

# End-Review of Norway's Support to UNICEF's Education Programme in Madagascar (2005-2007) and Appraisal of UNICEF's Proposal for a New Education Programme 2008 – 2011

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New Education Programme 2008 – 2011**



**May 2008  
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Leo van der Zwan, New York**

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<sup>1</sup> Endorsement Report of EFA Plan by Local Development Partners Madagascar, February 2008

## Abbreviations

AFD	Agence Française de Développement
AGEMAD	Amélioration de la Gestion de l'Éducation a Madagascar
APC	Approche Par les Compétences
BIEF	Bureau d'Ingénierie pour l'Éducation et la Formation
CBA	Competency Based Approach (see APC)
CD	Capacity development
CE	Cours Élémentaire
CISCO	Circonscription Scolaire (District School Office)
CPRS	Contrat Programme de Réussite Scolaire
CSO	Civil Society Organisation
DDC	Direction du Développement des Curricula
DEFP	Direction de l'Éducation Fondamentale et Préscolaire
DGEFA	Direction Générale de l'Éducation Fondamentale et de l'Alphabétisation
DIDEC	Direction Diocésaine de L'Éducation Catholique
DP	Development Partner
DREN	Direction Régionale de l'Éducation Nationale
ECD	Early Childhood Development
EFA	Education For All
EPT	Education Pour Tous (see also EFA)
FC	Financial Contribution
FCL	Fonds Catalytic Local
FLM	Malagasy Lutheran Church
FJKM	Church of Jesus Christ in Madagascar
FRAM	Students' Parents Association
FTI	Fast Track Initiative
GoM	Government of Madagascar
HACT	Harmonised Approach to Cash Transfer
HRC	Human Resource Capacity
ILO/BIT	International Labour Organisation
INFP	Institut National de Formation Pédagogique
JICA	Japanese International Cooperation Agency
JRM	Joint Review Meeting
LCF	Local Catalytic Funds
MAP	Madagascar Action Plan
MDG	Millennium Development Goals
MENRS	Ministère de l'Éducation Nationale et de la Recherche Scientifique
MEFB	Ministère de l'Économie, des Finances et du Budget
MoU	Memorandum of Understanding
MTEF	Medium Term Expenditure Framework
NGO	Non-Governmental Organisation
NDS	National Development Strategy
Norad	Norwegian Agency for Development Cooperation
OECD	Organisation for Economic Cooperation and Development
PBA	Programme Based Approach
PRSP	Poverty Reduction Strategy Paper
TA	Technical Assistance
TFP	Technical and Financial Partners
UNDP	United Nations Development Programme
UNICEF	United Nations International Children's Fund
WB	World Bank
ZAP	Zone Administrative et Pédagogique

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The meetings with senior officials in the Ministry of Education (MENRS), especially with Madame Tahianarino Razafindramary and the director of INFP, the representatives of DDC and DEFP made clear that MENRS is increasingly showing vision, leadership, commitment and institutional strength.

Representatives of FLM, FJKM, AFD and Handicap International gave us valuable time to provide important insights into the wider political and institutional contexts which impact on education sector development in Madagascar. We would also like to thank the people we met in the field for their interest and hospitality.

The many meetings and the field visits gave us the opportunity to get an insight into the impressive progress made over the last years in the education sector in Madagascar. This progress provides hope for the future of the people of Madagascar.

Noro H. Razafindrabe - Raoniarisoa  
Leo van der Zwan

## Executive Summary

### I. Rationale for the Partnership

The rationale for developing a partnership between Norway and UNICEF Madagascar in support of the education sector in Madagascar in 2005 is in line with the development policies of Norway, the need for financial and technical support for the education sector in Madagascar and the reputation UNICEF Madagascar has as a key partner to MENRS.

Norway's main objective in relation to this arrangement is to support the improvement of access to quality education for all children in Madagascar. To contribute to the realisation of this objective Norway is using different actors, i.e. MENRS, UNICEF Madagascar and a civil society organisation (CSO), all of whom have proven to be efficient and effective development partners. Each of the partners has its own "added value" and by working together these institutions have created a certain synergy.

The good reputation that UNICEF has worldwide was confirmed during the mission. This does not imply that there are no challenges ahead for the partnership between Norway and UNICEF Madagascar; the challenges are there, but the foundation of the partnership is solid enough to look for sustainable solutions.

### II. End-Review

#### Results, Role, Performance and Value Added

The effectiveness of the overall programme (2005-2007) is not easy to assess because of the lack of specific objectives in the 2004 project document and because the final report was unavailable at the time of the review. However the general impression of the results attained is positive, despite some shortfalls due to the reorganisation process within MENRS.

The most impressive results have been reached through CBA (Competency Based Approach) education and CPRS (Contrat Programme de Réussite Scolaire). MENRS showed courage to enter into a complex curriculum reform with the support of a team of international specialists. The development of the new curricula, materials, the training of teachers and the distribution of the pedagogical materials was successful, barring some shortcomings in relation to distribution of materials.

Though expenditure followed to a large extent the original planning, the relevance of certain expenditures was not always directly related to the areas of intervention. This was partly due to misplacements in the financial report, but also due to a certain ad hoc approach in relation to the requests for funding.

In relation to the follow up of the Mid-Term Review recommendations four out of five recommendations have been integrated in the new programme proposal. This is not only an indication of the appropriateness of the recommendations but also of the willingness of UNICEF Madagascar to integrate the suggested topics into the new programme proposal.

According to the ToR, special attention had to be given to the observed "added value" of UNICEF Madagascar in the education sector. UNICEF Madagascar has been described, amongst others, as: innovative and creative, efficient, credible, and being children's rights advocate etc<sup>2</sup>. It is clear that in Madagascar organisations like UNICEF have an important role to play and given the positive feedback of all the respondents and the achieved results, the choice of the Norwegian Embassy to channel funds via UNICEF Madagascar is justified. However, as the ideal development organisation does not exist, the appraisal team has

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<sup>2</sup> See for an extensive overview of the "added value" section C of this report

formulated some recommendations in relation to the new proposal to the Norwegian Embassy to improve the performance of UNICEF Madagascar even more.

#### Recommendations in relation to the 2005-2007 Programme

- Further strengthening of capacity building to guarantee sustainability of activities.
- Reinforce the CBA and teacher training.
- Facilitate dialogue between all partners in education: development partners, MENRS at all levels, NGOs, CSO's, parents, and communities.
- Transfer competency in advocacy to public and private education partners.
- Improve programme- and financial reporting.
- Facilitate access to international expertise for local partners (public and private).
- Strengthen public-private partnerships.
- Improving communication strategy: enable CSO's at local levels to produce radio/TV programmes in local dialects and broadcast on local radio/TV stations.
- Reinforce parents' capacity by informing them on CBA for better contribution to and follow up of children's learning performance.

### **III. Appraisal of New Programme 2008-2011**

#### Background for Appraisal

The programme proposal has been developed in consultation with MENRS and has taken into consideration the main objectives conform the MAP 2007-2012 and the EFA Plan 2008-2012, which were endorsed by the Development Partners (DP's) in early 2008 and focuses on reinforcing national capacity to provide access to quality education for all children.

#### Conclusions related to appraisal of 2008-2011 programme

UNICEF Madagascar has proven to be an efficient and effective organisation that can respond adequately to requests from GoM and bilateral donors and has become an important player within the education sector by (co-)financing, implementing, and facilitating various elements of the strategic plan for the education sector in Madagascar.

However, recent policy documents from UNICEF Headquarters (and UNDG) clearly indicate that UNICEF field agencies should concentrate on :

- Capacity Development
- Lobbying and Advocacy
- Advising and Consulting
- Financial contributions - harmonization of UNICEF's support to a specific sector

This implies that UNICEF should move away from the "implementation" of projects and focus primarily on supporting project execution of others (various levels of GoM and CSO's).

The areas of intervention selected by UNICEF Madagascar (i.e. support to a. the learning process, b. inclusive education, c. communication and d. vulnerable regions), are in line with the priorities reflected in the EFA Plan. The question is not "what" (which activities) should be supported but is more related to "how" to strengthen national systems and to contribute to the development of the national capacity (enabling environment {systems}, organizational structures and individual level).

Though all partners (including UNICEF Madagascar) participated in the appraisal and endorsement process of the new EFA Plan, the danger remains that lack of operational detail in some strategies of the plan can lead to the support of separate planning of activities and different disbursement procedures to support different, i.e. separate ("off" budget)<sup>3</sup>

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<sup>3</sup> "on" budget: activities included in the annual plan/budget and MTEF; "off" budget: activities not included in annual plan/budget and MTEF



activities. As a consequence of this MENRS continues to face high transaction costs, which is contradictory to the harmonization and alignment principles.

#### Capacity development

The main focus is on capacity development in all four programme components, with emphasis on the financial (and technical) support to the four vulnerable regions. Given the weak planning, implementing and monitoring/reporting capacity of the local structures, this is a correct choice. However, the FCL financial component in the four regions will be covered and managed by UNICEF Madagascar. Though understandable from an effectiveness point of view, this financial contribution is difficult to understand as the Catalytic Fund of FTI is supposed to provide funds for all regions<sup>4</sup>. UNICEF Madagascar is taking potential “on” budget activities “off” budget, which may not improve the sustainability of its support. The appraisal team considers this approach not appropriate.

UNICEF execution (combination of financial support and implementation) carries a risk as particular weaknesses of government structures might be hidden temporarily. In the short term the results can be positive but there is not enough relation to sustainability and capacity development. In other words, where UNICEF is executing an activity, it is crucial to have a chapter in the project document on the “exit strategy”, capacity development components and on the integration of the project into the –sub- national education plan.

Another issue is that Development partners (DPs) often hire the most qualified/experienced staff members of the government to carry out activities. These people happen to be the most competent civil servants in the ministries and as a consequence their departure is generally weakening the same ministry, which is contradictory to the primary focus on capacity development.

#### Financial issues

According to the proposal 2008-2011 UNICEF Madagascar is:

- financing “earmarked on budget” activities through HACT (Harmonised Approach to Cash Transfer) in line with the EFA Plan (15% of total UNICEF proposal)
- supporting activities requested and in collaboration with MENRS that are “off budget”
- using part of the available funds for activities other than those specified in the project document (i.e. a “micro project fund”)

Norway is giving financial support to 1) the MENRS education sector plan/budget (“on” budget), 2) ILO and UNICEF, based on UNICEF work plan/budget, and 3) a CSO.

UNICEF Madagascar will channel 15% of its financial contribution to the GoM (earmarked “on” budget). The appraisal mission agrees with this approach where the UNICEF focus is on specific (earmarked) priorities and where this financial contribution is accompanied by UNICEF Madagascar’s technical support.

#### **Overall conclusion:**

*UNICEF Madagascar has worked out a valuable proposal in line with the EFA Plan, based on the “added value” of the organisation. However, it is clear that the strategic and pragmatic choices for financial and technical support by UNICEF Madagascar are not sufficiently focused on the three UN priority areas (capacity development, lobbying/advocacy and technical support) and not yet in line with the Paris principles on harmonization and*

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<sup>4</sup> UNICEF’s Madagascar support will facilitate a more rapid expansion and an “alternative” experience that can be closely monitored and serve to inform/complement FCL piloting of MENRS. Documentation and systematic transfer of information/ capacity will be necessary for the UNICEF Madagascar support to have this role.

alignment and related policy documents<sup>5</sup>. Given the Malagasy context, the choices<sup>6</sup> made may be acceptable at the start of the new programme (2008-2011), but it is advisable for UNICEF Madagascar to revise their approach and adapt the programme proposal conform the recommendations given.

#### Recommendations to Norway

- Continue financial support for 2008-2011 period because of the “added value” of UNICEF Madagascar.
- Consider next phase (2008-2011) as a “*transition period*” during which some objectives and specific activities should be refocused (see below).
- Maintain the same financial envelope (US \$ 8.000.000) as the role UNICEF Madagascar remains essential during the first years of the education reform.

#### Recommendations to Norway to be discussed with UNICEF Madagascar

It is recommended during the transitional period to:

- Concentrate more on capacity development of 1) systems (or enabling environment) and 2) organisational structures than on capacity development of individuals. Avoid financing of ad hoc requests or indirect expenses (not related to priority areas). Work out strict criteria for ad hoc financing and direct- and indirect costs.
- Work out a capacity development strategy for UNICEF Madagascar based on the National Capacity Building Strategy<sup>7</sup>.
- Work out specific exit strategies before starting implementing activities. The sustainability of any activity implemented and financed by UNICEF Madagascar should be guaranteed. In other words: the integration of the activities supported by UNICEF Madagascar into the overall EFA Plan and budget should be clear from the beginning.
- Increase UNICEF’s annual contribution to the “on” budget funding, showing its commitment to harmonize and align its work within the context of MENRS to increase sustainability.
- Discuss with GoM and partners the issue of the financial gaps based on the priorities of the EFA and seek approval from the above for temporary “off” budget funding.
- Look carefully into:
  - The FCL component in the four vulnerable regions (“off budget”), while the FTI Catalytic Fund is supposed to cover these components “on budget”;
  - Indirect costs UNICEF Madagascar is financing while these costs could be covered from MENRS budget (to increase sustainability of related activities).
- Start pilots in such a way that the multiplier effect is feasible, in other words avoid expensive pilots that cannot be sustained after scaling up.
- Make the expression “support to” more explicit; describe intended activities more clearly, which will improve the monitoring financial and progress.
- Avoid parallel financing systems as these become an administrative burden for MENRS and lead to additional and often unnecessary transaction costs.

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<sup>5</sup> The technical support role of UN-agencies is emphasised in the following documents: “UNICEF engagement in sector-wide approaches”, May 2006, “Enhancing the UN’s contribution to National Capacity Development”, UNDG October 2006, and “The Response to the Changing Aid Environment” UNDG January 2008.

<sup>6</sup> Choices in relation to considerable financial support next to technical support.

<sup>7</sup> Actually MENRS is working out a National Capacity Building Strategy with the support of the World Bank.

## A. Objectives and Methodology

### Scope and Objectives

1. The UNICEF project proposal “Ensuring the right to quality primary education for all children in Madagascar” was signed by Norway on 30<sup>th</sup> May 2005 and the project came to an end on 31<sup>st</sup> December 2007. The programme had a total budget of 36 million NOK and aimed to improve the quality of the primary education sector in Madagascar. The goal of the programme was to assist the Government of Madagascar in strengthening the quality of teaching and learning in primary schools.
2. In the context of the Education For All-Plan (EFA) implemented by the Ministry of Education and Research (MENRS) supported by Development Partners, Norway’s support to UNICEF’s education programme constitutes an indirect support to Madagascar’s national education programme. UNICEF’s programme has focussed on special areas where UNICEF has experience and know-how.
3. The activities encompassed in the programme 2005-2007 include financial and technical support to the MENRS in the following areas:
  - Curriculum Development/Pedagogical Reform<sup>8</sup>
  - School materials
  - Training of trainers and teachers
  - Pedagogical support
  - Parent-School Contracts (*Contrat Programme de Réussite Scolaire – CPRS*)
  - Evaluation of: learning achievements, communication strategy, results-oriented planning, improving the school environment, technical and logistical support.
4. This report aims to analyse the results, efficiency and effectiveness of the programme, and to appraise the proposal for UNICEF’s new education programme for the period 2008 – 2011 (**see ToR Annex A**).
5. The ToR also refers to UNICEF’s role, performance and added value with regard to the MENRS activities, both through the present programme (MAG 04/014) and through the new proposed programme (2008-2011).
6. To reflect these issues and topics, the report is divided in to four main sections:

### **B. Genesis and Rationale**

### **C. End Review 2005-2007: Role, Performance, Results and Value Added**

### **D. Appraisal of the new programme 2008-2011**

### **E. Conclusions and Recommendations new programme 2008-2011**

### Methodology

7. Norway contracted Noro H. Razafindrabe and Leo van der Zwan to conduct the end review and the appraisal of the UNICEF project “Ensuring the right to quality primary education for all children in Madagascar” from 3<sup>rd</sup> April to 5<sup>th</sup> May 2008 (**see Annex B**).
8. The preparation phase was followed by 14 days in Madagascar, where the team consulted with the Norwegian Embassy, UNICEF Madagascar, with the Malagasy Ministry of Education and Research, and with selected Education Sector

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<sup>8</sup> It is not really a Curriculum Development as such. What was agreed with the APC was that the curriculum would not be changed, but that the approach would re-orient the existing curriculum in a competency-based direction. It is only now, (2008) with the new educational reform, that the curriculum as such is being revised.

Development Partners. Debriefing based on the first draft of the report took place in Antananarivo on 18th April 2008. The list of people with whom discussions were held is provided in **Annex C**.

9. The selection of documents that were consulted is provided in **Annex D**. While they relate primarily to the Education Project supported by Norway, a broader set of documents related to the Education Policy of the Malagasy Government, the UN-policy (including UNICEF) in a changing Aid Environment and Norwegian policy vis-à-vis UN-agencies Education and Sector Development Programmes is also cited.

## **B. Genesis and Rationale**<sup>9</sup>

### UNICEF 2005-2007

10. MENRS considers UNICEF Madagascar as a key technical partner which has contributed to education sector development in Madagascar since 1983. At the time of preparing the UNICEF-country programme, a sector-wide coordination mechanism for education had not yet been developed. Based on the experience of previous programmes, MENRS requested UNICEF Madagascar to assist in improving the quality of teaching and learning in primary schools. UNICEF Madagascar responded by supporting MENRS to introduce the "Approche Par les Competences" (APC) in order to improve basic competencies (literacy, numeric skills, problem solving and negotiation) and life skills (gender equity; self-care, health - including STI/HIV prevention, hygiene and citizenship). In this regard, it received financial support from Norway for a considerable part of its education programme.

### EFA 2005-2008

11. Though the progress towards Education for All in Madagascar was significant, various internal challenges remained, especially in relation to quality (e.g. poorly trained teachers, shortage and poor quality of educational infrastructures, difficulties in the distribution of essential school resources and materials, capacity gaps at decentralized levels of the education system).
12. The Government made various efforts to address these issues by stimulating pedagogical research and reform, teacher training, school construction, distribution of educational materials, capacity building for planning & management and pedagogical support at decentralized levels. Moreover, the percentage of total public expenditures allocated to education has been around 18-20% during the past three years, with more than 50% of the education budget allocated to the primary cycle. As a result, MENRS was better able to meet the challenges posed by the Madagascar Action Plan (MAP) 2007-2012, which envisages, among others, the transformation of the education sector. The proposed strategies have advanced considerably and the technical and financial partners expressed their appreciation for the quality of the various strategies in the February 2008 EFA Endorsement Report.

### UNICEF Country Programme 2008-2011

13. UNICEF Madagascar has recently developed a four-year country programme, with a strong educational component within the framework of the MAP, the United Nations Development Assistance Framework (UNDAF) Madagascar and in line with MDG 2 and 3. UNICEF Madagascar's role will be to facilitate dialogue, coordination and exchange of experiences among partners and by providing key catalytic inputs, such as technical assistance, training and essential supplies.

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<sup>9</sup> Information based on UNICEF project proposals 2005-2007 and 2008-2011 and the EFA endorsement report February 2008

UNICEF 2008-2011 proposal to Norway

14. Norway has been asked to finance a substantial part of the UNICEF-country programme (approx. 50%)<sup>10</sup>. Areas included in the proposal<sup>11</sup> are:

- Support to the learning process
- Support to inclusive education
- Support to communication
- Support to vulnerable regions

Rational for the end review and appraisal

15. The end-review should be seen as an examination of UNICEF's role, performance and added value with regard to the MENRS activities<sup>12</sup>.

16. The following key questions will be addressed:

- What added value has UNICEF provided through its education programme, the planning and implementation of the programme activities, and the contents of the new programme, especially in relation to capacity building? As the context in which field based UN-agencies are working has changed over the last few years, it is important to assess the role of UNICEF in the changing aid environment. Additionally, it is important to know in this regard whether the financing arrangement between Norway and UNICEF (direct funding) has an added value in a period that the Malagasy Government is putting more and more emphasis on alignment.
- What was the impact of the capacity building activities of UNICEF over the years on the present human resource capacity of MENRS (central and de-centralised)?

17. These are important questions in a changing aid environment where MENRS is exercising greater leadership and ownership over the entire programme than ever before<sup>13</sup>. This positive development resulted in a further alignment and a single Annual Work Plan that showed all the activities financed by both domestic and foreign resources. Development Partners success of the implementation of the new EFA plan will not only rely on the capacity and commitment of the MENRS at all levels, but will also depend on the way the technical and financial partners will be dealing with harmonization and alignment issues<sup>14</sup>.

18. The appraisal team tried to find answers for the above, but it is clear that solutions for such complex situations might not always be straightforward and forthcoming.

**C. End Review: Results/Progress, Role/Performance, Value Added**

Assessment of the results<sup>15</sup>.

19. Expected results were achieved and even exceeded for the four major activities, namely: curriculum development, school material, training of trainers and teachers, result-based planning. Results were in some cases 300% more than anticipated, with only a 21% increase of the amount allocated to the activity, reflecting the cost-

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<sup>10</sup> This proportion may decrease (possibly down to 33%) as additional funds from other resources are actively being sought.

<sup>11</sup> Conform UNICEF Madagascar proposal 2008-2011 to Norway

<sup>12</sup> as reflected in the current programme (2005-2007) and the new programme proposal (2008-2011) in light of the new EFA plan 2008 – 2012 and follow up of the Paris Declaration and UN-policy documents in relation to the changing aid environment.

<sup>13</sup> See EFA Endorsement Report 2008

<sup>14</sup> UNICEF Proposal to Norway 2008-2011

<sup>15</sup> The assessment of results is based on the analysis of the annual reports, the results of 2005-2007 activities and on field visits.

effectiveness. Results of other activities, such as parent-school contracts, pedagogical support, improving school facilities, were hindered by either problems arising at MENRS level: re-organisation, lack of responsibility/decision/capacity, or by lack of coordination between actors<sup>16</sup>. Also cyclones caused disturbances in the realisation of the activities. As a consequence of the lack of specific objectives in the 2004 Project Document stated in the 2007 Mid-Term Review, it was difficult to assess the results in relation to the objectives.

#### Assessment of Financial Report

20. A major part of the expenditure (more than 50%) was dedicated to the three main activities: curriculum development, school material, and training on which the programme impact of the quality of education heavily relies. The relation of some items to the activity under which they come was not clear to the appraisal team. E.g. mosquito-nets and transport (15,794.17 US\$) under “school materials”, conception and multiplication of pedagogical agendas (143,589 US\$) under “Improving school facilities”. The field visits indicated that those pedagogical agendas are being used by only 20% of teachers, although the agendas serve a (theoretical) pedagogical purpose and the intention is within the objective of strengthening teacher capacity and planning and improving the quality of education. The appraisal team could not see the relevance of spending a total amount of roughly \$ 50,000 on the production of calendars -especially with UNICEF Madagascar and not MENRS logo- which do not have a direct link with the priority areas of the programme. Putting the activities in the financial report in the same order as in the project document would have facilitated the evaluation.

#### Assessment of UNICEF Madagascar's role

21. Capacity building:

- In curriculum development: a pool of 20 technicians (*concepteurs*) from MENRS and from private schools headquarters have been trained in developing curricula and are now capable to develop the approach. Moreover, a Direction for the Development of Curricula (DDC) within MENRS has been put in place since January 2008.
- In school materials conception: teachers' guides and pupils' *cahiers de situation* in primary classes have been designed by the team of Malagasy “*concepteurs*” assisted by BIEF consultants.
- Training CPRS 39 supervisors and 568 facilitators for implementation/development
- Support pupils' parents and communities to take responsibility for the education of the children through the establishment of the parent/school contract (CPRS).
- Assisting trainers and teachers: with UNICEF Madagascar's assistance, trainers at various levels of MENRS, as well as of National Directions of private schools were trained to train, supervise and ‘coach’ teachers in the implementation of the CBA.
- On developing and improving work plan based on results: financial and technical assistance was given by UNICEF Madagascar to develop and improve annual action plans of 22 regions DRENs and 111 CISCOS, and to develop the Education sector Master plan for decentralisation/de-concentration at the central level of MENRS.

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<sup>16</sup> E.g. with USAID on radio broadcasts, with WASH on construction of latrines.

### Advocacy

22. UNICEF Madagascar's advocacy role towards the GoM concerning children's rights has been facilitated by the long-standing cooperation between UNICEF Madagascar and MENRS. The present programme includes advocacy for inclusive education for excluded groups of children (children with disabilities, children working in mines), girl's education as a starting point<sup>17</sup>.

### Implementing

23. At the request of MENRS, UNICEF Madagascar:

- Provided the transport and delivery of school materials to the CISCOs, and
- Dealt with the (re)construction of schools.

During a recent meeting, MENRS and UNICEF Madagascar have discussed the necessary accompanying measures to strengthen the capacity of MENRS agents in these fields.

### Follow up of the Mid-Term Review recommendations

24. Regarding documents and reporting: The latest programme report available to us is of August 2007, the final report being due in June 2008. Efforts have been made to follow the mid-term review recommendations, such as e.g. the indication of achieved versus expected results, but the table was in the new proposal rather than in the report. Other suggestions were partially followed; however the financial report is not self-explanatory.

25. Regarding the programme: CBA (APC) and CPRS were strengthened, capacity building constitutes the strength of the programme, promotion of the Malagasy language as the language of instruction has started through radio, discussions about roles and responsibilities between different actors. UNICEF Madagascar's role towards the marginalised children and poverty stricken areas is found in the new programme proposal. The recommendation regarding a well-developed strategy for capacity building is dealt with in the new Country programme in relation to UNICEF's support to the MENRS.

26. Furthermore, four of the five topics suggested by the Mid-Term Review team which need consideration from the Norwegian Embassy and UNICEF Madagascar, namely girl's education, communication and documentation, language of instruction, inclusive education, have been touched upon -according to the 2005-2007 programme results- and will be carried on according to the 2008-2011 proposal. A flexible school calendar is included in the new EFA Plan. UNICEF's role in this regard is to facilitate its implementation through support to planning and implementation at the decentralized level.

### Added Value of UNICEF Madagascar

- Innovative: both the CBA and the CPRS, which have great impact on the quality of education, were introduced through a partnership between MENRS and UNICEF Madagascar.
- Rapidity: compared to the long and slow procedures of MENRS UNICEF Madagascar's procedures are faster. In addition, UNICEF Madagascar has a quick response to emergency situations and other urgencies related to i.e. CBA.

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<sup>17</sup> And for early childhood education, although this has not been covered by Norwegian funds, UNICEF Madagascar has had a principal role in 1) integrating ECD under the MENRS responsibility; 2) ensuring a budget for ECD in MENRS for the first time ever in 2008; 3) supporting MENRS in developing a strategy and national framework for ECD.

- Efficiency: due to a competent and qualified staff, to adequate planning, monitoring and reporting frameworks, to ample knowledge of the situation, and to conceptual coherence.
- International experience: UNICEF Madagascar has experience in procurement, which has helped MENRS to acquire didactic materials and administrative equipments at low costs, and easy access to experienced national and international consultants.
- Public-Private Partnership: UNICEF Madagascar's activities promoted cooperation of MENRS and NGOs
- Credibility: for having a good reputation nationally and internationally, and for not having a political agenda.
- Capacity to organise awareness campaigns: something which has been transferred to MENRS, private institutions and local communities.
- Openness for exchange/dialogue: resulting in UNICEF Madagascar's large national network with GoM, civil society organisations and Development Partners.
- Catalyst function: is facilitated by a long standing relationship with GoM and MENRS and by UNICEF Madagascar's proactive attitude, e.g. regarding ECD.
- Honest broker: UNICEF Madagascar is able to bridge different view points, to have multi & cross sectoral perspectives both at political as well as at the community level.
- Children's rights advocate: UNICEF Madagascar is known for actions undertaken to advocate for children's rights vis-à-vis the GoM, the Legislature, and the public.

### Conclusions

27. The general impression of the attained results is positive. Results of the 2005-2007 programme have on the whole been achieved despite some shortfalls mainly due to the MENRS reorganisation. UNICEF Madagascar has strengthened capacity of parents and communities, of MENRS officials at various levels, of teachers in public and private schools constitute the strength of the programme, especially with the development of the CBA and of the CPRS which are generalised by MENRS. As far as the EFA goals are concerned, the 2005-2007 programme's contribution lies primarily in the improvement of the quality of education through the CBA and strengthening family and community capacity to claim educational rights for their children through the CPRS. The effectiveness of the programme is difficult to assess at this stage because of a lack of specific objectives in the project document and due to the fact that the annual report, due June 2008, according to the agreement between UNICEF and Norway is not available yet.

### Recommendations

- Capacity building should be given priority by UNICEF Madagascar in order to ensure the sustainability of activities.
- Reinforce the CBA and teacher training so as to make them capable of adapting to different situations and challenges (large number of pupils, multi grade, rural/urban areas, etc.) and use their own creativity. This will also enhance learning achievements.
- Facilitate dialogue between all partners in education: development partners, MENRS at all levels, NGOs, CSO's, parents, and communities.
- Strengthen competence in advocacy to partners (public and private) in education.
- Improve programme and financial reporting.
- International exchange for local partners (public and private). E.g. include private school representative in delegations attending international conferences/workshops.



- Strengthen public-private partnerships. This is government policy and is important to reach MDG's, given the strong impact of private schools according to national statistics.
- Cooperate or strengthen the capacities of NGOs and CSOs at local levels so that radio/TV programmes are produced in local dialects and broadcast on local radio/TV stations.
- To improve the communication strategy: enable CSOs at local levels to produce radio/TV programmes in local dialects and broadcast on local radio/TV stations.
- Reinforce parents capacity by informing them on CBA for better contribution to and follow up of their children's learning performance.

#### **D. Appraisal of the 2008 - 2011 Proposal**

##### Objectives and results

28. The objectives (outcome) of the activities and the main results (output) have been worked out clearly in the Results Matrix (**see Table 6**) and are described in SMART<sup>18</sup> terms, which will enhance monitoring and evaluation of the programme (see "monitoring and evaluation").
29. In general terms the programme focuses on reinforcing national capacity to provide access to quality primary education for all children, while also strengthening family and community capacity to claim educational rights for their children.
30. Areas included in the proposal:
- Support to the learning process (Competency-Based Approach and teacher training/ career development)
  - Support to inclusive education: support to the development of a rights-based national framework for inclusive education
  - Support to communication: support to the development and implementation of the MENRS communication strategy to ensure effective, efficient and dynamic communication of the educational reform to all stakeholders, internally within the MENRS structures and externally to the public
  - Support to vulnerable regions: within the MENRS strategies, financial and technical support to four vulnerable regions not covered by the Local Catalytic Fund
31. All these domains are key areas where UNICEF has a particular added value based on an experience built up over the years. Concentrating on four areas has advantages as UNICEF Madagascar can now focus on the strengthening of certain priority areas and will not have to spread its limited technical and financial resources.
32. During the 2005-2007 programme period, the focus was on innovation and improvement of the qualitative aspects of learning (through CPRS and APC). In the new project period 2008-2011, UNICEF Madagascar will not move away from innovation, but will also concentrate on areas where there are "gaps" in the EFA Plan and where UNICEF Madagascar has comparative advantages (e.g. capacity development of decentralised structures and inclusive education). UNICEF Madagascar will continue to work "upstream" as well and will try to support the elaboration of national strategic plans, for example decentralisation, communication, ECD and logistical strategies.

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<sup>18</sup> SMART: Specific, Measurable, Achievable, Realistic and Time-related

33. A summary of the expected results is worked out by UNICEF Madagascar in **Table 6**. As the strengths and weaknesses of MENRS structures at all levels have been taken into account during the elaboration of the work plan, the described results can be considered realistic.

Link with Norwegian Policy

34. The proposed programme is in line with the Norwegian policy towards Basic Education<sup>19</sup> because it:
- was developed in light of a) the Dakar Declaration of 2000 and b) two of the UN Millennium Development Goals<sup>20</sup>,
  - takes the local context in Madagascar into account
  - is based on the National Sector Plan (EFA Plan 2008-2012)
  - is partly aligned with government processes<sup>21</sup>
  - is to a certain extent part of the harmonisation efforts among Development Partners<sup>22</sup>

Programme in the context of the Malagasy Education Sector Plans and other relevant development processes in Madagascar

35. The programme proposal has been developed in consultation with MENRS and has taken into consideration the main objectives spelled out in the MAP 2007-2012 and the EFA Plan 2008-2012, which has been endorsed by the local Development Partners in early 2008 and focuses on reinforcing capacity to provide access to quality education for all children.
36. The new programme of UNICEF Madagascar has been largely built on the experiences of the past programme<sup>23</sup>. The components "Support to Inclusive Education", and "Support to Vulnerable Regions" are new in the programme, but are in line with the "focus areas" as reflected in the overall UNICEF Madagascar Medium-Term Strategic Plan (2006-2009).
37. The expression "support to" is often being used in the proposal, but is also vague. "Support to" sometimes refers to financial and/or technical support; sometimes it relates to training or facilitating a process or to finance school construction or guarantee the distribution of school materials etc. In other words "support to" remains an expression which does not clarify what will be financed and what the exact role of UNICEF Madagascar is.
38. The programme proposal of UNICEF Madagascar also reflects the commitments related to UNDAF (United Nations Development Assistance Framework), which is in turn designed to support the MAP and accelerate progress towards the MDGs. UNDAF Madagascar puts emphasis on strengthening the human resource capacity in the decentralised regions.

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<sup>19</sup> As reflected in the following documents: "Political Platform for a Majority Government" (policy document of present Norwegian government), "Working with Sector Wide Approaches" and "Education – Job Number 1".

<sup>20</sup> Two UN Millennium Development Goals require that all boys and girls complete a full course of primary schooling and eliminate gender disparity in primary and secondary education at all levels of education in 2015

<sup>21</sup> The alignment efforts of UNICEF Madagascar will be analysed under a separate heading.

<sup>22</sup> The harmonisation efforts of UNICEF Madagascar will be analysed under a separate heading.

<sup>23</sup> Especially the components "Support to Competency Based Approach", "Support to Communication" and "Teacher Training and Career Development".

Analysis of sector-specific situation in Madagascar

39. For an extensive analysis of the sector-specific situation see the EFA-Endorsement Report (February 2008). A summary of the highlights of this report has been worked out in **Annex F**.

Government of Madagascar

40. The EFA Endorsement Report and the appraisal mission come to the conclusion that the present Government of Madagascar is showing vision, political will and commitment to move forward and to improve access to quality education. Details and the justification of this conclusion can be found throughout the report. This overall progress does not mean that MENRS already has all the human capacity necessary to carry out the new EFA Plan. Capacity development in a coordinated way and based on the National Strategy for Capacity Development<sup>24</sup> by UNICEF Madagascar and other donors remains necessary for the coming years.

Governance of the project

41. While UNICEF Madagascar will be managing the resources “financial ownership”, the strategies are all directed by MENRS. UNICEF’s role in giving direction to the activities is through advocacy – e.g. through advocacy and information how to move forward on inclusive education, on distinguishing “information” from “communication”, etc. But MENRS will always have the last word.

Implementation of the programme

42. UNICEF Madagascar will support the GoM both technically and financially in various areas of intervention and will manage most activities foreseen in the new programme, however, the GoM remains overall responsible for the implementation of the programme components related to the EFA Plan (**see Table 6**). UNICEF Madagascar will make use of its existing qualified staff and hire where necessary additional staff or make use of other qualified persons/institutions/instruments to facilitate the implementation of many components of the EFA Plan by strengthening government structures at various levels.

Crosscutting issues

43. UNICEF Madagascar is ensuring that cross-cutting issues are getting the necessary attention in the new programme (inclusive education, gender, environment, HIV/AIDS prevention, health and nutrition etc.).

Financial aspects:

44. As indicated UNICEF Madagascar will start using the HACT guidelines (conform joint UN-financial system, which refers to transfers to GoM) for the “on budget” components of the programme. Using HACT will lead to less financial reporting (and administrative burden) for government side. As indicated UNICEF Madagascar will manage most activities as for example local structures (DRENs and CISCOS) in the vulnerable regions are according to UNICEF Madagascar not yet up to the standard in relation to timely planning, implementation and monitoring. At the same time UNICEF Madagascar will strengthen the capacity of these structures at decentralized level. UNICEF Madagascar is already in dialogue with MENRS on strengthening financial management, first at central level through forming a “consultative group” consisting of MENRS and UNICEF financial staff, and thereafter by developing strategies for transfer of competence to decentralized levels- this is linked to HACT as well.

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<sup>24</sup> This document is presently being worked out by MENRS with the support of the World Bank

Capacity Development components of the programme

45. The OECD has defined “capacity” as the ability of people, organisations and society as a whole to manage their affairs successfully, and “capacity development” is understood as the process whereby people, organisations and society as a whole unleash, strengthen, create, adapt and maintain capacity over time”.<sup>25</sup>

Capacity Levels <sup>26</sup> →	<b>System or Enabling Environment</b>	<b>Entity Organisational</b>	<b>Individual</b>
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46. Capacity development is the backbone of the UNICEF Madagascar programme and can be found in each of the four areas of intervention. UNICEF Madagascar provides the human and financial resources for each intervention area; sometimes through their own staff, sometimes by hiring additional staff or consultants to assure quality input. MENRS is actually working on a capacity development strategy with the support of the World Bank. This policy document which will be a guidance for Development Partners and MENRS regarding TA and/or capacity development for the years to come.

Analysis of MENRS and UNICEF Madagascar capacity

47. The Ministry carried out an institutional and organisational analysis in 2007, and was reorganized in such a way that the institutional and organisational needs in relation to the implementation of the new EFA sector plan seems to be met. The reorganisation of the Ministry is considered as a positive development as it enables the Ministry to take the education reform seriously and to start implementing the EFA Plan. Though the strengthening of the quantitative/qualitative capacity for individuals as well as for existing structures should remain a priority for MENRS and the Development Partners as this is contributing to sustainable development.

48. UNICEF Madagascar consists of a team of qualified and motivated people who are able to carry out, monitor and report on activities reflected in the Result Matrix. Some of the most experienced staff members of UNICEF are well aware of the strengths and weaknesses of the Ministry as they worked before for MENRS.

Sustainability

49. Most of the UNICEF Madagascar activities in the new programme proposal are oriented towards capacity building of government structures and individuals at the various levels (national/DREN/CISCO). Given the achievements during 2005-2007, it is expected that further investments in capacity development of the MENRS structures and in key individuals at all levels will have a positive impact on the overall performance of MENRS.

50. Results achieved will be sustained to a large extent once the capacity development interventions end as most of the activities are linked up with the capacity development of government structures/specific persons on key positions working in the educational sector.

<sup>25</sup> This is a widely accepted definition of “capacity”

<sup>26</sup> UNDP Capacity Assessment Policy Note, October 2005

Programme Proposal of UNICEF Madagascar (2008-2011) in relation to the new Aid Environment

51. The broader context of the changing aid environment since the Paris Declaration of 2005 and a description the follow up by the UN-agencies is given in **Annex H**.

52. In this section we will try to analyse whether UNICEF Madagascar took the implications of the Paris Declaration and its follow up<sup>27</sup> into consideration as the new proposal should, to the opinion of the appraisal team, be analysed in a broader context.

Ownership MENRS

53. There are some important (recent) developments in relation to the changing aid environment in Madagascar worth mentioning:

- The move from donor-managed projects with project implementation units, to greater leadership of MENRS over the entire programme
- MENRS able to ensure overall alignment by preparing a single Annual Work Plan that showed all the activities financed by all resources, domestic and foreign
- MENRS able to prioritize the use of funds in line with the annual work plan and domestic resource availability
- Joint monitoring processes under leadership of MENRS resulted in significantly reducing multiple reviews and reporting requirements for the government with respect to different donor projects and budgetary support programs (though individual reporting on projects still exist – example, USAID, JICA, Madagascar)
- MENRS worked out its strategies for many components of the EFA Plan which requires explicit commitments by partners to harmonize their approaches/procedures
- The Ministry is taking the lead to ensure that coordinated support from partners is in line with its operational strategies
- National leadership (MENRS+MEFB) is demonstrated as national resources are allocated in line with policy priorities

54. The focus on ownership reflects a wide consensus that sustainable development is rooted in national leadership and local action. The MAP (Madagascar PRS) is the framework through which national leadership over development priorities is exercised and implemented.

55. Remarkable progress has been made over the last few years and there are indications that leadership and ownership of GoM will continue over the next years.

Alignment

56. During the period 2005-2007, MENRS and Development Partners agreed upon a model that was based on a single EFA plan with coordination by MENRS, however with parallel financing mechanisms for some of the donor agencies.

57. According to the Draft Discussion Document<sup>28</sup> of the World Bank on Donor Alignment and Harmonization in Madagascar, and the EFA Endorsement Report of February 2008 there are strong indications of an increased commitment, leadership and ownership by GoM to achieving the Millennium Development Goals. Educational transformation is one of its eight strategic commitments.

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<sup>27</sup> Reflected in the report on “UNICEF engagement in sector-wide approaches”, May 2006, “Enhancing the UN’s contribution to National Capacity Development”, UNDG October 2006, and “The Response to the Changing Aid Environment” UNDG January 2008

<sup>28</sup> Sajitha Bashir, World Bank, October 15, 2007

58. Over the past year MENRS has undertaken a number of organisational changes which has strengthened its leading role over EFA implementation (see also above). The Director General of the Directorate General for Basic Education (DGEFA) now has the overall responsibility for EFA. For UNICEF Madagascar the main interlocutors are DGEFA and the Divisions that are implementing the programme activities in relation to UNICEF Madagascar.

59. Various Development Partners (WB, France and Norway) moved over the last few years to sectoral support, though France and Norway also continued to support projects in the education sector. For Norway the main reason for this dual approach is the “added value” of UNICEF Madagascar. As far as the aid flows are concerned the UNICEF-Madagascar funding is reflected in the budget and the “on budget” component will be transferred to MENRS according to the HACT-procedures, but another part of the funds for the education sector (in particular through technical support) is managed by UNICEF Madagascar itself.

#### Harmonization

60. UNICEF Madagascar is:

- financing “on budget” activities through HACT in line with the EFA Plan (approx. 15% of the Norwegian funds)
- supporting specific activities in collaboration with MENRS which are “off budget”
- using part of the available funds for activities other than those specified in the project document (“micro project fund”)

61. The UNICEF Madagascar financial support is disbursed within a Programme-Based Approach (PBA), i.e. within a single comprehensive program and budget framework. However the financing modality continues, in the absence of a pooled funding arrangement, to be partly parallel.

62. In relation to joint reviews there is a dual policy: on the one hand UNICEF Madagascar is an important participant in the Joint Review Missions, but on the other hand UNICEF Madagascar is carrying out other missions as well. These missions are to accompany and follow up activities at the decentralized level to ensure progress and capacity building. Reporting systems are being changed through HACT, and missions will primarily have a capacity building objective, but also a “spot-check” role to make sure funds are being used appropriately in the HACT context where justifications will no longer be required and where audits will serve as the system of control. In terms of reporting most donors (incl. UNICEF Madagascar) make use of the MENRS reports and joint donor reports.

63. The Development Partners meet regularly to discuss important issues. The World Bank is “chef de file” and UNICEF Madagascar is a pro-active co-chair as most other agencies involved in the education sector miss adequate manpower. Though the dialogue between Development Partners is not always easy, the Joint Mission Reports and the signing of the EFA endorsement report by all Development Partners is a major step forward.

64. The GoM<sup>29</sup> has expressed its desire to move to sector support or to a pooled fund arrangement. Though not all Development Partners are ready for this move, the GoM should show leadership and take the initiative to work out a MoU and a pooled fund arrangement to start with the major Development Partners (World Bank, Norway and UNICEF).

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<sup>29</sup> DGEFA indicated that the President made clear that he wants to move as soon as possible to sector support

### Financial Inputs<sup>30</sup>

65. The UNICEF Madagascar proposal is, as indicated before, in line with the MAP and EFA Plan and is partly on budget. Approximately 50% of the overall education programme of UNICEF Madagascar (i.e. US\$ 8,560 million over four years) will, after approval, be supported by Norway.
66. At the time of the appraisal MENRS had not yet finalized its annual plan 2008 (PTA). Therefore UNICEF Madagascar produced a tentative budget proposal based on assumptions as far as the proposed MENRS related activities are concerned. The proposed budget (**see table 8**) provides indicative figures that will be adjusted in line with progress in activities within the implementation of the EFA Plan. All adjustments will be made in line with the annual work plans and within the framework agreement with Norway. This budget will contribute to the UNICEF Madagascar budget for education, and will be complemented by regular resources provided by UNICEF Madagascar as well as by other external resources.
67. UNICEF Madagascar will start using the new HACT (Harmonisation Approach to Cash Transfers), which is in line of the new UN financial regulations. The HACT regulations imply that the transferred funds are “on” budget and that the funds will be transferred to MENRS on a three monthly basis following the HACT guidelines. However only a part (15%) of the new programme activities<sup>31</sup> will be “on budget” and thus follow the HACT arrangement which implies that 85% of the budget will still be managed directly by UNICEF Madagascar.

### Risk analysis and risk management

68. Besides the risks described in **Annex I**, one of the main risks in relation to the new programme is that personnel of the Ministry at the various levels may not yet have the necessary skills and means to cope with the complex reform at all levels. Especially at the decentralised level the financial management, monitoring and evaluation skills are limited which may result in a considerable delay in implementation of the activities foreseen in the EFA Plan. In the proposal this specific risk will be tackled through capacity building at decentralised levels in the four vulnerable regions so that by the end of the programme the capacity in these regions will be adequate to carry out the EFA Plan as anticipated.
69. As government staff may not be able to perform as anticipated there exists a risk that UNICEF Madagascar staff may become more operational than anticipated. In other words the danger of substitution may exist. It is important that UNICEF Madagascar remains vigilant in relation to substitution. UNICEF worked closely with MENRS to determine the ToR at field-based personnel to set the premises to avoid substitution.

### Monitoring and evaluation<sup>32</sup>

70. A proper monitoring and evaluation process of new programme is feasible as a clear result matrix (**Table 6**) has been worked out for this programme by UNICEF Madagascar, in other words the envisaged results can be assessed through measurable and specific indicators. As a part of the proposed “on budget” activities will be implemented by MENRS, the responsibility for the monitoring (and reporting) is, as a consequence, with MENRS. Another part of the programme will be managed and monitored by UNICEF Madagascar staff.

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<sup>30</sup> See also the section on “Programme Proposal of UNICEF Madagascar (2008-2011) in relation to the new Aid Environment”

<sup>31</sup> A part of the APC/Teacher Training/Career Development and Communication related budget components

<sup>32</sup> See also the section on “Programme Proposal of UNICEF Madagascar (2008-2011) in relation to the new Aid Environment”

## E. Overall Conclusions and Recommendations re. 2008-2011 Programme

### Conclusions related to appraisal of 2008-2011 programme

71. UNICEF Madagascar has proven to be an efficient and effective organisation that can respond adequately to requests from GoM and bi-lateral donors and has become an important player within the education sector by (co-)financing, implementing, facilitating various elements of the strategic plan for the education sector in Madagascar.

72. However, recent policy documents of UNICEF Headquarters (and UNDG) clearly indicate that the main role of UNICEF agencies should be in the fields of :

- Capacity Development
- Lobbying and Advocacy
- Advising and Consulting
- Financial contribution (full harmonization of the UNICEF financial support to a specific sector)

This implies that UNICEF Madagascar should more and more refrain from “implementation” of projects and focus mainly on the support to the execution by others (various levels of GoM and CSO’s).

73. The areas of intervention selected by UNICEF Madagascar are conform the priorities reflected in the EFA Plan; the question is not “what” (which activities) should be supported but is more related to “how” to strengthen national systems and to contribute the development of the national capacity (enabling environment {systems}, organizational structures and individual level).

Component	Main Area's: CD, TA, FC Lobbying/ Advocacy, Advising/Consulting	Observations	Recommendations
Support to the learning process (CBA)	CD, TA, FC	Innovative & successful	Further TA support required
Support to Inclusive Education (I.E)	CD, FC	Pilots via Handicap International (NGO)	Scaling up of pilots feasible/sustainable? More focus on lobbying/ advocacy: integration I.E. in annual plan + budget MENRS (incl. MTEF) Medium term co-funding from GOM?
Support to Communication strategy of MENRS	CD,	Important component, but existing danger of including ad hoc activities/expenses	
Support to vulnerable regions	CD, TA, FC	Danger of substitution Sustainability?	Build in clear exit strategy + mainstreaming policy right from the start

74. Though all partners participated in the appraisal and endorsement process of the new EFA Plan, the danger remains that lack of operational detailing in some strategies of the plan may lead to the support of separate planning of activities and different disbursement procedures to support different, i.e. separate (“off” budget) activities. As a consequence of this MENRS continues to face high transaction costs, which is contradictory to the harmonization and alignment principles.



#### Capacity development

75. The main focus is on capacity development in all four programme components with emphasis on the financial (and technical) support to the four vulnerable regions. Given the weak planning, implementing and monitoring/ reporting capacity of the local structures this is a correct choice. However, the FCL financial component in the four regions will be covered and managed by UNICEF Madagascar (“off budget”). Though understandable from an effectiveness point of view, this financial contribution is difficult to understand as the Catalytic Fund of FTI is supposed to provide funds for all regions. UNICEF Madagascar is taking potential “on” budget activities “off” budget, which may not improve the sustainability of its support. The appraisal team considers this approach not appropriate.
76. UNICEF execution (combination of financial support and implementation) carries a risk as particular weaknesses of government structures might be hidden temporarily. In the short term the results might be positive but there is ample relation to sustainability and capacity development. In other words, where UNICEF is executing an activity, it is crucial to have a chapter in the project document on the “exit strategy”, capacity development components and on the integration of the project into the –sub- national education plan.
77. Development partners (DP’s) often hire the most qualified/experienced staff members of the government to carry out activities. These people happen to be the most competent civil servants in the ministries and as a consequence their departure is generally weakening the same ministry and therefore this is contradictory to the primary focus of the agency on capacity development.

#### Financial issues

78. According to the proposal 2008-2011 UNICEF Madagascar is:
- financing “earmarked on budget” activities through HACT (Harmonised Approach to Cash Transfer) in line with EFA Plan (15% of total UNICEF proposal)
  - supporting activities requested by and in collaboration with MENRS that are “off” budget
  - using part of the available funds for activities other than those specified in the project document (i.e. a “micro project fund”)
79. Norway is giving financial support to 1) the MENRS education sector plan/budget (“on” budget), 2) UNICEF, based on UNICEF work plan/budget and 3) a CSO. UNICEF Madagascar will channel 15% of its financial contribution to the GoM (earmarked “on” budget). The appraisal mission agrees with this approach where the UNICEF Madagascar focus is on specific (earmarked) priorities and where this financial contribution is accompanied by UNICEF Madagascar technical support.

#### 80. Overall conclusion:

*UNICEF Madagascar has worked out a valuable proposal in line with the EFA Plan, based on the “added value” of the organisation. However, it is clear that the strategic and pragmatic choices for financial and technical support by UNICEF Madagascar are not sufficiently focusing on the three priority areas of work for the UN (capacity development, lobbying/advocacy and technical support) and not yet in line with the Paris principles on harmonization and alignment and related policy documents. Given the Malagasy context, the choices made may be acceptable at the start of the new programme (2008-2011), but it is advisable to UNICEF Madagascar to revise their approach and adapt the programme proposal conform the recommendations given.*

81. Recommendations to Norway

- Continue financial support for 2008-2011 period because of the “added value” of UNICEF Madagascar.
- Consider next phase (2008-2011) as a “*transition period*” during which some objectives and specific activities should be refocused (see below).
- Maintain the same financial envelope (US \$ 8.000.000) as the role UNICEF Madagascar remains essential during the first years of the education reform.

82. Recommendations to Norway to be discussed with UNICEF Madagascar

It is recommend during the transitional period to:

- Concentrate more on capacity development of 1) systems (or enabling environment) and 2) organisational structures than on capacity development of individuals. Avoid financing of ad hoc requests or indirect expenses (not related to priority areas). Work out strict criteria for ad hoc financing and direct- and indirect costs.
- Work out a capacity development strategy for UNICEF Madagascar to be based on the National Capacity Building Strategy.
- Work out specific exit strategies before starting implementing activities. The sustainability of any activity implemented and financed by UNICEF Madagascar should be guaranteed. In other words: the integration of the activities supported by UNICEF Madagascar into the overall EFA Plan and budget should be clear from the beginning.
- Increase UNICEF’s annual contribution to the “on” budget funding, showing its commitment to harmonize and align its work within the context of MENRS to increase sustainability.
- Discuss with GoM and partners the issue of the financial gaps based on the priorities of the EFA and seek approval from the above for temporary “off” budget funding.
- Look carefully into:
  - the FCL component in the four vulnerable regions (“off budget”), while the FTI Catalytic Fund is supposed to cover these components “on budget”;
  - indirect costs UNICEF Madagascar is financing while these costs could be covered from MENRS budget (to increase sustainability of related activities).
- Start pilots in such a way that the multiplier effect is feasible, in other words avoid expensive pilots that cannot be sustained after scaling up.
- Make the expression “support to” more explicit; describe intended activities more clearly/detailed, which will improve the monitoring financial and progress.
- Avoid parallel financing systems as these become an administrative burden for MENRS and lead to additional and often unnecessary transaction costs.

83. Recommendations to Norway for dialogue with UNICEF Headquarters<sup>33</sup>

- Support the transformation process of UNICEF: from a technical and financing agency to an agency that disposes of highly skilled, experienced and committed persons who support GoM and Civil Society (in)direct in the focus areas of UNICEF and/or who facilitate reform processes. If necessary, work out strategy for capacity development for UNICEF staff.
- In line with the UNDG position on capacity development , IUNICEF is encouraged to adopt a broader vision of capacity development , including the focus on the enabling environment and organisational structures, complementary to the capacity development of individuals.
- Strengthen the lobby- and advocacy capacity of UNICEF at country level as integration of specific activities (UNICEF focus areas) in the annual plans and budgets of ministries is more important than financing a particular (pilot) activity.

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<sup>33</sup> These recommendations are more general, but can also be discussed with UNICEF Madagascar.

- Discuss necessary accompanying measures (incentive schemes), if a government or ministry requests UNICEF to carry out essential activities (emergencies/urgencies) that cannot be refused by UNICEF, to enable governments to carry out the requested activities themselves on the medium/long term.
- Encourage public private partnerships, strengthen the collaboration with CSO's and promote platforms for CSO's to help them raise their voice as improving the access to quality education for all children is the responsibility of GoM and Civil Society;
- Avoid hiring key national staff (i.e. competent civil servants) for UNICEF activities as this is weakening the human resources capacity of Ministries and contradictory to the policy of capacity development of Governments, i.e. GoM.

84. Some general observations

- The reduction of technical advisers at the bilateral development organisations is an opportunity for the UN in general and for UNICEF (incl. UNICEF Madagascar) in particular to increase the technical support at policy level.
- It is more important for UNICEF to focus on "proven added value" than on "visibility".

## Annex A:

### **Terms of Reference – Combined End-review and Appraisal End-review of the Norwegian Embassy’s support to UNICEF’s Education Programme in Madagascar (2005-2007) and appraisal of UNICEF’s proposal for a new Education Programme 2008 – 2011**

#### **Background:**

MAG 04/014 "Ensuring the right to quality primary education for all children in Madagascar" was signed on 30 May 2005 and will come to an end during the 1<sup>st</sup> quarter of 2008. The programme has a total budget of 36 mill. NOK and aims to improve the quality of the primary education in Madagascar. In the context of the Education for All-plan (EFA) implemented by the Ministry of Education and Research (MENRS<sup>34</sup>) supported by donors, Norway's support to UNICEF's education programme constitutes an indirect support to Madagascar's national education programme. UNICEF's programme has focussed on special areas where UNICEF has experience and know-how based on their work in other countries.

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 Réussite Scolaire– CPRS*)
- Evaluation of: learning achievements, communication strategy, results-oriented planning, improving the school environment, technical and logistical support

The current examination is initiated to look into the results, efficiency and effectiveness of the programme, and to appraise the proposal for UNICEF's new education programme for the period 2008 – 2011.

#### **Purpose of the review/appraisal**

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 review should be seen as an examination of UNICEF's role, performance and added value with regard to the MENRS activities, both through MAG 04/014 and in the new proposed programme (2008-2011).

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 2004
- Project report submitted to Norway March 2006
- EFA progress reports (one from 2005, two from 2006)
- Report from mid-term review – April 2007
- Project report submitted to Norway September 2007
- UNICEF financial reports
- Agreed minutes from annual meetings (2006, 2007)
- Donor appraisal report for EFA FTI application (2008)
- UNICEF project proposal 2008 - 2011

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<sup>34</sup> MENRS is the Ministry of Education and Research, (Ministère de l'Éducation Nationale et de la Recherche Scientifique).

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

The new UNICEF proposal to Norway 2008 – 2011 should be examined in light of the above as well as the new EFA plan 2008 – 2012.

The key issues to be addressed are what added value UNICEF has provided through its education programme since 2005 through the planning and implementation of the programme activities, and the contents of an eventual new programme.

### **Scope of Work**

The review should give priority to exploring the issues below:

- 1) Review of key documents as above (documents to be provided by UNICEF)
- 2) Assess relevance and program design of proposed program, especially looking at goal structure, i.e. coherence, consistency and realism, including quality of indicators for monitoring
- 3) Assess how lessons learned from previous programme period have been absorbed in the Programme Document.
- 4) Assessment of results, based mainly on the study of underlying documents, of the following components in the previous programme period: Curriculum Development, School materials, Training of trainers and teachers, Monitoring, Parent-School contracts (*Contrat Programme Reussite Scolaire – CPRS*), including learning achievements, communication strategy, results-oriented planning, improvement of the school environment, technical and logistical support.
- 5)
  - a) Assessment of UNICEF's role as an implementing partner of MENRS and as a donor partner. Issues related to the following should be assessed: Are there pros and cons regarding the two different sets of roles? To what extent is UNICEF involved in the strategic decision making processes in MENRS? How is UNICEF contributing to increased harmonisation among partners?
  - b) Assessment of experiences related to the added value of channelling the funds through UNICEF and not directly through MENRS. Is there an added value using such a model? Specific recommendation of the future channelling of funds should be provided.
- 6) Identify potential areas of improvements, e.g. regarding approaches, working methods and collaboration and their reflection in the new programme proposal.
- 7) Sustainability and risks: Assess to what extent UNICEF's support has resulted in transfer of capacity to MENRS and to what extent the supported activities are integrated into the MENRS programme, including with MENRS financing. In what way could the risks highlighted in the 2008 endorsement report affect the implementation of the UNICEF-supported activities, and what strategies are in place to mitigate these risks?
- 8) Assessment of the budget and budgetary reports.
- 9) Identification of other planned or on-going programmes that may influence the implementation or the effects of the ongoing programme.

- 10) Undertake 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 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, (v) the evaluation of the results from APC. In addition to the above, APC as implemented by UNICEF in relation to the curriculum reform should be assessed critically.
- 11) A field visit to one of the sites where the CPRS is used, assisted by UNICEF to assess the implementation of the approach, its impact on school communities, UNICEF's partnership with local actors.
- 12) 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).
- 13) Recommendations regarding the possible continued cooperation between Norway and UNICEF in Madagascar based on the new proposal 2008 - 2011.

### **Reporting**

Produce a report in English (pdf) (not exceeding 20 pages) – including an executive summary (maximum 5 pages) of review activities/data, analysis and conclusions. The report should formulate recommendations based on the experiences from the current programme period and look at how these have been addressed in the new programme proposal.

A draft report should be submitted to Norad and the Norwegian Embassy for comments/clarifications by the 22<sup>nd</sup> April. Norad and the Embassy will forward the draft report to UNICEF and MENRS for corrections of factual information. Norad will provide feedback to the consultants by 28<sup>th</sup> April. The final report should be completed by 5<sup>th</sup> May 2008.

### **Implementation and team composition**

The team to carry out the review should consist of two persons: Leo van der Zwan (international consultant and team leader) and Noro N. Razafindrabe, 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 review aims at being conducted between 5<sup>th</sup> April and 2 May 2008, and will include approximately:

- 5 days of preparation,
- 19 days for travel, fieldwork, meetings and writing of report in Madagascar.
- 2 days of completing the report.
- This comes to a total of 26 days.

## Annex B: Programme of the End Review and Appraisal

Date	Horaire	Lieu	Objet
21/3-2/4 2008		New York/Paris	Préparation de la mission
28+29 Mars 2008			Voyage New York Paris
Vendredi 04 Avril 2008			Voyage Paris Antananarivo
Samedi 05 Avril 2008		Tana	Préparation de la mission
Dimanche 06 Avril 2008			Préparation + discussion avec Noro
Lundi 07 Avril 2008	09h00-10h00	Ambassade du Royaume de Norvège	Briefing avec l'Ambassade du Royaume de Norvège
	10h30-12h30	Salle de réunion UNICEF-Ivandry	Briefing avec l'équipe Education UNICEF
	14h30-16h00	MENRS Anosy	Briefing avec Mme le DGEFA/MENRS
Mardi 08 Avril 2008	08h00-10h00	INFP Mahamasina	Réunion de travail avec les Directeurs de l'INFP, et représentants de DDC et DEFP
	10h30-12h00	Bureau DNE-FJKM Porte 213- Bâtiment Lido Analakely	Rencontre avec Mme le Directeur National des écoles FJKM- Evaluation de la mise en œuvre de l'APC
	Après midi		Rédaction du rapport
Mercredi 09 Avril 2008	08h00-08h45	Bureau DNE-FLM Andohalo Immeuble SALFA	Rencontre avec Mme le Directeur National des écoles FLM-Evaluation de la mise en œuvre de l'APC
	10h30-11h30	Siège de l'AFD à Ambohitato	Rencontre avec Mr Emmanuel Fourmann de l'AFD
	14h30-15h45	Siège Handicap International Ambohitato	Rencontre avec les responsables d'Handicap International
Jeudi 10 Avril 2008	7h30	Départ pour Diego (en avion)	
	10h30-12h	Bureau Cisco Diégo	Rencontre avec les responsables locaux de l'éducation pour l'évaluation de la mise en œuvre de l'APC à Diégo Ville
	14h30-15h30	Bureau Cisco Diégo	Rencontre avec chef CISCO Diégo
Vendredi 11 Avril 2008	7h30-10h	EPP Boudhabhay Moussadjy. Diégo	Visite d'école pour l'évaluation de la mise en œuvre de l'APC
	10h30-12h	Ecole Catholique Sainte Therese Diégo	Visite d'école pour l'évaluation de la mise en œuvre de l'APC

	14h40	Départ de Diégo pour Tàna (en avion)	Retour sur Tàna
Samedi 12 Avril 2008			Rédaction du rapport
Dimanche 13 Avril 2008			Rédaction du rapport
Lundi 14 Avril 2008	07h00	Départ pour Manjakandriana (en voiture)	Visite d'écoles et des responsables locaux de l'éducation pour l'évaluation de la mise en œuvre de l'APC et du CPRS
	16h00	Retour sur Tàna (en voiture)	
Mardi 15 Avril 2008	8h-10h	Bureau de l'UNICEF M	Rencontre avec l'équipe Education
	13h30-14h30	Ambassade du Royaume de Norvège	Rencontre avec Conseillère et Chargée de Programme
Mercredi 16 Avril 2008			Rédaction du rapport
Jeudi 17 Avril 2008			Rédaction du rapport
Vendredi 18 Avril 2008	08h30-10h30	Salle de réunion UNICEF	Debriefing avec les responsables de l'Education
	13h00-15h45	Ambassade du Royaume de Norvège	Débriefing avec l'Ambassade du Royaume de Norvège
Samedi 19 Avril 2008			Rédaction du Rapport
Dimanche 20 Avril 2008			Rédaction du Rapport
			Départ d'Antananarivo
Mardi 29 Avril et Mercredi 30 Avril 2008		New York	Finalisation du rapport



## **Annex C: People interviewed**

### Norad:

Ragnhild Meisfjord, Education and Research Department of Norad,

### Norwegian Embassy in Antananarivo

Hans Fredrik Lehne, Ambassador

Lena Plau, Conseillère

Mjos Dagny, Chargée de Programme

### UNICEF Madagascar

Margareta Focas Licht, UNICEF Education Programme Officer

Noro Rakoto Joseph, UNICEF Education Project Officer

Aya Kibesaki, Gender/girls education

Irène Rasolofoniaina, Monitoring and Evaluation

Roger Ramanantsoa, Community mobilization

Johary Randimbivololona, Communications

### MENRS

Tahianarinoro Razafindramary, DGEFA

Ndrianjafy Romain Kleber, INFP Director

Eliane Ranorovololona, Chef de Département de l'Enseignement Primaire, INFP

Rajemison Solofohery, representing the DEFP

Linah Rajonson, representing the DDC

### Direction Nationale des Ecoles FJKM

Esther Mavoarisoa Razanamampionona, Directeur National

### Direction Nationale des Ecoles FLM

Jeno Isabelle, Directeur National

Raheriniaina Vololonoro Voninavoko, Concepteur APC

### Agence Française pour le Développement

Emmanuel Fourman, Chargé de mission

### Handicap International

Edith Van Wijngaarden, Directrice de Programme

Céline Abric, coordinatrice des Operations

Edith Ramamonjisoa, Chef de Projet Education

### CISCO Antsiranana

ZIADY, Chef CISCO

Rokia Claire, Adjoint Pédagogique

Zafianaka, Conseillère Pédagogique

Leva Bruno, Conseiller pédagogique et concepteur APC

### EPP Boudhabhay Moussadij, Antsiranana

Julia, Directrice d'école et les enseignant(e)s

### Ecole catholique Sainte Thérèse, Antsiranana

Sœur Annick Billet, Directrice d'école et les enseignants du primaire

### CISCO Manjakandriana

Raveloarijaona Johnson Doris, Chef CISCO

Rakotondramaro Martin, Responsable des Projets  
Rakotomanarivo Dieu Donne, Chef ZAP  
Le staff du bureau de la CISCO

EPP Maharidaza  
La directrice d'école et les enseignants

EPP Ambatomivahy  
Razanaherivao Soalandy, directrice d'école et les enseignantes

EPP Mahitsitady  
Les enseignants

Consultant  
Terri Kelly

## **Annex D Selected References**

### **Government of Madagascar**

- Compte Rendu de la Rencontre du MENRS Partenaires Techniques et Financiers de l'Education en Matière de communication de l'Etat d'Avancement des Différentes Reformes Educatives (Sept. 26, 2006)
- Compte Rendu de la Réunion des Partenaires Techniques et Financiers de l'Education en Matière de Préparation de la Revue Conjointe du Plan EPT (Sept.29,2006)
- EFA progress reports (2005, 2006)
- APC- Rapport de la base de données chargée de suivre les résultats des élèves depuis 2004, du CP1 au CM2, Déc. 2007
- Fonds catalytique Local (FCL) du Plan Education Pour Tous 2008 à 2011
- PV de la Réunion sur l'EPT (25.07.06)
- Rencontre du MENRS et des Donateurs locaux et Partenaires (21/12/2005)

### **UNICEF**

- UNICEF project proposal 2004
- Project report UNICEF submitted to Norway March 2006
- Report on UNICEF engagement in sector wide approaches May 2006
- Report on UNICEF engagement in sector wide approaches May 2006
- UNICEF medium-term strategic plan 2006 – 2009: Investing in children: the UNICEF contribution to poverty reduction and the Millennium Summit agenda, July 2005
- Project report UNICEF submitted to Norway September 2007
- UNICEF financial reports 01/01/05 – 31/12/07
- UNICEF project proposal 2008 - 2011
- Draft country programme document Madagascar June 2007
- UNICEF Education Strategy for 2006 – 2015
- UNICEF Education Strategy (4 May 2007)
- Quality Primary Education for all Children: Towards the Achievement of MDG 2 in Madagascar 2008-2011

### **United Nations**

- Implementing the Paris Declaration on Aid Effectiveness (July 2005)
- UNDG Position paper. The Role of the UN System in a Changing Aid Environment: Sector Support and Sector Programmes (8 Feb.2005).
- A UNDG Position Statement: Enhancing the UN's Contribution to National Capacity development. (Oct.2006)
- United Nations Development Group: Response to the Changing Aid Environment (Jan.2008)

### **Norad/Royal Embassy of Norway**

- Mid-term review of Norway's Support to UNICEF's Education Programme in Madagascar 2005 – 2007) April 2007
- Agreed minutes from annual meetings (2006, Oct. 2007)
- Political Platform for a Majority Government (26 Sept.-13 Oct.,2005)
- Madagascar, Budget Support Assessment
- Working with Sector Development Programmes(May 2007)
- Education-Job Number 1 (Jan. 2003)

### **Development Partners**

- Endorsement Report of EFA Plan by Local Donors Madagascar (2005?)
- Endorsement Report of EFA Plan by Local Development Partners, Madagascar (2008)
- Joint Donor report on the Review of the EFA Plan (14-18 Nov.2005)
- Joint Donor Report on EFA Implementation (Oct.24-26,2006)
- Joint Donors Review Report (Septembre 2007)
- Donor appraisal report for EFA FTI application (2008)
- Proces Verbal:Reunion des Bailleurs de Fonds (Sept.22, 2006)
- Reunion des Partenaires Techniques et Financiers de l'Education (3/07/2006)
- Compte Rendu de la Reunion des Bailleurs Education. Delegation de la Commission Europeenne (19/1/2006)
- Compte Rendu de la Reunion de Task Force pour le EPT (8 Feb., 2006)

### **Others**

- Unesco UIS Statistics in brief Madagascar 2006
- OECD: A picture of the multilateral aid architecture January 2008
- Paris Declaration on Aid Effectiveness (Feb.28-March 2, 2005)

## Annex E: UNDG: Response to the Changing Aid Environment

### United Nations Development Organisations: The way forward<sup>35</sup>

United Nations efforts have resulted in the delivery of more coherent and effective country-level development assistance. Still needed are significant improvements in maximizing the role of the United Nations in supporting policy development, coordination and capacity development to ensure that international commitments on aid effectiveness are implemented and that international development goals – in particular, the MDGs – are met. The United Nations should, therefore, strengthen its response vis-à-vis donor/recipient partnerships to support the implementation of the Paris declaration through actions at various levels, outlined below.

#### Country level

At the country level, the following actions should be undertaken:

- (a) *Enhance United Nations involvement in nationally led processes as part of the UNCT mandate, both as coordinator and as trusted partner:* Despite the greater strategic involvement of the United Nations in coordinating nationally led processes, important gaps remain in the United Nations engagement in these processes. With regard to the new aid modalities, such as SWAps and JASs, there is an opportunity for the United Nations to use its leverage as a partner trusted by governments and to ensure that key development goals such as the MDGs and cross-cutting issues – including human rights, gender, poverty reduction, food security, trade and environment – are clearly articulated and integrated into nationally led processes. In practice, this means eliminating parallel processes and/or deferring to nationally led processes. It also entails reporting systematically on United Nations engagement at the country level in its entirety, not solely with respect to the UNDAF. The “Delivering as One” pilots and other country-led experiences provide valuable lessons on how to strengthen the development of this mode of working;
- (b) *Decide on a division of labour to avoid overlap and duplication:* The UNCT should agree upon a clear, strategic and adequately resourced division of labour among agencies, with collective and individual incentives, to promote and ensure that development goals are mainstreamed and costed for development effectiveness;
- (c) *Align United Nations programming with national development planning cycles:* As a rule, the UNDAF and/or the United Nations country programming tool should be a direct derivative of the country’s NDS. Where this is not the case, greater convergence between the two processes should be sought;
- (d) *Deliver technical assistance in the changing aid environment:* Among the most important contributions of the United Nations to the aid-effectiveness agenda is the provision of policy advice informed by its development mandates, advocacy, capacity-building and technical support. These non-monetary contributions of the United Nations reflect its comparative advantage in development activities. The United Nations should reshape its delivery of high-quality technical assistance to support the strengthening of national systems. Such assistance should also respond to national demands for expertise to fill gaps emerging as a result of the repackaging of development assistance by donors and international finance institutions to focus increasingly on budget support mechanisms;

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<sup>35</sup> UNDG January 2008: Response to the changing aid environment

- (e) *Participate systematically in public expenditure reviews (PERs)/public financial management (PFM) reviews:* At the heart of the Paris declaration is a reformed PFM system. For United Nations organizations to firmly anchor their development work within national priorities and national budgetary processes, an understanding of the situation of a country's PFM system is needed. United Nations participation in a PER of a country's financial system is, therefore, a prerequisite to the development of the UNDAF or any similar United Nations planning instrument, as well as engagement in sectoral PERs by the appropriate agencies and organizations;
- (f) *Define respective and complementary roles with BWIs:* In support of the principle that all development providers should harmonize around national processes, systems and procedures, the Paris agenda provides an opportunity to further articulate and promote the United Nations partnership with the BWIs. In particular, UNCTs should capitalize on the MDGs-NDS agenda to clearly define respective and complementary roles and better coordinate development work with the BWIs;
- (g) *Strengthen partnerships with non-State actors:* The Paris declaration principles set forth accountability not only to governments and donors but also to national stakeholders. With the agreement and consent of the host country, the United Nations development system should assist national governments in creating an enabling environment with strengthened links and cooperation among all entities involved in the development process -- national governments, the United Nations development system, civil society, national non-governmental organizations and the private sector. This process would include, as appropriate, the UNDAF preparation process, with a view to seeking new and innovative solutions to development problems in accordance with national policies and priorities;
- (h) *Support systematic reporting on United Nations performance against Paris declaration indicators:* More efforts should be made to ensure that any pilot exercises concerning the changing aid environment are closely monitored and reviewed to verify whether the new models of cooperation do, indeed, result in increased alignment with national priorities, harmonization with national systems, reduction of transaction costs and contribution to development effectiveness. This could entail, for example, having the UNCT report specifically on how the United Nations is meeting the Paris declaration targets at the country level.

### **Agency level**

At the agency level, the following actions should be undertaken:

- (a) *Strengthen the United Nations human resource capacity:* The policy and analytical skills, experience and expertise demonstrated by United Nations staff in fulfilling the new roles expected by governments and major donors will become critical indicators of success. For this reason, strengthening its capacity in these areas requires attention. Such new tasks demand that individual agencies and organizations refocus their work. This needs to be reflected in the agencies' skills mix and in United Nations staff job descriptions and performance criteria, with incentives to encourage inter-agency collaboration;
- (b) *Seek intergovernmental guidance on implementation of the United Nations commitment to the Paris declaration:* The implications of the changing aid environment must be discussed in the respective executive boards and/or governing bodies of all United Nations system agencies and organizations to sensitize members to the issues and to instigate the required changes in regulations which would facilitate working in the changing aid environment and would be conducive to real harmonization with national systems;

- (c) *Improve coordination of financial systems:* To respond to the need by UNCTs to use common financial arrangements and simplified procedures, more effort should be made to harmonize and simplify financial systems, as was the case with the development of HACT.

### **United Nations level**

At the United Nations level, the following actions should be undertaken:

- (a) *Develop a comprehensive set of guidelines linking Paris declaration commitments, United Nations reforms and NDSs – within the context of national ownership:* There are examples of good practice at the country level with respect to linking the internal United Nations reform process to the changing aid environment. Some of these practices have been packaged into guidelines issued by the United Nations system and disseminated at large. Absent from these guidelines, however, is the focus on national ownership and its linkages to United Nations reform and Paris declaration principles. Without a clear understanding and demonstration of the processes linked to domestic ownership as well as guidance on how the United Nations can support governments in these processes, United Nations measures to implement the reform and the Paris declaration commitments will lose legitimacy and sustainability;
- (b) *Leverage the impartial role of the United Nations to strengthen mutual accountability:* The Paris principles represent a barometer against which the United Nations can measure its effectiveness and relevance as a development partner in the new aid environment. Recognizing this, the United Nations system is, nevertheless, in a privileged position to also help governments of both donor and programme countries to monitor their commitments to the Paris principles. It is a neutral forum which embodies universal values based on global consensus. The Paris declaration was a milestone in setting out basic principles and launching a process through which stakeholders can address weaknesses in Official Development Assistance (ODA). OECD leadership in this area has been effective in advancing the analytical discussions of these issues and achieving the participation of DAC donors. Among parties directly involved in the process, there is increasing recognition that, to accelerate progress, intensifying and regularizing the participation of developing countries in both the conceptual and the operational aspects of the aid-effectiveness discussion is indispensable. The Economic and Social Council (ECOSOC) Development Cooperation Forum can play a crucial role in building the political accountability of both donors and recipients to these principles.

## Annex F:

### Highlights from the “Endorsement Report of EFA Plan<sup>36</sup>” in relation to commitment of GoM and progress made in the education sector:

- Malagasy Government fully committed to implement the new EFA plan as recorded in the Letter of Sector Development Policy<sup>37</sup>.
- DP's have a strong impression that the core Ministry group of leaders has expanded.
- Involvement and ownership has undergone remarkable improvement since 2005.
- Preparation of EFA Plan and appraisal process has been truly been Government-led.
- Education Sector is sector where government ownership and partner alignment is the most advanced
- Collaboration between MENRS and DP's is frequently cited as an example to other sectors.
- Team spirit in the dialogues between the Government and partners is notable and contributes to advance the objective of Education for All in Madagascar.
- Bi-annual joint reviews are prepared and led by the MENRS.
- There has been significant progress on many fronts. DP's believe that MENRS will now be able to expedite important activities.
- During complex analytical and planning process, significant action has been taken in key areas.
- Progressive appropriation of EFA Plan by stakeholders at different levels of system.
- Significant progress over the past two years to develop strategies for improving quality and other areas, notably construction.
- Planning of whole-sector development: Strategies being prepared for senior secondary education, technical and vocational education and training and higher education.
- Progress on key outcomes in the education sector has been encouraging (**Table 3**).
- Notable progress has been achieved in teacher recruitment, remuneration of community teachers and increased allocations (grants and materials) to school level (**Table 4**).
- Number of community teachers paid by the Government increased about 20 percent between the school year 2005/06 and 2006/07, enabling the MENRS to keep the student/teacher ratio to about 52/1 (**Table 5**).
- To ensure the sustainability of the massive community teacher recruitment effort, their salary has been integrated gradually into the national budget, from 27 per cent in 2005-2006 to 72 per cent in 2007-08.
- After joint reviews identified problems in the implementation of the classroom construction programme MENRS decided to develop a new strategy.
- Student/teacher ratio reduced to 52:1 in spite of significant increase in enrolment.
- Competency-based teaching and learning approach piloted and scaled up, applied in the first five years of primary education as of 2007/08.
- In-service training for all public primary teachers in key areas such as pedagogy for multi-grade classes and large groups.
- Decentralized levels of the system given more responsibility for monitoring quality through pedagogical support and improvement of regional teacher training centres.
- National training system reinforced through recruitment of a pool of trainers, intensive training of trainers, technical support to the national teacher training institute and the development of pedagogical and didactic materials.

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<sup>36</sup> Endorsement Report of EFA Plan by Local Development Partners Madagascar, February 2008

<sup>37</sup> As recorded in letter which accompanied the Government's EFA Plan (December 2007).



- Piloting of innovative approaches for teacher training using distance education media and methodology.
- 170 Pedagogical Resource Centres established.
- Peer-based networks (“quality circles”) set up for local teachers supported by local pedagogical zone staff and school heads.
- Sample testing of learning attainment (with regional comparisons).
- Quality related data improved in reports over the last two years.
- A curriculum development unit (DDC) has been established to lead and implement the curriculum reform.
- Use of the annual budget to operationalize the EFA Plan, taking into account resources from all internal and external sources; planning matrix showing activities and their source of funding shared with partners at the time of budget preparation.
- Percentage of total public expenditures (including external resources) allocated to education around 18-20% during the past three years, with more than 50% of education budget allocated to the primary cycle.
- Community teacher salaries progressively integrated in the state budget since 2006, School grants and pupil kits paid out of the state budget.
- Primary education budget execution relatively high at around 85-90%, with a nominal increase in budgetary allocations of 32% over 3 years (2005 to 2007).
- MENRS has continuously sought solutions to the consistently late arrival of materials and funds to schools by making payments direct at local level, through the postal system.
- *Amélioration de la Gestion de l’Education à Madagascar (AGEMAD)* introduced to improve management in regions and school districts, to be extended.
- Partnerships between parents, schools and decentralized authorities reinforced.
- “Call centre” established in 2007 to permit decentralized levels to contact the MENRS directly with questions.
- MENRS management structures reorganised, work plans designed (delineating areas of responsibility and expected key results related to the Plan’s objectives).
- MENRS leadership progressively strengthened.
- Education sector cooperation evolved from project to programme support, reinforced by arrangements and tools to ensure harmonization; development partners pledged to align support within the framework of the Plan.
- Regular meetings and joint reviews organized and led by MENRS; technical and pedagogical standards (construction, distance education) harmonized.
- Quality of reports prepared by MENRS for the reviews improved considerably.

## Annex G: Recommendations EFA - Endorsement Report

1. **Endorse the revised EFA plan**; agree that the financing gap is realistic and support the Government of Madagascar's request that it be funded by FTI Partnership for the period 2009 – 2010/2011.
2. Make timely forecasts of financial contributions in order to **improve the predictability of partner funds** and thus aid preparation of annual budgets and work-plans.
3. Release **annual grants against agreed triggers** (production of a comprehensive annual work plan and procurement plan acceptable by partners; timely production of audit reports on financial management and procurement, as mentioned above; progress on specific indicators<sup>38</sup> and key activities, such as number of new classrooms, number of trained teachers, timely delivery of school inputs, recruitment of new teachers; presentation of an updated medium term expenditure framework for the entire education sector (early childhood to higher education and literacy); presentation of a complete implementation plan for the training of community teachers, including language training; and presentation of measures to ensure the career development to professionalize and ensure the commitment of community teachers).
4. **Progressively align the release of annual grants** and partners' allocation data with the national **budget cycle**.
5. Use **increasingly harmonized procedures** (aligned with national procurement procedures) for assistance in key areas (equipment procurement, school construction, teacher training, development of institutional capacity)
6. **Maintain the practice of two annual joint reviews**, using the agreed triggers as a basis, including an element of field visits in order to assess implementation and impact. Use the reviews also for agreeing revisions to the EFA 2007 Implementation Plan through annual work plans.
7. **Support the commission of periodical surveys** on specific issues, identified during joint reviews, important for successful EFA Plan implementation.
8. **Pro-actively participate in national dialogue about the implications of the "Paris Declaration"** on harmonised co-operation. Analyse current processes, identify and agree to adopt measures to improve partnership and working methods.

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<sup>38</sup> Disaggregated PCR, PTR and NER in vulnerable areas; share of education budget; recruitment of new teachers; progressive integration of community teachers' salary in the education budget, for example

## Annex H: MENRS and UNICEF Madagascar in relation to a Changing Aid Environment

### Implementing the Paris Declaration on Aid Effectiveness

The UN-agencies recognize ownership, harmonization, alignment, management for development results and mutual accountability as the pillars for national development processes and call for:

- Strengthening MDG-based NDSs of programme countries and the operational frameworks associated with those strategies;
- Increasing the alignment of aid with programme countries' priorities, procedures and systems, including increased use of budget support by countries and help to build national capacities;
- Improving harmonization among donors, including better coordination, simplification of donor policies and procedures, and the provision of more predictable multi-year aid flows to programme countries;
- Enhancing donor and programme countries' accountability to their citizens and parliaments for their policies, strategies and performance;
- Defining measures and standards of performance and accountability of programme country systems in public financial management, procurement, fiduciary safeguards and environmental assessments.

More specifically the United Nations is commitment to its role :

- *Developing capacity*: The United Nations role in developing national capacity is quintessential in the development of SWAp<sup>39</sup>.
- *Providing conceptual coherence*: Drawing on normative work, evidence-based policy and best practices, the United Nations should become involved in all aspects of policy dialogue with government and other partners to help shape the purpose, boundaries and scope of the sector-wide approach (SWAp).
- *Convening*: UNCTs can play a pivotal role in supporting national leadership and in helping national partners to ensure and verify that sector-based programmes are effectively accessible to all.

Capacity development is being considered as a key activity by UN-agencies. All recent policy papers/documents on Aid Effectiveness of UNDG and by the individual agencies clearly indicate that capacity development is **the** niche of the UN-agencies. UNCTs will have to make capacity development the core of their work and develop new ways of assessing and achieving capacity development results as a team, in different contexts, clearly making more of a sustained different than has been the case in the past<sup>40</sup>.

The overall goal of a UNCT at country level is to support national counterparts develop their capacities to lead, manage, achieve and account for their national development priorities. The potential actions to achieve this goal should be geared towards developing the capacity of national partners to do it for themselves, rather than the UN doing it for them.

### UNICEF in relation to a Changing Aid Environment

In the Medium Term Strategic Plan of UNICEF (MTSP) for 2006-2009 it is clearly stated that continued support for building national capacities to fulfil children's rights, with increased

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<sup>39</sup> OECD/DAC defines "capacity development" as the process whereby people, organisations and society as a whole unleash, strengthen, create, adapt and maintain capacity over time

<sup>40</sup> UNDG Position Statement, October 2006

emphasis on strengthening policy frameworks, service delivery and protection systems and institutions.

The MTSP and the Education Strategy of UNICEF should both be seen in the context of the Paris Declaration of 2005 in which the UN-agencies commit themselves to:

- Putting national development plans at the centre of UN country programming
- Strengthening national capacities
- Increasingly using and strengthening national systems

UNICEF, as a UNDG member, supports and promotes harmonization and alignment initiatives. SWApS are helping to improve development effectiveness and UN agencies could play a stimulating role in conceptualizing and supporting the implementation of sector programmes<sup>41</sup>.

In line with the commitments made in the Paris Declaration, UNICEF continues to support the building of national capacities at sectoral and cross-sectoral levels. In this regard, UNICEF has several aims: provide technical advice on child related issues; advocate for full coverage of services for children, and strengthen the capacity of Governments to exercise effective leadership over development policies, programmes and budgets that are child centered and oriented to the achievement of the MDGs and to manage resources and improve decision making for results. In some countries UNICEF has taken the lead role in coordinating support to an education SWAp, providing a donor coordination adviser and technical assistance for sector plan development.

The UNICEF Education Strategy for 2006-2015 indicates that external support should facilitate self reliance in education and focuses on national priorities, working with local stakeholders and external partners. The type of intervention and support provided by partners is best decided at country level, in consultation with the government and in alignment with national plans and priorities. This strategy offered UNICEF the possibility to work out the new programme in line of the new EFA Sector Plan. Ultimately UNICEF hopes that there is no need to remain involved in the education sector as the Government is able to co-op with the education sector and to guarantee the necessary quality at all levels.

In many countries UNICEF has served as “honest broker” by bridging different viewpoints of Government and Development Partners, particularly to combine an outcome-driven approach with a systems-strengthening approach through the provision of technical advisory and capacity building assistance.

Through lobbying and advocacy UNICEF was able to promote important topics, which found their way into both SWApS and PRSs. In several countries UNICEF has contributed to capacity building by assisting Governments in defining and harmonizing technical assistance to avoid ad hoc initiatives in this regard. A SWAp focuses on the management of external assistance and the flow/use of external and domestic resources to achieve agreed targets and is considered as an important part of a larger set of reforms.

Sometimes bilateral donors request UNICEF on the one hand to participate in pooled funding arrangements and on the other hand these donors want to earmark their own financial support and are pushing UNICEF to carry out specific activities.

The UNICEF-board fully endorses the recommendation that UNICEF should not become a donor, but should concentrate on its role as a technical and/or lobbying/advocacy agency. A

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<sup>41</sup> Report on UNICEF engagement in sector wide approaches, May 2006

greater emphasis by UNICEF on upstream support to national policy, capacity and partnerships for scaled-up programme delivery may lead to a reduction of support to smaller-scale project activities. UNICEF contributions include convening, capacity development, technical and policy advice (in results-based planning and implementation, especially cross sectoral, field based and community or sub-national government levels) support to data collection and use, and monitoring and evaluation.

Summarised<sup>42</sup> UNICEF fully endorses national-capacity building, policy development and scaled up implementation, including technical assistance and support to national partners, across all focus areas, for the formulation and strengthening of national strategic planning and poverty reduction frameworks.

### *MENRS in relation to a Changing Aid Environment*

Some highlights from the “Endorsement Report of EFA Plan<sup>43</sup>” in relation to commitment of GoM and progress made in the education sector:

- Malagasy Government fully committed to implement the new EFA plan as recorded in the Letter of Sector Development Policy<sup>44</sup>.
- DP's have a strong impression that the core Ministry group of leaders has expanded.
- Involvement and ownership has undergone remarkable improvement since 2005.
- Education Sector is sector where government ownership and partner alignment is the most advanced
- Significant progress over the past two years to develop strategies for improving quality and other areas, notably construction.
- Planning of whole-sector development: Strategies being prepared for senior secondary education, technical and vocational education, training/higher education.
- Progress on key outcomes in the education sector has been encouraging (**Table 3**).
- Notable progress achieved in teacher recruitment, remuneration of community teachers and increased allocations (grants and materials) to school level (**Table 4**).
- To ensure the sustainability of the massive community teacher recruitment effort, their salary has been integrated gradually into the national budget, from 27 per cent in 2005-2006 to 72 per cent in 2007-08.
- National training system reinforced through recruitment of a pool of trainers, intensive training of trainers, technical support to the national teacher training institute and the development of pedagogical and didactic materials.
- Use of the annual budget to operationalize the EFA Plan, taking into account resources from all internal and external sources; planning matrix showing activities and their source of funding shared with partners at the time of budget preparation.
- *Amélioration de la Gestion de l'Éducation à Madagascar* (AGEMAD) introduced to improve management in regions and school districts, to be extended.
- MENRS management structures reorganised, work plans designed (delineating areas of responsibility and expected key results related to the Plan's objectives).
- MENRS leadership progressively strengthened.
- Education sector cooperation evolved from project to programme support, reinforced by arrangements and tools to ensure harmonization; development partners pledged to align support within the framework of the Plan.
- Regular meetings and joint reviews organized and led by MENRS; technical and pedagogical standards (construction, distance education) harmonized.
- Quality of reports prepared by MENRS for the reviews improved considerably.

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<sup>42</sup> Report on UNICEF engagement in sector-wide approaches, May 2006

<sup>43</sup> Endorsement Report of EFA Plan by Local Development Partners Madagascar, February 2008

<sup>44</sup> As recorded in letter which accompanied the Government's EFA Plan, December 2007.

## Annex I: Madagascar EFA Plan: Risk Analysis Matrix

Risk	Probability	Impact	Mitigation Strategies
<b>Governance Context</b>			
1. Failure to increase and sustain level of resources to basic education consistent with the objectives of the Plan	<b>Low</b>	<b>High</b>	Partner support for the completion and endorsement of the Plan. Projected costs are realistic and evidence-based. MoF support for having Plan translated into credible MTEFs, matched by necessary allocations in the annual budgets. MENRS able to report on progress and account for timely, appropriate spend of allocations.
2. Vested interests and systemic corruption impede reforms	<b>Medium</b>	<b>High</b>	Greater involvement and knowledge of community about reforms, resources available, and their rights and entitlements
3. Weak, partially decentralised system with limited capacity for implementing reforms in short to medium term	<b>High</b>	<b>High</b>	Systematic training needs analysis across the board and short-term technical assistance for addressing skills' gaps. MENRS by-passes cumbersome bureaucracies and empowers regional and local public servants to take action and implement the Plan.
<b>Institutional and Organisational Context</b>			
4. Layers of the system and stakeholders across the sector not knowing about or not "signed up" to the reforms	<b>Medium</b>	<b>Medium</b>	Communications strategy embraces concept of involvement and feedback and includes advocacy for stronger local engagement in basic education. (and see 2 above)
5. Time slippage generally, and wide-ranging confusion as old and new systems collide in first years	<b>High</b>	<b>Medium</b>	MENRS takes overview of priority activities planned for 2008/9 and rationalises timelines – adjusting them in the Implementation Plan and through AWP. Pilots evaluated systematically and fed immediately into revised plans

<b>Risk</b>	<b>Probability</b>	<b>Impact</b>	<b>Mitigation Strategy</b>
6. Unrealistic expectations of the commercial private sector	<b>Medium</b>	<b>Medium</b>	Analysis conducted of labour market trends and needs. Public-private policy framework developed. Consultation with commercial private sector prioritised.
<b>Teaching and Learning Context</b>			
7. Quality not demonstrably raised so as to answer economic and social needs; with attendant potential political backlash	<b>Medium</b>	<b>High</b>	The planned monitoring and evaluation framework is clarified and expedited. Improvements are promulgated (with involvement of popular media). The most marginalised are tracked and their needs addressed.
8. Resources for transforming teacher education and numbers not adequate – public institutions inert, resistant and demoralised	<b>Medium</b>	<b>High</b>	Resources for and clarification of policy framework for pay and career paths of semi-specialist and FRAM teachers is prioritised. Public institutions are motivated by improved professional training and development.
9. Defence of power, status and resources by the managers of primary and secondary education	<b>Medium</b>	<b>Medium</b>	MENRS invests in technical assistance for embracing change management methods. Principals and teachers of primary and JSE schools are actively involved in planning for change.
10. Schools not seen as the central focus and locus of reforms	<b>Medium</b>	<b>High</b>	Reviews, studies and evaluations always start with realities at school level and work back from there to determine requirements for adjustments to Plan and systemic reforms.

<b>Probability</b>	Low	Medium	High
<b>Impact</b>			
Low			
Medium		4,6,9	5
High	1	2,7,8,10	3

**Table 1: Indicators Paris Declaration**

<b>United Nations</b>		
<b>Indicators</b>		<b>2005 Baseline ratio</b>
3	Aid flows are aligned on national priorities	30%
4	Strengthen capacity by coordinated support	44%
5a	Use of country public financial management systems	18%
5b	Use of country procurement systems	8%
6	Avoid parallel implementation structures	31.5%
7	Aid is more predictable	32%
8	Aid is untied	--
9	Use of common arrangements or procedures	29%
10 a	Joint missions	30%
10 b	Joint country analytic work	63%

Source: OECD, 2007. "OECD 2006 Survey on Monitoring the Paris Declaration".



**Table 2: Expected versus achieved results of the 2005-2007 Programme**

Expected Results 2005-2007 Proposal	Achieved Results end 2007	Comments
<p><b>1. Curriculum development</b> National standards for each competency defined for grades 1-5, didactic guides and educational tools designed, developed and validated through action research. For grades 6 upwards, national standards for each competency will be established.</p>	<p>With support from international consultants (BIEF), the development, piloting, adjustment and finalization of the guides and tools were completed as planned. This enabled the generalization of the Competency-based approach (CBA) for grades 1-2 in 2005/06, 3<sup>rd</sup> grade in 2006/07 and for the 4<sup>th</sup> and 5<sup>th</sup> grade in 2006/07 in all public primary and most private primary schools. All the teacher guides from grade 1 to grade 5 were reviewed and readjusted in July 2007 to ensure coherence &amp; continuity between the different levels. All technical support included capacity building for national partners and as a result, a pool of 20 technicians capable of developing the approach is in place. 7 of these technicians are in the new curriculum development team.</p>	<p>Given the decision of the Government to extend primary education from 5 to 7 years, the development of competencies for the 6th grade has been postponed and is integrated in the development of the new 6th-year curriculum.  In 2008, UNICEF will support a progress evaluation on the implementation of the CBA, as well as consultations with the Curriculum Development Department (DDC) to ensure that CBA gains are integrated in the new curriculum.</p>
<p><b>2. School Materials</b> Guides will be provided for 25,000 teachers and 2,000 supervisors, and workbooks for 1.5 million children. Basic expendable school materials will be provided for disadvantaged schools. Audio programmes will be developed for radio emissions for teachers and parents.</p>	<p>With the Norwegian funds, UNICEF supported the production and distribution of CBA-related curriculum and support materials to 78,700 teachers, 2,000 supervisors and 4,756,750 children.</p>	<p>The original plan to develop audio programmes for teachers and parents was replaced by the edutainment programmes for children, in mutual agreement with the MENRS, since USAID provided support for programmes for teachers/adults and this was seen to be an appropriate division of tasks. With Norwegian and other UNICEF resources, 30 “edutainment” programmes for 1<sup>st</sup> and 2<sup>nd</sup> grade students were produced.</p>
<p><b>3. Training</b> 2,000 teacher trainers (total) and 25,000 teachers (pr year) will be trained in the CBA.</p>	<p>1957 teacher trainers and 78.700 teachers (private schools included) have been trained in the CBA.</p>	
<p><b>4. Pedagogical support</b> A national system for supervision and pedagogical support to teachers will be established, with a minimum of two visits a year per teacher/classroom.</p>	<p>In 2005 a national workshop was organized to strengthen the impact of CBA, by defining the content of student and teacher supervision through closer and better monitoring.  In 2005, support was given to 111 CISCOS to carry out supervision on a regular basis.  In 2007, support was provided to develop teacher training modules for flexible, systematic training and upgrading of teachers in general and community teachers (FRAM) in particular.</p>	<p>As of 2006, MENRS was reluctant to approve UNICEF’s direct support to CISCOS, during reflections on a more systematic pedagogical support system. In 2007, the Norwegian funds enabled UNICEF to instead support the development of teacher training modules that will be implemented through teacher networks to facilitate flexible, bottom-up, systematic training and career development of teachers by pedagogical zone support personnel (ZAP) and pedagogical counselors.</p>
<p><b>5. Parent/School contracts</b> Basic tools for establishing school contracts will be developed, with social mobilisation strategies and participative evaluation. At least 8,000 communities/schools will participate.</p>	<p>112,500 implementation guides have been developed and distributed. 39 trainers/supervisors and 568 facilitators for contract development/implementation have been trained.  The Parent/school contract programme (CPRS) is in place in 45 CISCOS involving 966 schools.</p>	<p>The CPRS was suppressed for about one year due to MENRS’ desire to assess and consolidate various similar initiatives. The programme is currently back on track and strengthened with the Direction of Primary and Preschool Education (DEFP) as the implementing partner.</p>
<p><b>6. Evaluation of learning achievements</b></p>	<p>An information base (for the CBA) was put in place in 2004 to evaluate students in terms of knowledge, on the one hand, and</p>	<p>Work began in 2007 to develop a pilot end-of-primary exam based on the CBA,</p>

<b>Expected Results 2005-2007 Proposal</b>	<b><i>Achieved Results end 2007</i></b>	<b>Comments</b>
<p>Tools to evaluate learning achievement will be developed and implemented in the 111 CISCOS.</p>	<p>on the other hand in terms of competencies. Students are evaluated at the start and end of each school year in Malagasy, mathematics and French. An information base has been put in place in 5 ZAP with 78 primary schools. The results of the first survey are about to be finalised and measures to prevent repetition and assist children with difficulties will be elaborated during 2008. Piloting of school reinsertion of out-of-school children, in collaboration with local NGOs, was in part supported by the Norwegian funds.</p>	<p>this will continue in 2008. In 2008, the further development of an inclusive education framework (efforts started in 2007 with Norwegian funds) will also contribute to identify and include excluded children as well as to ensure their learning achievement. The MENRS developed clear criteria for the identification of vulnerable CISCOS and has identified the 20 most vulnerable</p>
<p><b>7. Communication</b></p> <p>Radio broadcasts on the CBA will be produced, with nationwide weekly emissions for teachers and community groups.</p>	<p>A recording studio was set up in the National Teacher Training Institute (INFP) in 2005. 340 wind-up radios were purchased and will be distributed to 340 of the most vulnerable schools. During 2006 and 2007, communication activities assisted the MENRS in 3 campaigns to prevent repetition, improve learning in Malagasy, promote 7 years of basic education, and in general to inform stakeholders at all levels on the educational reform. A pedagogical agenda/calendar was produced and distributed to all teachers and MENRS at all levels for the 2007/08 school year, with key pedagogical messages including on the CBA, as well as with content on children's right to education, key school-year dates, information on MENRS policies, etc.</p>	<p>UNICEF's role in emissions for teachers and communities was replaced by support to edutainment for children, see above.</p>
<p><b>8. Results-based planning</b></p> <p>All 111 CISCOS will be reinforced in results-based planning, monitoring and evaluation.</p>	<p>Technical and financial assistance was given to the process of defining roles and responsibilities at decentralized levels.  Assistance was also given to the development and improvement of annual work plans in the 22 regions and 111 CISCOS.  To give decentralized levels easy access to information from the central level and thereby assist them in implementing the EFA plan, a Call Centre was established at the MENRS in 2007 with direct access for all CISCOS and DREN's.</p>	<p>Awaiting MENRS' reflections on how to systematize and monitor support to decentralized levels, support was given mostly to facilitate mobilization and strengthening of the DRENs through work sessions on planning, understanding of national plans, etc. Starting in 2008, the Local Catalytic Fund (LCF) framework will permit direct financial programme support and 'coaching' to decentralized levels in selected regions not covered by the MENRS LCF.</p>
<p><b>9. School environment</b></p> <p>At least 210 schools will have improved environments, including safe water and sanitation facilities.  All schools in cyclone prone areas will be equipped with cyclone-preparedness materials.</p>	<p>In 2005/06, 62 schools received support to construct separate latrines for girls and boys and water points, and were included in the Water, Sanitation &amp; Hygiene (WASH) Initiative serving as model schools with child friendly environments. Training on hygiene education has been included in the CBA training of teachers for 3rd grade in 2006 and for 4th and 5th grades in 2007. 90 anti-cyclonic (Aluronda) classroom structures were provided in cyclone-affected areas in the north and east in 2007, with some finalization of construction still on-going in early 2008 because of the lengthy community-centred approach chosen for implementation (to ensure local capacity to repair after future cyclones). Training on cyclone preparedness has been carried out for 904 teachers in 10 DREN. Manuals on cyclone preparedness have been distributed to 9464 schools.</p>	<p>Norwegian funds have not been spent on WASH in school, although UNICEF has continued activities in this area. A closer collaboration is being forged between the WASH and education programme, linked to UNICEF's support to school construction and collaboration with WFP on school canteens as of 2008.  The UNICEF WASH programme, which receives part of its funding from Norwegian global funds through UNICEF headquarters, has contributed to the construction of latrines and water facilities in 85 schools.</p>

Source: UNICEF Proposal to Norway 2008-2011

**Table 3: Main indicators on primary education sector**

	<b>2004-05</b>	<b>2005-06</b>	<b>2006-07</b>
Net enrolment rate*	79	83	85
Primary completion rate*	51	50	53
Students to teacher ratio	61	52	52
Percentage of repeaters	20	19	18
Student population (mil)	2.92	2.98	3.10

Source: MENRS

\* The estimates for earlier years have been revised downwards (from the EFA Plan 2005) due to adjustments in the demographic data.

**Table 4: Progress in key activities**

	<b>2003/04</b>	<b>2004/05</b>	<b>2005/06</b>	<b>2006/07</b>
Civil servant teachers	29,699	29,562	28,177	28,186
Community teachers	18,006	25,803	31,000	31,000
School grants per pupil (Ariary)	2,000	2,000	2,000	2,100
Pupil kits (Nos)	2,656,900 (all students)	1,200,030 (new students)	993,829 (new students)	
Bilingual books (Nos)				3,705,000
New classrooms	883	594	446	325

Source: MENRS

**Table 5: Madagascar 2007 EFA plan - Comparison with FTI Indicative Framework**

<b>Policy indicators</b>	<b>2008</b>	<b>2012</b>	<b>2015</b>	<b>FTI Ref. objective</b>
Student teacher ratio				40
Grade 1 to 5	51	48	45	
Grade 6 to 7		40	40	
<i>Teachers salary in multiple of the GDP per capita</i>	2.8	3.4	3.7	3.5
FRAM teachers	1.1	2.5	3	
Civil servant teachers (1 to 5 grade)	4.9	4.9	4.9	
Semi specialized teachers (6 to 7 grade)	4	4.3	4.5	
<i>Non salary recurrent expenditures as % of total primary education recurrent expenditures</i>	42	36	36	33
% Repetition				10
Grade 1 to 5	17	10.4	5	
Grade 6 to 7	8	9	5	
<i>Public domestic resources as % of total GDP</i>	11.4	13.1	14.4	14/16/18
<i>Share of public domestic resources allocated to education</i>	25.8	25.0	25.0	20
<i>% Education expenditures allocated to primary education</i>	58.5	59.5*	59.5*	58*
<i>% Students enrolled in private education</i>				10
Grade 1 to 5	19	19	19	
Grade 6 to 7	34	27	23	

\*For 7 year primary education system

Source: EFA endorsement Report February 2008

**Table 6: Results Matrix 2008-2011 Programme**

Area of intervention	Objective	Expected Results	Indicators	Activities
<b>1. Support to the Competency-Based Approach</b>	Ensure continuity in the pedagogical/curriculum reform, specifically by ensuring that the reform retains and expands on achievements obtained through the implementation of the CBA	By end 2008, an external CBA progress evaluation report available, outlining key actions and strategies to strengthen capacity in the approach and consolidate CBA achievements in the development of the new curriculum	Evaluation report available	An evaluation report of the current state of CBA implementation will be carried out in 2008, to feed into teacher training and supervision reinforcement as well as curriculum development.
		By end 2008, a CBA end-of-primary exam (CEPE) piloted & documented to inform the revision of the exam in line with the implementation of the CBA	CEPE exam revised in line with CBA	The piloting of CBA CEPE will be undertaken, and assessment of CBA impact on the learning process and students' achievement will be documented and communicated publicly and within the education system.
		By end of school year 2008/ 2009 the CBA CEPE is in place in all CISCOS	# of CISCOS using CBA CEPE exam	
		By end 2011, the capacity of at least 800 pedagogical support staff and 60 teacher trainers has been reinforced in the use of the CBA to improve student learning. At regional level the capacity of at least 15,000 teachers, 3,500 school directors and 303 Chefs ZAP has been reinforced.	# of personnel trained  # of teachers with score of 50% or more on capacity index <sup>45</sup>	National and regional training workshops will be organized to ensure that pedagogical support staff, teacher trainers, school directors and teachers in vulnerable regions have the capacity to use the CBA approach in schools.
By end 2011, CBA is integrated in the new curriculum.	CBA integrated in the new curriculum and in training modules	Integrated efforts to link the CBA with the new curriculum, teacher training and exams to facilitate a coherent pedagogical approach.		
<b>2. Teacher training and career development</b>	Support the development and implementation of a flexible in-service teacher training and career development system implemented in teacher networks with local pedagogical support <sup>46</sup>	By end 2008, the training modules have been completed and are being piloted in 50 teacher training networks, involving approximately 750-1000 teachers depending on the size of the networks.	# of modules completed  # of networks # of teachers	Support to the preparation and piloting (in teacher networks) of the in-service module-based teacher training and career development system with external technical expertise.

<sup>45</sup> According to study planned by UNICEF in 2011 on teaching practices, ref. UNICEF Country Programme Document indicators

<sup>46</sup> The training system elaborated in the 2007 EFA Plan, for which UNICEF has been requested to provide technical and financial support.

Area of intervention	Objective	Expected Results	Indicators	Activities
		By end 2011, the in-service training programme is extended to cover all (approximately 30,600) FRAM teachers in accordance with the EFA Plan, and the professional profiles of 29,000 formal and 30,600 FRAM teachers are upgraded.	# of networks established # of teachers upgraded	Continued support will be provided to the MENRS from 2009-2011 to document the piloting of the in-service system, make adjustments and expand to cover all pedagogical zones. UNICEF's role will be to provide technical and financial support in the development of modules, training of trainers, and strategies for network implementation.
<b>3. Support to Inclusive Education</b>	Ensure the educational rights (in terms of access and achievement) of excluded children and children at risk of dropping out	By end 2008 a national framework for inclusive education is validated and communicated to all levels of the education system	National framework available # DREN, CISCO, ZAP & schools having an inclusive education guide	Support will be continued to finalise the national framework for inclusive education, and based on the framework, to print an inclusive education guide for the system indicating actions, roles and responsibilities for each entity and level.
		By end 2008, differentiated pedagogy is integrated into the in-service teacher training modules	Differentiated pedagogy integrated into in-service training modules and trainings	Inclusive education principles and methods will be integrated in the technical support to the development of teacher training modules.
		By end 2009 eight pilot inclusive education pedagogical zones (four by end 2008) are functioning, with support from special education itinerant teachers, and ensuring access to primary education for children with disabilities, children with learning difficulties and other at-risk groups	# of pilot schools # of children with difficulties integrated	Target regions will be supported to put into place a system in which pedagogical councillors and support teachers will have a role in providing periodical/specific support to other teachers, who in turn will be trained in inclusive pedagogy.
		By end 2010 pilot experiences have been documented and fed into an updated national framework with clear roles and responsibilities for centralized and decentralized levels of the system	Updated national framework available and communicated	The national framework will be updated with information consolidated from different pilot experiences supported by UNICEF and other organizations such as those of Handicap International and the Norway-supported "Green Schools".
		By end 2011, the number of children achieving the 5 <sup>th</sup> year of primary school has increased by 25 percentage points in regions of intervention as a result of a more inclusive education system.	% of children achieving 5 <sup>th</sup> year of Primary school	

Area of intervention	Objective	Expected Results	Indicators	Activities
<b>4. Support to Communication</b>	Strengthen MENRS capacity to communicate efficiently and effectively internally within the education system and externally to communities and the Malagasy population in general, to mobilize support for the Educational Reform	CISCOS and schools piloting the Educational Reform are well informed of the reform implementation process & CISCOS and schools not involved in the piloting have a clear notion of when and how they will be involved	# of CISCOS able to reply correctly to 75% of survey questions on the reform	Support will be provided to develop the communication strategy for the Educational Reform and intensify communicational activities so that all actors at different levels have correct knowledge on the educational reform & their role.
		By end 2010, 111 CISCOS and 22 DRENs have easy access to information and a full understanding of the EFA Plan and their respective roles and responsibilities in its implementation.	# CISCOS # DREN able to reply correctly to 75% of survey questions on the reform	Support will be continued to capacitate the MENRS to provide improved information to decentralized levels of the education system, e.g. through ensuring that the Call Centre is functional, to continue and improve the teachers' annual agenda/calendar with key information and tools for educational planning, and to make use of new technology and media to improve communication and make it more dynamic.
		By end 2011, MENRS is able to communicate to the Malagasy public key results of the educational reform and its progression.	# and quality of communication tools prepared and distributed by MENRS	
<b>5. Support to vulnerable regions</b>	Improve local capacity to implement the EFA Plan in at least 4 selected regions (Melaky, Atsimo Atsinanana, Sofia and Diana), to contribute to reduced disparities and overall national improvement in access and completion of primary education.	By the end of each programme year, the four selected regions have well-developed Annual Plans in place for the following year, taking into account local realities and national priorities for access and quality	# of targeted DREN and CISCO with Annual Plans reflecting local needs	DREN and CISCO of the target regions (Atsimo Atsinanana, Melaky, Sofia/Diana) will be assisted with financial and human resources to improve planning, implementation and monitoring in line with the EFA Plan.
		Specific capacity building goals are set and met for the implicated DRENs and CISCOS by year	# of capacity goals met by DREN/CISCO	Within the framework of the Local Catalytic Funds, key capacity gaps will be identified each year in close collaboration with MENRS, and technical support/training will be provided to close the gaps. Basic communication and transportation materials will be provided to ensure the smooth functioning of the decentralized entities in line with their roles and responsibilities.

Area of intervention	Objective	Expected Results	Indicators	Activities
		According to local needs and vulnerabilities, pilot experiences are developed to ensure that excluded groups of children are integrated in schools, and schools and teachers are capacitated to meet their educational needs.	# of out-of-school children integrated in schools	Support to pilot responses to exclusion and poor results, including strengthened teacher training and support, inclusive education, ECD, school reinsertion.
		By end 2011, all public primary schools in the target regions implement the CPRS content, and the contract programmes have established links with local health and nutrition centres where these exist.	<p>% of schools in the four targeted regions implementing activities included in CPRS</p> <p># of schools ensuring cross-sectoral links in relation to CPRS</p>	ZAPs and school communities will be strengthened to ensure children's education, in particular through an expanded CPRS where health, nutrition, local authorities and other relevant partners are actively sought out to support and improve schools. Well-formulated projects/contracts and/or the most vulnerable schools in the targeted regions will receive financial support to realise the contract activities.



**Table 7: Country Assistance Strategy for Madagascar FY 2007-2011**

**Educational Transformation**

Strategic goals by 2012	Challenges in reaching goals	CAS outcomes	Milestones	World Bank Group Interventions
<p><b>MAP</b>  <b>Commitment:</b> <i>We will create an educational system with world-class standards in quality and in effectiveness which stimulates creativity and helps our students to transform their dreams into reality, and which provides Madagascar with the necessary human resources to become a competitive nation and a successful player in the world economy.</i></p> <p><b>MAP Indicators:</b>                      Universal primary education (7 years) by 20 15                      Increase in primary education completion rates from 57% in 2006 to 85% in 2012                      Decrease in primary students repeating class from 20% in 2006 to 10% in 2012                      Increase in lower secondary completion rate from 19% in 2006 to 56% in 2012                      Increase in upper secondary school completion rate from 7% in 2006 to 14% in 2012</p>	<p>Limited participation in education by poor                      Obsolete curricula and teaching methods                      Lack of qualified teachers, text books, and teaching materials in primary education                      Lack of infrastructure and trained teachers to meet demand in secondary education                      Limited access, long duration and high cost programs in vocational training                      Lack of diversification of institutions/courses in tertiary education</p>	<p><b>2.4. Improved access to, and quality of, primary and post primary education:</b>  <i>Increased primary completion rate from 57% to 75%                      Improved student/teacher ratio from 52 to 45                      Number of books per subject per child from 0.9 to 1                      Better learning outcomes as a result of modernization and diversification of programs and curricula measured by testing on main subjects</i></p>	<p>Strategy for the transition from 5-year to 7-year primary education in place                      Training systems for teachers in place                      Learning assessment testing developed and baseline assessment carried out                      Post primary education strategy in place                      Regulatory environment for private sector participation in education developed and adopted</p>	<p>Ongoing:                      PRSC Education for All Fast-Track Initiative (Catalytic Fund)                      TA on post primary education strategy</p> <p>New:                      PRSC (FY08- 1 1)                      Post primary education (FY09)                      Labor market review (FY07-08)                      Post-primary education ESW (FY08)                      Education impact evaluation (FY07)                      Poverty assessment (FY 10)</p> <p>Partners:                      EC, France, Norway, Japan, UMCEF, USAID, AfDB,</p>

**Table 8: Budget: (in US dollars)**

<b>ACTIVITIES</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>Total</b>
CBA	400,000	300,000	200,000	150,000	1,050,000
Teacher Training and Career development	250,000	250,000	200,000	200,000	900,000
Inclusive education	100,000	200,000	300,000	400,000	1,000,000
Communication	250,000	250,000	250,000	100,000	850,000
Strengthening vulnerable regions	800,000	800,000	850,000	950,000	3,400,000
Technical and logistical support <sup>47</sup>	200,000	200,000	200,000	200,000	800,000
<b>Total cost for activities</b>	<b>2,000,000</b>	<b>2,000,000</b>	<b>2,000,000</b>	<b>2 000,000</b>	<b>8,000,000</b>
Recovery cost (7%)	140,000	140,000	140,000	140,000	560,000
<b>GRAND TOTAL</b>	<b>2,140,000</b>	<b>2,140,000</b>	<b>2,140,000</b>	<b>2,140,000</b>	<b>8,560,000</b>

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<sup>47</sup> Includes monitoring and evaluation costs, transportation costs, technical support to the programme activities

