Technique
	DIE - MENRS	Mr. Bruno RANDRIANASOLO	Directeur de l'Inspection & Encadrement
26.01.2007	1) EPP ANKADINONDY SAKAY	Mr. RAKOTONDRAINIBE Besa Joseph	DREN Bogonlava
		Mr. RANDRIAMANGAPARANY Florent	Chef CISCO Tsiroanomandidy
		Mr. RAZAKANIRINA Parfait	DIDEC Director
		Mr. RATSIMBAZAFY Olivas	DIDEC Project Director
		Ms. RAHARINIRINAVONISOA Rodolphine	Headteacher
		Mr. ANDRIANARIVELO Victor	Chef ZAP
		Mr. RAZANAKOTO Andriamparany Benjamin	FRAM President:
		Mr. RAKOTONIRINA Dieu Donne	FAFF President:
	2) EPP AMBOHIMARINA	Ms. RASOAZANAMANGA Sabine	Headteacher
		Mr. RAZAFIMAHATRATRA Vincent	FRAM President
		Ms HANTANIRINA Lalao	Teacher
		Mr ANDRIAMANDIMBISOA Nirison Jean Aime	Teacher

		Mr RAMANAMBE Alexandre Octon	Teacher
		Ms RAHARINIRINA Justine	Teacher
		Mr RAKOTONDRAZAKA Jean Baptiste	Teacher
		Ms JEANINE Raymonde	Teacher
	3) ECOLE PRIVEE TSIRY		
	AMBARARATABE	Ms. RASOAMANARIVO Philbertine	Headteacher
		Ms TIANJANAHARY Niaina Jeannette	Teacher
		Mr RANDRIANARISON Richard	Teacher
		Mr. RAKOTOARISOA Julien	FRAM
	Tsiroanomandidy	DIDEC TEAM:	
		RAZAKANIRINA Parfait Wilfrid	Director
		RATSIMBAZAFY Olivas	Project Director
		RASOLOARISOA Jeanine	Responsable Pedagogique
		RANDRIANARISOA Modeste	Animateur- Formateur
		RASOLOARIVONY Henri Ignace	Animateur- Formateur
		ANDRIAMAMPANDRY R. Philemon	Animateur- Formateur
		RAKOTOARIMANANA Pierre	Animateur- Formateur
		RANDRIAMAHAZO Ranto Adrien	(Head of a Catholic School)
		CHEFS CISCO & CHEFS ZAP	ZAP
		RANDRIAMANGAMPARANY Florent	Chef CISCO Ts/didy
		RATSIMIALINORO Charline	Equipe Pedagogique Ts/didy
		RAVAOMALALA Honorine	Equipe Pedagogique Ts/didy
		RAJOELISON Soloniaina	Equipe Pedagogique Ts/didy
		RAKOTOARISONA Denis	Equipe Pedagogique Ts/didy
		RAZAFINJOELINA Gilbert	ZAP Ambatolampy T/didy
		ANDRIANARIVELO Victor	ZAP Ankadinondry T/didy
		ANDRIAMIRADO Bertrand	ZAP Ts/didy
		RAKOTONINDRAINY Emmanuel	ZAP Ambararatabe T/didy
		RAKOTONDRAZAFY Roger	ZAP Fierenenana T/didy
		RAZAFIMAHATRATRA Joseph	ZAP Miandrarivo T/didy
		RAZAFITSALAMA Edmond	ZAP Ankerana Nord T/didy
		RALAIARISOA Samuel	ZAP Ambalanirana T/didy

		ELY Solomamy R.	ZAP Bevato T/didy
		RANDRIANJAFINIRIANA Milhonneur	ZAP Bemahatazana T/didy
		RAJAROSANDY Raymond S.	ZAP Tsinjoarivo Imanga T/y
		RAKOTONDRAMANO H. Jean Donne	ZAP Anosy T/didy
		RADOLAMANDIMBY Philippe	ZAP Mahasolo T/didy
		RAKOTOJOELINA William Louis	ZAP Belobaka T/didy
		RANDRIANASOLO Benjamin	ZAP Fihaonana T/didy
		RAHANETRARISOA Nivomanana	CHEF CISCO Fenoarivobe
		RAKOTOALINORO Julien Alfred	ZAP Fenoarivobe
		RAKOTONDRAVAO Simon	ZAP Maritampona Fen/be
		RAKOTOARIMANANA Roger	ZAP Ambotromby Fen/be
		JEAN CLAUDE	CISCO Maintirano
27.01.2007	TSIROANOMANDIDY	RAZAKARITRIMO Noel	General Secretary of Bongolava Region
29.01.2007	Tulear	TSILAVITRA Edson	Chef CRINFP Belemboaka
	AIDE ET ACTION OFFICE Tulear	AIDE ET ACTION TEAM:	
		RAVELOARIJAONA Rado	Representant Pays Aide & Action
		ANDRIAMAMPANDRY Tantely	Responsable des Operations
		RABENANTENAINA Jimmy	Coordonateur Inter Regional Espace Sud
		RAHOLIARINTSOA Samueline	Responsable Pedagogique
		RANDRIAMANAMPISOA Lantonirina	Agent de Terrain
		RANDRIANARIVONY Rolland	Agent de Terrain
30.01.2007	BELALANDA Tulear	REMOSA	Adjoint Admin & Financier CISCO Toliara I
		FANAMPIANA Bien Aimé	Maire
		THIERRY Anjarako Eric	1er Adjoint Maire
		VINCENT Rehiny	2e Adjoint Maire
		EDOUARD Paul	Secrétaire General
		MIANDRITENA Asegne M.	Directeur EPP Belalanda
		PARALY Bien Aimé Richard	Chef ZAP Belalanda
		RANDRIATANA Andresy	Trésorier
		JEAN ALPHONSE M.	Comité FRAM
		TAHIO NOA Daniel	Président FRAM
		POTSINA Jean Baptiste	Fokontany

	EPP BELALANDA	MIANDRITENA Asegne M.	Directeur EPP Belalanda
		RAHAVAVY Hantasoa Nelvilde	Enseignant Adjointe CP2A
		MANDRESY TOLONA Alexandre B.	AdjointCM1B
		RASOANANTENAINA Solange	Adjointe CP1B
		Alain MAMPIFOTOTSE	enseignant CM2
		Clement FERDINAND	Enseignant CEA
		S�raphine FANAMPY	Enseignant CEB
		BEATRICE Diome	enseignant CP2B
		TRABONJISOA Delphine Prosperette	enseignant CM1A
		RASOANANDRASANA Clotilde	Secr�taire
	LYCEE PRIVE LUTHERIEN TULEAR	BERNARD	Headteacher
		NORO	Pre-school teacher
		FOMEA Louise	CP2 teacher
		FANONONA	CE Teacher
		GILBERT	CM1 Teacher
	DREN SUD OUEST TOLIARA	MAHAVITSIKA Helland	DREN South West Region
	TOLIARA	TEAM OF CONCEPTORS	
		TAHAR EL AMRI	BIEF Consultant
		BAYE OULD EL HADJ AMAR	BIEF Consultant
		RANJAKAMANANA Jean Pierre	Conseiller P�d. Region: Alaotra Mangoro
		RAZATOVO Cl�ment	Inspecteur (DIE)
		LEVA Andr� Bruno	Conseiller P�dagogique Antsiranana I
		RATSIMBA Prisca Hanta	Trainer at FJKM National Direction
		ANDRIAMIHAMINA Fred Joseph	Conseiller Ped. DREN Analamanga
		RAKOTOVOLOLONA Richard	Charg� d'�tudes � la DEF
	CRINFP TOLIARA I	FARARSON Rezoro Luckny	Chef Cisco Toliara II
		RAMBELOSON Bruno	Chef Cisco Toliara I
		PARALY Bien Aim� Richard	Chef ZAP Belalanda
		TANANDRAZA Gaston	Chef ZAP Mitsinjo
		JEAN FRANCOIS	Headteacher EPP Mitsinjo Betanimena
		KAIKAY Royal	Assistant P�dagogique CISCO Tul�ar II
		RAMAROLAHY Isabelle	Chef ZAP Tanambao I
		RAZANAJAO Valentine	Chef ZAP Besakoa

		MIANDRITENA Asegne R.	Headteacher EPP Belalanda
		FANAMBINANA du Berger	Chef ZAP Betsinjaka
	Hotel Le Paletuvier, Toliara	DINA Jeanne	FAWE/ Toliara University
31.01.2007	(In the plane on the way back to Tana)	ETONO Florent	Chef CISCO Betioky Atsimo
	AMBASSADE ROYALE DE NORVEGE	Hans Fredrik LEHNE	Ambassadeur
		Lillian WIKSTROM	Conseillere. Ambassade Royale de Norvege
	INFP Antananarivo	NDRIANJAFY Romain Kléber	INFP Director
01.02.2007	Direction de l'Education Fondamentale	MARZE	Directeur de l'Education Fondamentale
02.02.2007	UNICEF OFFICE	FranCisco BAZILLI	UNICEF PROJECT COORDINATOR
		Bruno MAES	UNICEF REPRESENTATIVE
		Margareta FOCAS LICHT	UNICEF EDUCATION Programme Officer
		Noro RAKOTO JOSEPH	UNICEF EDUCATION Project officer
		Lillian WIKSTROM	Conseillere. Ambassade Royale de Norvege

