

Review of the joint programme:
"Education for All in Madagascar
(2011-2014)"

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Abstract

This review analyses the joint programme, “Education for All in Madagascar” (2011-2014), which was financed by The Norwegian Ministry of Foreign Affairs (MFA) and implemented by three United Nations (UN) organizations: the United Nations International Children’s Fund (UNICEF), the World Food Programme (WFP) and the International Labour Organization (ILO).

The overall objective of the joint programme, *Education for all*, was to keep the educational system functioning during the transition period in Madagascar (2009-2013), and to improve important educational indicators; Primary school Net Enrolment Rate, Primary school Completion Rate and Drop-out Rate, in eight selected regions. The review team finds the activities implemented through this programme to have been an essential support to the system, and one of the reasons why the educational system to some extent has remained operational at different educational levels after all these years of crisis. As an overall conclusion, a large part of the expected results at output level have been met or are expected to be met within the programme period. Results that have not yet been met are mostly related to quality, with the delay being primarily due to the changing political context. Regarding comparison of impact level in schools data, it has not yet been available. Consequently the comparison of schools where only one or no agency is present with schools where all agencies are present, and comparison of regions that are covered by the programme with those that are not could not be carried out in this review.

This review presents lessons learned as well as recommendations for future priorities in the education sector in Madagascar, a country which now is at a very crucial moment of developing new policies.

Key words: education, Madagascar, Norwegian development cooperation, multilateral organizations, UNICEF, ILO, WFP.

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Abbreviations

AFD	Agence Française de Développement
A-MOD	Approche par Maîtrise d’Ouvrage Délégué
ARCT	Approche par Responsabilisation des Collectivités Territoriales
ATR	Assistant Technique Regional (Regional Technical Assistants)
CFS	Child-friendly School
CISCO	Circonscription Scolaire (School District)
CLG	Comite locale de gestion (Local school canteens management committees)
CRINFP	Centre Régional de l’INFP (the region-based branch of the national teacher training agency)
CPRS	Contrat Programme de Réussite Scolaire (School Success Contract Programme)
CRP	Centre des Ressources Pédagogiques (Pedagogical Resource Centre)
COPH	Consortium des Organisations des Personnes Handicapées
DPFI	Direction des Patrimoines Fonciers et des Infrastructures
DREN	Direction Régional de l’Education Nationale (Regional Directorate of Education)
EFA	Education for All
ENF	Enseignant non-fonctionnaire
EU	European Union
FRAM	Fikambanan’ny Ray Aman-drenin’ny Mpianatra (Parents’ Associations).
FAM	Food Aid Monitor
FAO	Food and Agriculture Organization of the United Nations
FTI	Fast Track Initiative
GPE	Global Partnership for Education
HI	Handicap International
HIMO	Haute Intensité de Main d'Oeuvre (Employment Intensive Investment Approach)
IESP	Interim Education Sector Plan
ILO	International Labour Organization
INFP	Institut National de Formation Pédagogique (National Pedagogical Training Institute)
INSET	In-service Teacher Training
IP	Implementing partners
JICA	Japan International Cooperation Agency
LEG	Local Education Group
M&E	Monitoring and Evaluation
MFA	The Norwegian Ministry of Foreign Affairs
MDG	Millennium Development Goals
MNE	Ministry of National Education
MNP	Micronutrient powder
MoH	Ministry of Health
NFI	Non-food Items
NGO	Non-governmental Organization
NOK	Norwegian Kroner
Norad	the Norwegian Development Agency
ONN	National Office of Nutrition
PEC	Projet d’Etablissement Contractualisé (Contracted School Project)
PNANSS	Programme National pour l’Alimentation Nutrition et Santé Scolaire (National Programme for Feeding, Nutrition and School Health)
SEF	Service d’Education Fondamentale (Primary education service)
SMEs	Small and medium enterprises
TFP	Technical and Financial Partners
ToT	Trainers of Trainers
UN	United Nations
UNICEF	United Nations International Children’s Fund
WASH	Water, Sanitation and Hygiene
WB	World Bank
WFP	World Food Programme
ZAP	Zone Administrative Pédagogique (Local Pedagogical Zones, the administrative level between the CISCOs and schools)

Executive summary

The purpose of this review is to analyse the joint programme, "Education for All in Madagascar" (2011-2014), which was financed by The Norwegian Ministry of Foreign Affairs (MFA) and implemented by three United Nations (UN) organizations: the United Nations International Children's Fund (UNICEF), the World Food Programme (WFP) and the International Labour Organization (ILO). The objectives of the review were to examine the implementation of the programme, assess the implementing partners' (IPs) ability to plan, implement and monitor the programme and to identify the lessons learned and the recommendations (see ToR in Annex 1). To review a programme that covers most areas in the *Education for All* strategy in Madagascar is challenging, particularly since this programme has operated in a context with an unconstitutional government and changing and uncertain policies.

What is the status of primary education in Madagascar? Five years of political instability from 2009 to 2013 stopped and even set back the development that had taken place through the *Education for all* initiative. The enrolment rate for children aged 6-10 years dropped from 79.6% in 2005 to 75% in 2010, while the dropout rate increased from 13.1% in 2007/2008 to 18.7% in 2009/2010 (World Bank 2013: 9-10). A total of 75.6% of teachers do not possess a pedagogical certificate, and the educational reform was put on hold (PASSOBA 2013: 19). Now that the political situation has become stable again, this has become a very crucial moment and window of opportunity for the country, including its educational sector, when new policies are to be put in place.

The support that was sought from Norway was meant to supplement the most important contribution to the educational sector that came through EFA Fast Track Initiative (FTI) funds, as it was important to keep the system running despite political unrest. The programme was allocated an amount of 137,000,000 Norwegian Kroner (NOK), of which 96,759,401 was for UNICEF, 10,000,000 for the WFP and 30,240,599 for the ILO (MFA and UNICEF 2011). Additionally, an amount of 20,742,846 NOK disbursed to on-going projects for UNICEF and the ILO under other agreements was to be made available for those projects when they were integrated into the programme under the agreement. The programme consists of three axes: *to improve access and retention, to improve the quality of education and institutional strengthening* (see goal hierarchy in Annex 3).

Overall conclusions

The overall objective of the joint programme, *Education for all*, was to keep the educational system functioning during the transition period. The review team finds the activities implemented through this programme by UNICEF, the WFP and the ILO to have been an essential support to the system, and one of the reasons why the educational system has still remained operational at different educational levels to some extent after all these years of crisis.

Table 1: Baseline, results and targets of impact indicators			
Impact indicators	Baseline 2011 (6 regions)	Result 2013 (8 regions)	Target 2014 (8 regions)
Primary school Net Enrolment Rate	79%	73%	82%
Primary school Completion Rate	55 %	60%	65%
Drop-out rate	14%	17%	11%

The baseline for the six targeted regions in 2011 are presented in Table 1. Since the IPs extended the programme to eight regions in 2013, including Androy and Atsimo Andrefana, it is difficult to compare the 2013 results with the baseline. According to progress data presented at the 2013 annual

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meeting, to achieve the targets set for this programme will be challenging at impact level (UNICEF 2013, see Table 1). However, it is difficult to assess the results at impact level during a period of unrest. We have to take into account the changing political context and its effects on the educational system, which was well described in the World Bank report, *Republic of Madagascar: Primary Education in Times of Crisis* (WB 2013). According to UNICEF, the results from phone SMS (short message system) monitoring will be available in the near future, which will give important inputs in comparing results in schools where all agencies are present with schools where only one or no agency is present, in addition to comparing regions that are covered by the programme with those that are not.

With regard to the IPs' ability to plan, implement and monitor the programme, there has been an improvement during the programme period, both with regard to measurable objectives set out at outcome level and the collaboration between the IPs. However, the political context has made reliable planning difficult. Thus, continuing risk assessment and flexibility, which the review team finds that the IPs possessed through this period, was essential. When it comes to implementation, the IPs' focus on anti-corruption measures, especially through their regional staff, has been of high value. It is not obvious that joint programmes work, but this programme has given important contributions to the educational sector, particularly in a period when the Ministry of National Education (MNE), which before the crisis ensured a more harmonized collaboration with the different partners, was weakened.

The review team believes that the fact that the agencies have concentrated their work in joint schools has made interventions more efficient in that they have complemented each other. If funds are used to construct buildings and feed children, it is important that what they learn in school is of a high quality. Within this programme, joint meetings and missions have been conducted that have facilitated communication and coordination. One possible outcome of joint programming that could be done to a larger extent is the harmonization of different approaches, for instance when it comes to constructions. Joint programming can be regarded as more complicated and bureaucratic in that it demands more meetings between IPs and harmonized programming/reporting, which is different from the way the IPs normally work. The IPs have their own mandates that all need to be ensured in planning and programming, while the allocation of funds has to pass through a coordinating agency, which can delay or complicate the disbursement of funds. Even though the joint programme might have created more bureaucracy for the IPs, it has given important contributions to the harmonization of UN activities within the field of education in planning and on the ground.

As an overall conclusion, a large part of the expected results at output level have been met or are expected to be met within the programme period. Those results that have not been met are mostly related to quality, with the delay being due to the changing political context. The key outputs of this programme are listed in Table 2 and commented upon.

Key results	Comments
A total of 136 classrooms constructed and provided with furniture and 50 with water management facilities	Outputs related to construction are expected to be met within the programme period.
A total of 1,247 schools provided with non-food items	The expected results have been achieved.
A total of 1,524,898 school kits distributed	Regarding the improvement of inclusion of excluded children, results have to a large degree been met. In the 2013 report a target of 23,328 children was set, which was a combination of several activities and efforts including the School Success Contract Programme (CPRS), inclusive education and catch up programmes. The 736 children mentioned here to have been reinserted relates to the experimental phase of the catch up programme conducted in Anosy. This
A policy and operational standard on inclusive education developed	
Twenty-two regions reached by the "Back-to-School" campaign	
Eight regions have developed a first draft of action plan to improve access and retention	
A total of 736 children have been reinserted	

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	initiative is now being scaled up and UNICEF is confident to reach the overall target by the end of the programme.
A total of 3,230 teachers have received pedagogical and didactic training or support materials	Capacity building of regional teacher trainers at region-based branches of the national teacher training agency (CRINFP) was not done until 2014 due to preparations in collaboration with the Ministry for a massive accelerated training programme. This programme, which is being planned in 2014, is targeting community-based teachers (FRAM), and is expected to reach a minimum of 17,000 teachers. This initiative will contribute to the programme's targets on number of teachers to be trained.
A total of 460 teacher networks revitalized/-organized	
A total of 4,200 schools have operational school-based action plans (CPRS)	Results regarding the target that 100% of primary schools should have operational school-based action plans (CPRS) within 2014 had reached 88% in 2013. This was an increase from a baseline of 44% in 2011.
Eight region-based branches of the national teacher training agency (CRINFP) have been provided with the necessary equipment	When it comes to reinforcing the pre-service training centres, eight out of eleven targeted CRINFP have been provided with the necessary equipment; all the targeted regions have been supported to develop integrated teacher training plans, and the two planned pedagogical resource centres are under construction.
Eight regions have been supported to develop integrated teacher training plans	
Two pedagogical resource centres (CRP) under construction	

There is one overall conclusion to be made relating to the political context and change of objectives. There has been a transfer of focus from curriculum development towards reducing the burden of parents. Funds that at the very start of the programme were meant for curriculum development were used to give pupils school kits. The review team finds this decision to be appropriate under the circumstances, whereas at the same time, this has apparently led to less focus on quality. This is not to say that there has not been a focus on quality, in which the outcome is also difficult to measure, and which will be more visible when the final indicators are in place. However, quality is a concern, which is illustrated by the quotation from an educational authority at district level in Textbox 1. It is now important that the political situation is stabilized to make an effort for new educational policies in an open discussion between different parts of society. The Interim Education Sector Plan (IESP) from December 2012 is applicable until 2015, but the preparation of the review of the educational system has already started (République de Madagascar 2012). In July 2014, there was a retreat with the Ministry of National Education (MNE) and Technical and Financial Partners (TFPs), in which quality was one of the major points on the agenda. In October 2014, the Ministry invites actors and partners to a big conference (<http://www.education.gov.mg/>). The aim is to put in place an inclusive, accessible and quality education policy in line with sociocultural values and the Malagasy context and reality, as well as responsive to the needs of globalization.

Textbox 1:

"We work for access and then there are problems because we cannot guarantee what children learn in school. Parents are ready to send their children to school, but they do not have trust in the system"

(Educational staff at district level)

In the fight to ensure access and retention, it is important to bear in mind what is really the function of education: Does it work as an instrument of empowerment? For the development of democracy, we rely on all citizens in society. How can education work in the best way as a catalyst for development? In this regard, content, language use and the quality of education all play an important role. During a political crisis, these questions are difficult to relate to because they tend to be very political. At the

same time, the basic principle for a well-functioning educational system in a democracy should be independent of politics. What is best for the children, their development and engagement in society should be the same independent of the ruling party. An adapted curriculum, for instance using parents' competence in school to teach children about local customs and environment, will reinforce people's commitment in school. An example of results from including the local community in school is what has been achieved through the School Success Contract Programme (CPRS) in the south of Madagascar. The collaboration on developing a school action plan has contributed to securing girls' right to education through a social pact that has been set up.

Education should not only be instrumental in becoming a director or a bureaucrat, it should also be instrumental in helping people to improve their livelihood and manage their lives in a better way in the different contexts in the Malagasy society. See Textbox 2 for some of the answers we received from the pupils as to why they needed to go to school.

Textbox 2:

"I want to know things"
"I want to get a job"
"I want to become a doctor"
"I want to become a teacher"
"I want to take the airplane"
"I don't want people to exploit me"

(Primary school pupils)

Recommendations

Norway is recommended to:

- Continue support for joint programming in order to improve harmonization and create a more tangible concentrated impact.
- While giving support to joint programming, ensure that the different Implementing Partners (IPs) are not affected as to the implementation of their activities if one agency faces problems such as a misuse of funds.
- Give support mainly to the Malagasy educational sector through UN organizations until proper Monitoring and Evaluation (M&E) and transparency at all levels in the MNE are assured.
- For cost efficiency, and for the sake of sustainability, support the Ministry's development of the educational sector plan and strive progressively to give direct support to the MNE in collaboration with the IPs.
- Focus its support on quality. Improving teachers' competencies and qualifications should be the primary areas of concern.
- Continue support to construction/rehabilitation and health/nutrition, which are all important factors to ensure access and retention.
- Encourage approaches that promote local development, such as the ILO's A-RCT approach in construction.¹

¹ The ILO has two approaches when it comes to construction (COEF 2013):

- A-MOD approach: This approach is the approach in which the project collaborates with agency(ies) and entrust work to Small and Medium enterprises (SMEs) to construct the classroom
- A-RCT approach: This is one in which the project collaborates with the communities. That means persons with some construction competencies have been identified at the municipality level and selected and trained (in management and HIMO (Employment Intensive Investment Approach) construction approach), and they carry out the construction. In the end, they will become a formal SME.

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- Prioritize support to the MNE's efforts in seeking contextualization of the curriculum, with UNICEF as the IP and in collaboration with other technical and financial partners and research institutions by keeping in mind the question: What is the ultimate goal of educating Malagasy children and youth?
- Norway has given support to primary education in Madagascar for a long period of time and this is still needed. However, support should also be given to higher levels of education to contribute to a better harmonization of the entire educational system.

Implementing partners are recommended to:

- Continue joint programming. No agency should be considered as a lead agency, but rather a coordinator ensuring better harmonization.
- Improve the joint monitoring of activities when visiting schools.
- Continue carefully and repeatedly to evaluate their roles in terms of transmitting responsibility to state structures, while taking transparency into account.
- Continue to have regional staff, and ensure that these have a good competence in transparency and Monitoring & Evaluation (M&E). Strengthening M&E systems are important, and should be reinforced through the regional staff. The DIANA DREN² is a good example of how UNICEF Regional Technical Assistants (ATR) can contribute to promote systems that ensure more transparency.
- Follow the MNE guidelines for compensation/-allowance and indemnity to be given to the MNE staff. If not, there is a risk that the MNE staff will prioritize the most economically attractive trainings, and not the training that is mostly needed.
- More strategically focus on the quality of education and ensure that learning outcomes are according to the needs of Malagasy pupils. This can be done through ensuring that national learning outcomes (specific competencies according to the national curriculum), are broken down to local, class and individual level, and are assessed by the teacher through semester plans in collaboration with parents. Improving the system for measurement and availability of data on learning outcomes should be done in close collaboration with the Ministry at different levels. This will help develop evidence-based policy with regard to the quality of education.
- Continue to support the harmonization of teacher training and frameworks for the recruitment, entitlements and working conditions of community teachers. Trainings to reinforce teacher's competencies should strive to work in closer collaboration with region-based branches of the national teacher training agency (CRINFPs) in order to harmonize different approaches.
- Implement and pay close attention in future programming to teacher monitoring so that it will be easier to assess whether capacities such as awareness, knowledge, attitude and skills have been strengthened through teacher training. This could be done by identifying which competencies in the national teachers' competency framework that specific trainings should help develop and which therefore should be monitored after the trainings.

² DIANA is the name of the Region (and DREN) in the northern part of Madagascar and stands for the names of its districts, namely Diego, Ambilobe, Nosy Be and Ambanja.

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- Sensitize educational structures and the population in general about different pedagogical approaches when it comes to teaching and learning foreign languages, in addition to the importance of using the mother tongue as the language of instruction. This could be done within the framework of inclusive education, School Success Contract Programme (CPRS, now the PEC) among others. Closely follow recommendations 12 and 18 in the 2013 evaluation of the EFA in Madagascar, including the reform, that recommended to continue experimenting and documenting the activities of the reform and focus on communication (School-to-school International & Education Network 2013:123-125).
- Use the local Small and Medium Enterprises (SMEs) constructors trained within ILO's A-RCT approach in construction to support local development. The ILO is recommended to do an external evaluation of their HIMO, A-MOD and A-RCT approaches to construction, with a focus on the south. Their approach is not well known, and communication on this matter needs to be strengthened. The ILO should share its database on those trained SMEs with other agencies to help capitalize on competencies and enhance the creation of job opportunities. This will also promote *role models* in local societies that illustrate the possible benefits of education.
- Consider the ILO's HIMO–A-RCT approach in order to improve the local production of food for school canteens. With an A-RCT approach, persons with some competencies are selected and trained in collaboration with the municipalities. This encourages the development of local labour and enterprises.
- Consider smaller rehabilitation projects in order to improve the entire school environment. Rehabilitation can be expensive, even more than new construction, but smaller rehabilitation and dotation of material should be considered. Latrines should be provided where needed in schools benefitting from classroom construction and canteens.
- Include education on secondary level- and vocational training in future programmes.

The Ministry of National Education (MNE) is recommended to:

- Give a high priority to set up a Monitoring & Evaluation (M&E) system that ensures transparency.
- Give a high priority to ensure transparency in financial issues, as well as in the recruitment of technical staff at all levels.
- Continue to improve teachers' status and recruitment. This is crucial to ensure quality and reduce parents' burden. The region-based branches of the national teacher training agency (CRINFPs), Pedagogical Resource Centre (CRPs) and teacher networks are important institutions at the regional and local levels that should be reinforced.
- Update the guidelines for harmonizing compensation/-allowance and the indemnity of the MNE staff, and require its Technical and Financial Partners (TFP) to follow them.
- Developing measures to stabilize the educational staff at different levels (Ministry level, DREN, CISCO, ZAP) in order to avoid losing competence achieved through capacity building and institutional strengthening. The recruitment of technical staff should be based on competence.
- Review pedagogical approaches, including the use of and the teaching of Malagasy and foreign languages in school, based on research and taking into account the context in which Malagasy children are learning and teachers are teaching. Since linguistic policy has been

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proven to be sensitive, it should be debated and decided upon in a professional atmosphere without seeking to set one language against another, but rather as coexisting and mutually supporting language resources in both society and school.

- Consider the development of quality in education, including curriculum development, the language of instruction and teacher's competence, which suits the context of the Malagasy education system to build the competencies needed by Malagasy children.
- Take into account the different educational levels in order to create an efficient educational system. The secondary and tertiary level, as well as vocational training should all be given some attention.
- Consider stipulating that schools that are supported with canteens and that have preschool classes need to include the preschool children into their rationing.

Introduction

The purpose of this review is to analyse the joint programme, "Education for All in Madagascar" (2011-2014), which is financed by The Norwegian Ministry of Foreign Affairs (MFA) and implemented by three United Nations (UN) organizations: United Nations International Children's Fund (UNICEF), the World Food Programme (WFP) and the International Labour Organization (ILO). The objectives of the review were to:

- examine the implementation of the programme, relative to the objectives set out, whether they had been reached and the key results of the programme;
- assess the implementing partners' (IPs) ability to plan, implement and monitor the programme;
- identify the lessons learned and recommendations for these and others Technical and Financial Partners (TFPs) and the Ministry of National Education (MNE);
- and to provide recommendations for possible future cooperation with UN partners within the educational sector in Madagascar.

The objective of the first proposal for this joint programme between UNICEF, the WFP and the ILO was to address some of the priorities agreed upon in the adjusted EFA plan of 2010, which was based on the 2008 EFA plan and contextualised to the uncertain Malagasy political context (UNICEF, WFP & ILO 2011:7-8). The 2010-2012 EFA Action Plan was guided by a evidence-based approach in that "managed expansion" should rest upon a consolidation of gains rather than rapid expansion", meaning that access and retention, the quality of teaching and learning and capacity development and institutional reinforcement were all in focus (Ibid:13). The 2010 EFA plan distanced itself from the reform initiated by the 2008 EFA plan that was primarily about extending primary education to seven years and developing a new curriculum using Malagasy as the language of instruction during the first five years of schooling.

In the first proposal, there were three main components in the programme proposal, with each one being within the responsibility of one of the three agencies (see goal hierarchy in Annex 3). UNICEF focused on *education quality improvement*, the WFP on *school meals* and the ILO on the *construction and maintenance of school rooms and pedagogical resource centres*. UNICEF interventions have focused on upstream quality improvement activities, including curriculum development, in-service teacher training, inclusive education and communication for education, in addition to supporting vulnerable regions (Androy, Atsimo Atsinanana, DIANA, Melaky and Sofia). Support to vulnerable regions was primarily based on the School Success Contract Programme (CPRS), mobilizing school communities to take the lead in improving their schools towards being more of a child-friendly school. An important focus in the CPRS approach was to strengthen the capacities of local educational authorities. The WFP focused their intervention on providing *the essential package of school health and nutrition interventions* in the most food-insecure southern regions of Madagascar (Androy, Anosy and Atsimo Andrefana), while the ILO's programme aimed at constructing classrooms and teacher resource centres based on an approach drawing on local labour and the capacity building of local technicians and managers. All of these interventions were the extensions of former support from the Norwegian Government, but for the first time Norway funded these three UN agencies in a joint programme.

One important approach in the first proposal for the programme was to ensure a grassroots level support for educational initiatives, which was regarded as being of specific importance in the changing political landscape. UN organizations were promoted- and placed to play a central role in ensuring a continued support to the education sector in a time when most donors could not finance the Ministry

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of National Education (MNE) due to the unconstitutional government. The support that was sought from Norway was meant to supplement the most important contribution to the educational sector, which came through EFA Fast Track Initiative (FTI) funds. It was important to keep the system running after a decade of increase in the enrolment rate, from 66% to almost 89% before the 2009 political crisis (Ibid.:13). The overall objective of the programme was to "(...) contribute to improve access and quality in education in a context where political uncertainties remain pervasive and education financing uncertain" (Ibid.:17). The increase in enrolment rate before the crisis was primarily due to school construction and the provision of teachers, primarily community-based teachers (FRAM) who were poorly trained. The focus on both retention and access became important, with an inclusive education, communication, better trained teachers, a more relevant curriculum using Malagasy as a language of instruction and the contribution of school meals all being believed to contribute to retention.

The programme was allocated an amount of 137,000,000 Norwegian Kroner (NOK), of which 96,759,401 was for UNICEF, 10,000,000 for the WFP and 30,240,599 for the ILO (MFA and UNICEF 2011). Additionally, an amount of 20,742,846 NOK disbursed to on-going projects to UNICEF and the ILO under other agreements was to be available for those projects when they were integrated into the programme under the agreement.

In July 2013, the Norwegian Embassy section in Madagascar approved a new result matrix that the IPs had developed in order to align the programme objectives with the Interim Education Sector Plan (IESP) that came out in December 2012 (République de Madagascar 2012, Norad and UNICEF 2013). The IESP provided strategic axes, objectives and key indicators when it came to access and quality for the period from 2013-2015, and analysed the deterrent of educational factors in order to identify the most suitable actions in the education of Malagasy children and youth. The main objectives of the plan were to keep the educational system functioning during the crisis, limit its deterioration and have the system ready when the political situation would again become more stable. In the IESP, three main axes were proposed: access, quality and governance (République de Madagascar 2012:43).

The objectives of the 2013 joint programme were aligned with this plan: axis one concerned *improving access and retention*, axis two with *improving the quality of education* and axis three with *institutional strengthening* (see goal hierarchy in Annex 2). Under axis one, the proposed actions were to develop structures to accommodate children, reduce the burden of parents, ensure the nutritional needs for children in areas of food insecurity and improve the inclusion of excluded children. Under axis two, improving the school environment was emphasized in addition to improving teachers' competencies and qualifications. Under axis three, a generalization of the School Success Contract Programme (CPRS) was envisaged, as well as a decentralization/-devolution of the management of the system and the reinforcement of pre-service training. These actions were relevant, as they fitted well into the actions proposed by the IESP.

This process of changing the objectives allowed for more coordination between the Implementing Partners (IPs) since they no longer had one axis each, but were responsible for activities within the same axis. In other words, instead of being sorted under the relevant implementing partner, the activities are now aligned with the programme objectives, which is an illustration of improved harmonization. These axes will be guiding the structure of this report. This process also gave an opportunity to respond to a recommendation of a review of the Norway-funded UNICEF programme in 2012, to more clearly express results at the outcome level (see Table 1).

Table 1: Baseline, results and targets of impact indicators			
Impact indicators	Baseline 2011 (6 regions)	Result 2013 (8 regions)	Target 2014 (8 regions)
Primary school Net Enrolment Rate	79%	73%	82%
Primary school Completion Rate	55 %	60%	65%
Drop-out rate	14%	17%	11%

The baseline for the six targeted regions in 2011 are presented in Table one. Since the IPs extended the programme to eight regions in 2013, including Androy and Atsimo Andrefana, it is difficult to compare the 2013 results with the baseline. According to progress data presented at the 2013 annual meeting, to achieve the targets set for this programme will be challenging at impact level (UNICEF 2013, see Table 1). Updated indicators, which allow a comparison of indicators in the schools and regions covered by this programme with those that are not, are not available for a conclusive review due to the delay in the finalization of the Ministry's statistical yearbook. Supporting the MNE on this matter is crucial, and was also highlighted in the evaluation of Norwegian support to UNICEF in 2012 (Haas 2012). Within this programme, SMS monitoring has been conducted to measure the impact indicators that will soon be available.

Methodological approach

A table in Annex 2 illustrates the different factors that were taken into consideration through the work of this review in order to document and analyse to what extent the joint programme, "Education for All in Madagascar", had reached its objectives and contributed to the achievement of the national education goals.

The programme was implemented in a society affected by a political crisis for a long period of time, and in order to understand the society in which this programme was implemented the socio-economic, political and civil society contexts at different levels were important to take into consideration. To what degree the IPs conducted appropriate risk assessments and were able to overcome the challenges at different levels in the Malagasy society was an important question that was approached through document analysis and semi-structured interviews. Other obstacles that were faced during the programme implementation, and how these were addressed, was also a focus. An analysis of the changing objectives in line with changing political priorities was also an important issue for this review. These questions were approached by using a document analysis and an analysis of semi-structured interviews with implementing partners and ministry departments.

One of the most important aspects of the review was the partners' role in the implementation of the programme when it comes to administrative and financial issues, monitoring and evaluation mechanisms, the joint collaboration between the partners, collaboration with other stakeholders and whether lessons and recommendations from former reviews had been taken into consideration. The questions that were raised concerned how efficiently funds have been spent with a focus on administrative and financial control mechanisms and anti-corruption measures, as well as to what extent convincing results/effects had been produced by the programme and could be documented. Were implementation strategies appropriate and effective in reaching the objectives of the programme?

To help analyse the sustainability of the programme, this review sought to describe how the programme contributed to strengthening the capacities of stakeholders at different levels (educational authorities, principals and teachers). Semi-structured interviews were carried out to learn more about the effects of the programme, and how capacities such as awareness, knowledge, attitude and skills have been strengthened. Moreover, classroom observation was conducted to see whether and how new skills and capacities were applied in practice. The observation of schools and classrooms gave an overview of the learning environment of the children and how outputs related to school building and canteens had been met.

Local leaders and development committees in communities where schools had been supported were interviewed about the link between the school and the local community, and how the community was involved in educating their children. This question was also separately approached through focus groups with parents, mothers, fathers and children, in addition to one home visit.

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The review team consisted of two international consultants and one national consultant. In collaboration with the local consultant, one of the international consultants was conducting the fieldwork and drafted the report, whereas the other international consultant participated in the planning and finalizing of the report. In order to ensure that both international and local perspectives were taken into consideration in this review, a close collaboration and involvement was ensured in every step of the work. Both consultants taking part in the field study conducted interviews, at times together and at times apart, took notes, carried out analyses and drafted parts of the report.

Document analysis, the analysis of semi-structured interviews with Implementing Partners (IPs) and stakeholders at different levels in addition to focus groups, home visits and observations yielded important insights as to what extent the programme had reached its objectives and contributed to the achievement of national educational goals, primarily when it comes to improving access, retention and the quality of education. It also provided important insights into how these goals took local priorities and views into consideration. We hope that the lessons learned and the recommendations resulting from this review will be helpful in the current processes of deciding which areas should be prioritized and which implementation strategies seem to be the most suitable in the current Malagasy context. This is a very crucial moment for Madagascar, including its educational sector, when new policies are to be put in place as the political situation has become more stable.

Political context

The political context in which the joint programme was implemented has not been favourable, as it had been in transition since 2009, subsequent to the unconstitutional change of government. The progress that had been made since 2005 towards the achievement of the EFA plan suddenly vanished due to the cutting off and putting on hold of financial support from the international Technical and Financial Partners (TFPs), as well as the waning budget support from the government. When it comes to Norway's reaction, state-to-state assistance was frozen, though assistance through the UN system was continued. Further in September 2011 to the agreement between all political stakeholders through the signing of the Road Map that was approved by the international community, a new minister for the Ministry of National Education (MNE) was appointed, whose appointment entailed changes in the heads of almost all units at the central-, regional (DREN)-, district (CISCO)- and municipality (ZAP) levels. These overall changes of officers not only slowed down the implementation at times, but could also potentially jeopardize the attainment of the joint programme's objectives.

During this period, discipline among the teaching staff was loose at the school level and budget cuts did not allow the DREN and CISCO officers to carry out systematic monitoring at the school level. At the same time and with it, this pervasive political instability has created social insecurity in the southern regions of Madagascar, in which the three DRENs benefitted from the implementation of this joint programme (Anosy, Androy and Atsimo Andrefana). A few schools have had to close in rural areas, where some villages had to be abandoned because of cattle rustlers. Ironically, cattle rustlers were also mentioned by some people we met in Androy as a reason why parents were now more eager to send their children to school. Because the number of cattle sharply decreased, they have come to look at education as a more secure investment that nobody can take away from them, in contrast to their investment in cattle.

Furthermore, at the school–community level, the waning financial contribution of the MNE has increased the burden of parents, as they have to contribute heavily financially to the payment of the community-based teachers' salaries. Community-based teachers are educators directly hired by the parents' associations, and for the same reason they are also called ENF teachers (ENF= Enseignant non-fonctionnaire), constituting 72.6% of teachers in Malagasy primary schools (PASSOBA 2013).

In the meantime, since the transitional government was set up in November 2011, and following the signing of the Road Map, the Ministry set up the *Plan Intérimaire de l'Education* (PIE) or *Interim*

Education Sector Plan (IESP) in October 2012, which covers the period from 2013-2015. It is an adaptation of the former EFA plan that seeks to fit into the context of a transition government. Subsequent to this, the revised Results Matrix of this joint programme aligned with the IESP's three axes of intervention had to be made and agreed upon by the Implementing Partners (IPs) and Norway. It has to be noted that consolidating to political priorities when policies are uncertain and changing has impacted on the degree of implementation of certain activities within this programme.

The second half of 2013 was marked by the general election (the Presidency and National Assembly). This situation also slowed down the implementation of the Joint Programme activities, especially those related to teachers' in-service training and workshops related to institutional strengthening. There was a risk that these were taken advantage of, as the teaching staff of the Ministry of Education and its regional and district officials and staff are very much sought after for election.

Implementing partners (IP)

This review concerned the joint programme, its added values and the capacity of the three Implementing Partners (IPs), namely UNICEF, the WFP and the ILO. It is worth noting that each of the three IPs played important parts in bringing added values to keeping the education system afloat in times of crisis, thereby contributing to EFA goals in the country. Additionally, this joint programme has allowed a transversal collaboration among the IPs. As far as monitoring in the field is concerned, when a staff member of the IP are monitoring the implementation of the activities they directly support, (s)he can simultaneously monitor the implementation of the two other IPs' activities and provide brief reports to them, which has worked as a non-formal anti-corruption measure. Moreover, it has contributed to strengthening the visibility of the IP in the field, thus creating a feeling in the school community of not being totally abandoned in difficult times.

Nevertheless, a joint programme could also run the risk of additional bureaucracy in upstream management that could delay the implementation of the planned activities, for example when one agency has a problem that could affect the others. This case happened in the Androy and Anosy DRENs, when an NGO that partnered with UNICEF in the implementation of the School Success Contract Programme (CPRS) got caught in mismanaging the funds allocated to it. The disbursement of funds for the implementation of their respective activities was put on hold until this case was resolved. We were informed that this case was still not resolved, but that the ILO and WFP would not be hurt by it.

UNICEF, as an important educational lead among the local education group within the Technical and Financial Partners (TFPs) in general, and among the UN system in Madagascar in particular, has continued to play an important role, both upstream and downstream. It has played a major role in coordinating and implementing this joint programme, as it is the sole UN agency among the three IPs that has been working in the eight DREN beneficiaries of the programme. The presence of Regional Technical Assistants (ATRs) at the DREN, who provided technical and financial support to the decentralized and devolved levels of the Ministry of Education, has been vital, especially with regard to planning, governance and M&E. A stronger engagement of the ATRs in capacity development at decentralized levels was recommended in the evaluation of Norwegian support to UNICEF in 2012 (Haas et al. 2012). One important contribution of the ATRs has been the setting up of a task force for the management of financial support at the DREN level. This has enhanced transparency and accountability among the decentralized staff, and contributed to the strengthening of anti-corruption measures.

Additionally, UNICEF's important contribution in the implementation of the School Success Contract Programme CPRS in 6,218 out of 7,800 schools has not only enhanced education governance vertically, but has also increased community participation and involvement in the active participatory management of school, imprinting in them the sense of ownership. Furthermore, it has contributed in

securing children's rights to education. For instance, through the CPRS, the community has contributed to securing girls' right to education in the southern part of Madagascar through setting up a social pact which stipulates that any parent who decides to withdraw her daughter from school due to marriage will pay heavy fines in kind and in cash (read more about the CPRS on page 37).

UNICEF's support to the Ministry in contributing to the improvement of the quality of education through the in-service teacher training of some 9,530 out of 18,000 teachers has been crucial. Added to this contribution is the revitalization of 1,159 teachers' networks. These networks play an important role in encouraging the self-training of teachers, particularly in relation to the community-based teachers (FRAM) all over Madagascar. Through this system of mutual training, teachers have had the possibility to catch-up on the gap in pre-service training. Those who possess pre-service training have equally improved their competencies by updating their pedagogical practices. Despite the insufficiency of the Pedagogical Resource Centres (CRPs) around which they are to centre, these networks work, but an improvement of the CRPs would be an important support to these networks.

When it comes to teacher training monitoring, an important effort was conducted during 2013 (UNICEF 2013). With a view towards measuring the effects of interventions at outcome level, interventions have been initiated using positive changes in teaching practice and improved teachers' competencies and qualifications as a proxy. This can be viewed as a response to the recommendations for improving M&E in the 2012 evaluation (Haas et al. 2012). Through this programme, UNICEF has facilitated and supported the formulation of a national teachers' competency framework, identifying key competencies expected from teachers and educators at the primary level, which is also an important contribution in this regard (UNICEF 2013). Results at this level were not available for this review team; therefore, it is strongly recommended that this type of monitoring is given close attention in future programming, so that it will be easier in the future to assess whether capacities such as awareness, knowledge, attitude and skills have been strengthened through teacher training (read more about improving teachers' competencies on page 33).

The WFP is an important actor in school canteens, and contributes strongly to the involvement of the local community in education. The Local school canteens management committees (CLGs) have reinforced not only the participatory anti-corruption measures at the community level, but have also been strengthening the School Success Contract Programme (CPRS). This approach involves all the school community from the grassroots level (parents, school, local authorities led by Chief Fokontany) through a binding programme contract, as well as those at the other hierarchical levels: the ZAP chief and the mayor (at the municipality level), the CISCO (at the district level) and the DREN (at the regional level).

Textbox 3:

"A year of girls' education where there is a school canteen can save a generation as far as nutrition is concerned."

(WFP Officer)

The CLG and the school run the canteen on a daily basis (90% of them met the eight points of the programme contract). The ZAP chief and the officer in charge of the canteens at the district level (CISCO), with the Food Aid Monitor of WFP (FAM) participate in the monitoring of the CLG. At the same time, the CISCO and the DREN are committed to the improvement of the education qualities by redeploying available teachers according to the school's needs and in-service teacher training. Moreover, the introduction of the annual "Model canteen contest" among CLGs, and the exchange that this approach has entailed, has created an extra incentive of reaching a higher level of excellence in school canteen management. With this approach, three model canteens per district have been rewarded with prizes such as a table and bench, a table for the refectory, etc.

Additionally, the WFP's pilot project on income-generating activities for parents (mothers) through the production of vegetables in the Betioky Atsimo and Toliara II CISCOs could be an important factor for local food production, sustainability and the improvement of the nutrition status of canteens, as well as for the boosting of local production. The WFP has provided technical and material support

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to these women. Once this experience is proven effective, it could be expanded to other CISCOS. As a matter of fact, the parents' association in the EPP Tsihombe Centre 1 has expressed their wish for such a project (read more about canteens and income-generating activities on page 25).

Implementing the Essential Package has been carried out, although it is still in a pilot phase. Nonetheless, it could bring added values to the nutrition and health of pupils since Micronutrient powder (MNP) is provided and de-worming is practiced. This has also allowed for the provision of Non-food Items (NFIs), especially those contributing to the protection of the already fragile environment, i.e. the donation of improved stoves. These latter will contribute to reducing the duration of cooking time at the canteen, although not all schools with a canteen have received them. Hence, it would be important for the WFP to consider training the CLG to construct improved stoves with local materials such as Kamado and the like, as adapted from the Japan International Cooperation Agency (JICA) techniques. Finally, WFP intervention in the majority of CISCOS in the southern part of Madagascar has really contributed in the access and retention of pupils in primary education.

As the ILO aims at enhancing the creation of decent, sustainable and remunerating employment wherever it operates, its intervention in construction of 136 classrooms through A-RCT and A-MOD approaches has contributed to this goal in the Androy and Anosy regions. These two approaches, which have been applied in other ILO intervention sites since 2009 within the context of HIMO, not only strengthen the decentralised government levels (Municipalities) and devolved level of the MNE (CISCO), but it also has other added values. They have built on and improved the competencies of local constructors through trainings. Through its intervention in this joint programme, the ILO has contributed to creating some 34 Small and Medium Enterprises (SMEs) for construction in Androy and Anosy.

The ILO's approach in construction is not well known either to the Implementing Partners (IPs) or to the Ministry of National Education (MNE). Communication on this matter need to be strengthened and the ILO should share its database on those trained SMEs to other agencies to capitalise competencies and enhance the creation of job opportunities (read more about construction on page 23).

Financial issues

In the 2013 annual report, it is confirmed that out of the total agreed upon original funds of NOK 137,000,000 or \$ 24,200,671, a total of NOK 98,000,000 have been allocated and a total \$ 13,144,194 has been utilized, making up 83% (UNICEF, WFP & ILO 2014). However, there are some under-expenditure for important activities, ranging from 53% to 100%. According to the 2013 annual report, the reason for 53% of under-expenditures within construction was that the capacity of the micro-enterprises, especially with regard to the A-RCT approach, was over-estimated and thus the work plan was overambitious. Other under-expenditures were primarily related to axis two and three activities in relation to the improvement of quality and institutional strengthening. Teacher training and the School Success Contract Programme (CPRS) have been in consolidating progress with new policies, and have relied on the advancement of the Ministry on these issues. Aligning with a system in times of insecurity and change is an investment, it is demanding and its impact on programme results might not be possible to measure within the limit of this programme period. Political priorities and educational approaches will now become more stable, and hopefully these processes will prove to pay off in future programmes. In addition, the political context of 2013, when there were general elections, could have contributed to the under-expenditure for the planned activities. By and large, this situation revealed the difficulty not so much of planning, but rather of implementing activities in a pervasively unstable political context. Activities related to Monitoring & Evaluation (M&E) have been taken seriously, and have therefore created an over-expenditure (up to 37%). The strengthened M&E has at least produced the following, insofar as it has strengthened anti-corruption measures, both upstream and downstream. The disbursement of funding to support decentralized and devolved levels of the MNE has been carefully checked upon regularly finishing the allocated tranche. If the previous tranche had not been

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properly spent according to the terms of agreement, the next disbursement was put on hold. Furthermore, as far as teacher training is concerned, it has enabled the provision from the central level of the needed training materials so that only a limited amount of cash was directly transferred to the decentralized level.

In the 2012 evaluation of Norwegian support to UNICEF, a recommendation was made that the agency's methods and procedures for assessing risks in the planning and implementation of its educational programme, followed by stronger risk-mitigating strategies, should be improved. UNICEF, especially regarding the political situation, has done this through risk assessments. However, in relation to the 2013 report, UNICEF expressed that their risk assessments concerning large-sized partners had not been good enough (UNICEF 2013). A case of mismanagement of funds by a partner of UNICEF within this programme delayed the disbursement and utilization of funds during the year of 2013. UNICEF should be acknowledged for being willing during these years of crisis to take responsibilities that previously would have been assured by the Ministry of National Education (MNE). It is understandable to some degree that when interacting with many new partners within a short time, procedures were not updated. UNICEF's explanation of their reflections and change of procedures in working with partners of this size show that they took the incident seriously, proposing improvements on their collaboration with other partners.

The review team also found out that the financial support allocated to the regional level (DREN), especially those related to back-to-school kits, have been seriously delayed, which is a fact that has negatively affected the carrying out of the activities: the back-to-school children had not received what they were promised on time (kits and the like), so their parents had to provide this material themselves or take their children out of school again. The review team was also informed that financial support for implementing the School Success Contract Programme (CPRS) and supporting school-based action plans were fading in 2013, particularly in the Androy and Anosy regions, thereby creating disheartening effects in schools and their communities. The disheartening effects have been very palpable in Androy and Anosy, which could be due to the bureaucracy of the joint programme, whereas the financial requests from the DREN were checked by the UNICEF Regional Technical Assistant (ATR) before being sent. The election period was raised by UNICEF as a reason for the lack of a cash transfer during late 2013.

Regarding the cooperation with the Ministry of National Education (MNE), it is not clear to the Ministry how much Norway contributed to the education sector. It would show that Norway's contribution is not that apparent, which was obvious through our different interviews with the MNE at central levels; and it appeared that only one Director has known about this joint programme thanks to his invitation to attend the annual joint review of the Implementing Partners (IPs). This could be due to the political context in which the joint programme has been implemented, as the transition period in which the MNE coordination through the usual EFA reviews twice a year is lacking. Another reason that could also explain this is that the officials of the Ministry have changed many times during this period. Additionally, the low profile that many Technical and Financial Partners (TFPs) have adopted during that period could help explain this, and Norway might not have wanted to wave its flag in every activity it has supported.

Anti-corruption measures have been taken seriously for the implementation of activities, both upstream and downstream at the community levels. Structures that help to avoid the embezzlement of funds at the regional level have been operational in many of them, where a participatory management "task force" has been set up to ensure transparency in the management of allocated financial support. This has been made possible thanks to the technical and administrative support provided by the ATRs, which is highly commendable. The review team is convinced that until there is a trustworthy M&E and commendable transparency for the management of funds at the MNE at all levels, it is crucial for Norway to channel direct cash transfer to support the MNE through UN organizations.

Axis 1: Improving access and retention

"By the end of 2014, the education system is reinforced to ensure that children stay in school, and that the number of children not going to school is reduced by 10%" (UNICEF, WFP & ILO 2014:15, see Annex 3).

Improving access and retention is the programme axis that is the easiest to measure, and where results are apparent. In this programme, the primary activities were the development of infrastructure, mainly reducing the financial burden of parents through school kits, ensuring the nutritional needs of children in areas of food insecurity and improving the inclusion of excluded children.

Development of infrastructure

Without doubt, construction is relevant, both with regard to local needs and to official plans. As some parents told us, it also helps to raise awareness on the importance of education. The director at the school in Ambovombe said it helped to increase the number of pupils in their school. A Fokontany chief we interviewed was grateful for the classrooms they had received, but they still needed more. This was also expressed by several directors, teachers and parents. In the DIANA region, there was also a need for more construction, but they admitted that other vulnerable areas were prioritized. The review team observed overcrowded and noisy classrooms and pupils sitting on the floor in several schools in the south.

The evaluation of the FTI and the reform argued that the construction was part of the Ministry's strategies to improve access, equality and retention (School-to-school International & Education Network 2013:21). For the school years 2010/11 and 2011/12, 1,000 classrooms should have been constructed each year, and 700 classrooms should have been rehabilitated. Through this programme, 88 sites (two classrooms in each site) were finished and 48 were in the process of being built at the time of our fieldwork, thus yielding a total of 136 out of the aim of 156, according to the ILO. The ILO has two approaches when it comes to construction (COEF 2013):

- A-MOD approach: This approach is the one in which the project collaborates with executing agency(ies) and entrust work to Small and Medium enterprises (SMEs) to construct the classroom
- A-RCT approach: This is one in which the project collaborates with the communities. That means persons with some construction competencies have been identified at the municipality level and selected and trained (in management and the HIMO construction approach), and they carry out the construction. In the end, they will become a formal SME.

The review team finds these approaches, with the aim of creating employment, very interesting with regard to stimulating local development. This again has a positive impact on the interest of education as *role models* might be created from the local community. These enterprises also possibly feel more responsible towards the community since they are part of it. We met with two engineers employed by the ILO to train and follow-up on the construction made by A-RCT and local enterprises in Tsihombe. We also met with two men and one woman in charge of SMEs, all of whom had been recruited to A-RCT trainings through their municipalities. There had been 12 participants in the training, of whom 10 received a contract after the training. Two of those we met had obtained contracts after the training with A-RCT, whereas one obtained a contract with A-MOD.

Nevertheless, there are some challenges to this approach. In the 2013 annual report, it is mentioned that activities did not advance as quickly as expected due to an overestimation of the capacity of the

SMEs, especially those that were results of the A-RCT approach (UNICEF, WFP & ILO 2014). The possible creation of a monopoly was raised by the ILO staff as being a challenge, and it was seen as important to counter this by ensuring competition. A possible lack of work for those who had passed the training was also a concern of the ILO. In one classroom constructed through the A-RCT approach we observed cracks in the wall, which were to be repaired through the guarantee. The ILO expressed that the lack of water in these areas is a challenge for construction.

It would be appropriate that the ILO has an external evaluation of their approach to construction, and in particular how it works in the south. This is because the review team considers it an interesting approach that should be extended. Needs in construction are acknowledged by national policies and educational authorities at different levels and local communities. At the same time, while responding to these needs it is interesting that this programme gives incentives to local development. Developing and using similar approaches could be an important added value of joint programming, which has not been the case until now with regard to the construction work of the ILO and UNICEF. There might be reasons for not harmonizing the approaches, but at least this should be considered. Despite some challenges and concerns with this approach, we find that other actors within construction should also use these local SMEs to encourage local development. Some of the Ministry staff and other partners that we met with were not aware of the ILO's approaches, hence we think publicity for this approach is needed.

The review team found it striking that in one school there were new classrooms side by side with classrooms that were of very bad quality. In one school, the smell due to bats in one of the older classrooms was unsupportable, which surely must have a bad impact on pupils' health. In another school, it was very noisy and hard to hear each other due to a thin wall of straw separating the first grade and preschool. In yet another school, pre-school and CM classes (4th and 5th grade) found themselves in nice new buildings, whereas in many of the other classrooms pupils were sitting on the floor. Small rehabilitation projects and the distribution of materials such as desks should be considered in sites where new construction is made.

Reduce the burden of parents

The distribution of school kits is also described as part of the Ministry's strategies to improve access, equality and retention (see for instance School-to-school International & Education Network 2013:18). A total of 4,235,000 kits were ordered in 2013, of which approximately 1.5 million pupils were supported through this programme. UNICEF orders the material and is responsible for the distribution only to the level of the district (CISCO). According to the annual report, there were a few delays last year due to transporters who did not follow the contract (UNICEF, WFP & ILO 2014). Some of the CISCOs that we met said that they received the kits too late vis-à-vis the beginning of the school year. All the children, parents, Fokontany chiefs, teachers and directors we interviewed confirmed that they had received the kits, and that the kits are needed. In one school, they kept the rest in stock for pupils who could not buy notebooks and pens during the year.

Distributing school kits is an instrument to get children to go to school. During the last years with the political crisis, parents' purchasing power has decreased, so it has been difficult for many of them to provide their children with notebooks and pens. To illustrate how poor people are, we can refer to what some women in a village in the north told us. There were families without the possibility of paying the sum of MGA 3000 (\$ 1.15) for each child to cover, among other things, community-based teachers' salaries. In that school, the parents' association (FRAM) had decided that those children who did not pay would be taken out of school. This also illustrates the importance of recruitment and the payment of teachers in order to ensure children's access to education.

In general, children, parents and Ministry staff at different levels were satisfied with the content of the kit, but they preferred a school backpack instead of the plastic envelope they received in 2013, which

became torn after one week. It has already been decided to distribute backpacks in 2014. One question to consider is if every level needs to get one sack, or if it is enough for instance to give it to first- and third graders. This depends on the quality, how long a distance the children are carrying it every day and whether children are able to take care of it. Some also asked for uniforms and one thought that the layout of the notebooks was not like what they were used to (broader lines instead of the small lines used in French notebooks). The review team is of the opinion that if school kits are to be distributed, there should be a small book in it with the alphabet, numbers, a map of Madagascar, poems and small stories to encourage reading. It could be inspiring for the pupils to get a book of their own. However, the content of the kits is up to the Ministry and the fact that UNICEF used Norwegian funds for this purpose was exceptional and will probably not be relevant in future collaboration.

Ensuring nutritional needs of children in areas of food insecurity

Canteens are part of the Ministry's strategy to improve access to education, reduce drop-out and disparities in vulnerable regions (School-to-school International & Education Network 2013:19). Canteens make children come to school, help them concentrate and are an important opportunity to ensure nutrition to children living in food-insecure areas. In the district of Tsihombe, they said that 188 of their 229 schools have canteens, and that they appreciated them very much since they help to attract the children to school. At the regional educational office in Anosy, we were told that when canteens disappear, children drop out. That the need is there was expressed by those we talked with, including people who do not have canteens.

Results on an output level regarding nutrition in the programme have been better than projected in the objectives. A total of 1,247 schools have received non-food items, though the objective was only set at 1,130 (UNICEF, WFP & ILO. 2014). The non-food items (NFI) provided through this programme is complementary with what other donors are providing with food items. Canteens are provided in the most food-insecure southern regions of Madagascar (Androy, Anosy and Atsimo-Andrefana). School canteen management committees (CLGs) have been more successful than expected, with 80% able to meet eight out of ten commitments, whereas 50% was the objective. The commitments are related to school canteen management, reporting and hygiene, and this result indicates that canteens are well managed. As set forth in the proposal, 100% have implemented the *Essential Package Activities*, of which 45% received improved stoves intended to reduce the impact on the environment, while only 30% was the objective.

The Essential Package includes a focus on basic education, food for education, the promotion of girls' education, potable water and sanitary latrines, health, nutrition and hygiene education, systematic deworming, micronutrient supplementation, HIV and AIDS education, psychosocial support, malaria prevention, school gardens and improved stoves (UNICEF & WFP). The essential package has been beneficial since it has not only improved the nutrition status of school children, but also reduced absenteeism, as children have become healthier and thus had an improved school performance. An evaluation of the WFP programme in 2013 concluded that the canteens had improved the learning conditions in schools and contributed to improve indicators related to school enrolment, drop-out, repetition and results in certain schools (COEF 2013). However, the evaluation highlighted the lack of teachers and school material as hindrances for attaining even better results. This illustrates that joint programming is needed in order for the different initiatives to be more effective. It is also worth noting that this evaluation recommended to reinforce a sustainable running of the CLGs, with illiteracy among parents involved mentioned as a special challenge.

Income-generating activities

The WFP works to improve income-generating activities in relation to their canteens. In this, the WFP works in collaboration with a local NGO to ensure technical assistance and a microfinance institution that ensures financial support. A total of 280 community members (mothers' association) have

benefited from income-generating activities, which has contributed to additional commodities/NR for the canteens. The review team did not meet any of the community members who had benefited from this, but we received a technical note about the pilot phase of this activity in Toliara II and Betioky Atsimo (WFP, no date). For income-generating activities, the WFP's role is to establish a partnership between the mothers' association, with a regional technical partner called "CITE" and a regional financial institution, "Vola Mahasoa". CITE provides technical training on agriculture and financial management adapted to the realities of these mothers' association, Vola Mahasoa provides loans for these associations and the WFP guarantees the interest rate to Vola Mahasoa. It seems that there were some challenges in the pilot phase, and that more monitoring is needed in order to achieve better results. However, this is a very important contribution to the sustainability of the project. As one of the other technical partners we talked to put forth: "Donors are passing, whereas the Ministry is staying". The WFP recognizes the importance of the programme component. In the next country programme, it will be continued in Atsimo Andrefana, however it will not yet be extended to other regions.

Initiating income-generating activities in order to ensure sustainability was highlighted in the evaluation of the WFP programme in 2013, with the WFP planning to do a review with partners and beneficiaries in 2014 in order to improve this component (COEF 2013). There is a need to analyse how to increase local production in a more efficient way. There have already been several attempts at larger projects on this issue. Employees at the National Office of Nutrition (ONN) revealed that they already had some projects, and the ILO explained a larger regional development project (Human Trust Fund), including collaboration between different partners in the south that should have been started when the crisis arrived. Here, the approach of the ILO in construction might also be of help and be adapted. Even though water is lacking in the Androy area, there might be some opportunities further east. Joint programming, based on former experiences and planning, and possibly also by including the Food and Agriculture Organization of the United Nations (FAO), could be interesting here.

Canteen management

Parents' involvement in the canteens through committees (CLGs) is an important added value in this approach. In general, we were told that parents were eager to participate in running the canteens. They had also participated in constructing the canteens with local material, which is an important contribution, although support to construct better roofs and floors should also be considered. We met several mothers in the schools who were preparing food for the children, thus ensuring that they washed their hands and made a line before eating. The organization was impressive. Parents have an opportunity to participate in the school, and by being there every day, they can follow-up school more closely. In one place, however, we observed a quite young girl helping during school time, which shows that it is important to ensure that children are not expected to contribute to the running of the canteens.

Parents and children seemed to be satisfied with the canteens, but the issue of rice or maize was raised by several. The WFP argued that first and foremost it was the parents who asked for rice, and we heard parents telling the pupils to ask for rice instead of maize and beans. Nonetheless, it seems that maize is a good option, even though it takes time to prepare whole grains. The reasons for this are the following: firstly, contrary to a rice-based ration, a maize-based ration allows local purchases in the southern part of the country where the project is implemented. It can therefore be integrated into a programme supporting the local production by small farmers of the South, implemented with other partners. A maize-based ration is also more appropriate in terms of caloric provision, thereby increasing the cost/efficiency ratio of the school meals programme. From next year, it has been decided that the schools will be provided with pounded maize.

We were made aware of a big difference between the price of the National Office of Nutrition (ONN) providing maize powder in food-insecure periods (MGA 250 per child, the equivalent of US\$ 0.12) and the price of the WFP (MGA 750 per child, the equivalent of US\$ 0.34). It can be argued that these approaches cannot be compared; the quality of food is different, as is the M&E systems, anti-

corruption measures and the delivering of Non-food Items (NFI). However, it should be clear what Norway chooses to support and why. This is especially relevant now that the WFP no longer has support from the EU to ensure food items. The review team thinks that the ONN should be involved in defining the best strategy as to which role the National Ministries and the Technical and Financial Partners (TFPs) should take in the years to come. The National School Programme for Alimentation, Nutrition and Health (PNANSS) II, which aims at developing trans-sector models that are less dependent on external resources, should be closely followed by the different TFPs in the sector (Repoblikan'i Madagasikara 2013). There is no doubt that there should be more effort given to increasing the production of local producers in order to buy more food locally. When asked if it was relevant to only give food during some periods, the answer was that in the southern areas there is a constant insecurity when it comes to nutrition. Moreover, the peak of the lean season ranges from October to April, i.e. the biggest part of the school year. If school feeding is to be discontinued after this period, it may cause a decline in attendance rates during the last quarter of the school year, which may jeopardize the benefits of the school meals provided during the first period.

The management system of the canteen is good, and there is not much loss of food. The WFP personnel in the Androy region said that the Food Aid Monitors (FAM) closely follow up the reporting at the different schools. If every month is the same without any blank days (for instance, due to teachers going to collect their salary in town), they go to the school and check. Additionally, with maize, the WFP has observed that the loss of commodities has sharply decreased compared to the time when canteens were provided with rice, as maize does not attract thieves the same way as rice. Even though there is little loss of food, the large amount of food of course constitutes a risk of theft. We visited one school in the town of Ambovombe that no longer has a canteen due to several occasions of theft. After a process in which the WFP collaborated with the school and educational authorities in the district (CISCO), the canteen was ended. The principal thought that they should have gotten good secured houses to better protect the food. To improve the protection of food was recommended by the evaluation of the WFP programme in 2013 (COEF 2013).

The result of losing the canteen was fewer pupils at the school, as children moved to schools with canteens. The principal argued, however, that the canteen took a lot of time to operate, and that time that should be spent in the classroom was lost on getting in a line in order to obtain food. She wondered if it was possible to give the children something easier to prepare. Another consequence was that educational results had actually improved after they stopped the canteen. Improved educational results are due to several factors, but this could indicate that a more effective organization of school canteens in large schools is needed. According to the WFP, this is a question of organization, as well as of insecurity and the technical capacity of the local community. Maybe it is more difficult to organize canteens and protect the food in cities, and several committees (CLGs) should probably be organized in bigger schools. To help address this situation, it is worth noting that the WFP has been conducting several consultations and workshops during 2014 with the CLGs, teachers and school directors in order to analyse these types of problems that are encountered in school canteen management. Through the consultations, capacity building is conducted, in addition to sessions in order to address the technical capacity of the CLGs. In collaboration with the Ministry (MNE), the WFP has also launched a competition for the best canteens, which takes into consideration both school performance indicators (attendance rate, drop-out rate, pass rate and the ratio of teacher/pupils) and the indicators of quality (hygiene, management of food and stock, participation of the community and infrastructure) (WFP, no date). This appears to be a good incentive to encourage the smooth running of these canteens and to focus on the results at the outcome level.

The review team made one observation that is worth noting in two of the schools we visited. Pre-school children were given food after the primary school pupils had eaten, which is not according to the rules, but nonetheless difficult to avoid. It should be considered if, where preschool classes exist, preschool children also should be given food. If appropriate, this has to be done in close collaboration with UNICEF and local educational authorities, so that there is no risk that preschools will appear only for the sake of canteens without an assured pedagogical content.

Improve the inclusion of excluded children

There has been a paradigm shift in the development discourse on inclusive education, and the use of the concept of *inclusive education* has changed to the inclusion not only of children living with disabilities, but of children with different types of needs. While acknowledging the benefits of such an approach, it is also important not to forget that those children who live with disabilities require specific approaches and learning and teaching materials in policy development and implementation.

There have been four main activities to improve the inclusion of excluded children through this programme: supporting the development and harmonization of policy and operational standards on inclusive education, awareness raising among parents and communities on the importance of education, establish and support regional action plans on school inclusion and support reinsertion programmes. The guidelines for implementing catch-up classes were made available, as well as a framework for implementing the back-to-school campaign (UNICEF, WFP & ILO 2014). The campaign was run in all 22 regions, which according to the 2013 annual report resulted in a 5% increase in pupils based on SMS monitoring. The review team saw the traces of the campaign in the schools and offices we visited, and people remembered it. Many told about actions taken in order to get out-of-school children back to school. In some areas, the campaign was said to be needed, while in other areas parents were convinced to send their children to school, but it was the lack of resources that was the problem. The review team believes that this campaign was important at the start of the 2013-2014 school year, when due to the difficult situation there was a risk that parents might have kept their children away from school. Even so, it could be relevant to target regions in need of the campaign instead of mainstreaming the campaign to the entire country.

Reinsertion programmes

Regional action plans for inclusive education have been established in five of eight regions, and children have been supported through reinsertion programmes. The newly elected president had raised the issue of reinsertion programmes during his inauguration speech, which was seen as an important subject. At the regional educational office (DREN) in Anosy, it was communicated to us that 736 pupils had returned to school through an experimental phase of catch-up classes, which now are to be scaled up. We visited two schools in Anosy that had reinsertion programmes, and talked with the pupils. They said they were ready for the examinations, but had not yet received the kit they were promised at the start of the school year. We were told that in one school there was 18 pupils, but only seven were present during our visit. According to the school organization, the reason for this could be that some of these pupils were only part-time students, or that they had returned to a school in their Fokontany. However, in another school (EPP Ampasimorafeno - Taolañaro CISCO), there were only four students left after six dropped out due to missing kits; parents subsequently withdrew them because these children could do more good in the fields and/or in taking care of the cattle. This illustrates that kits are important to attract pupils to school.

The review team considers that not only reinsertion at primary school level should be a focus of UNICEF, being an important partner to the Ministry. UNICEF should engage in creating more opportunities for youth to continue schooling after primary school. This opinion is primarily based on what we learned from Antsiranana, in the north, where youth gangs known as "foroche" have appeared over the last few years, mainly due to missing opportunities for youth. This has an important impact on both the youth's future and on security in the society. We were told that vocational training (for hairdressing, carpentry, etc.) has been implemented, but was again withdrawn due to needed missing finance. Many children also have to risk their lives on heavily trafficked roads to continue schooling, which was highlighted by a community we visited. In other places, the distance to lower secondary school is too far for children to have access to it.

Policies and harmonization of approaches

In the 2011 proposal, Implementing Partners (IPs) proposed to "(...) work to complete and validate a national strategy for inclusive education through piloting and experience sharing between UNICEF, the MNE and a number of NGOs, including the Malagasy Lutheran Church/Pro Vert, Handicap International and Consortium of Disabled People's Organization (COPH)" (UNICEF, WFP & ILO 2011). In the 2012 report, UNICEF reported that "Investments in Inclusive Education advocacy and training material development paid off when inclusive pedagogy modules were included in the national teacher training curriculum" (UNICEF, WFP & ILO 2013). According to the interview we had with the teaching staffs, this has not yet been effective at the regional level, though a closer collaboration with NGOs within the area of inclusive education is of great importance. Even though the approaches might be different, there is an added value to cooperating with organizations that have worked within this field for years. Handicap International (HI) said that they had been invited for the design and validation of the manual that UNICEF produced in 2010, but could have been more involved, as HI had already produced a manual in 2007 with a focus on pedagogy and how to include children with different needs in class. The manual UNICEF produced in 2010 was more like a kit on how to relate to children with specific disabilities.

In the 2013 annual report, it was stated that "The IESP requires a paradigm shift in the MNE's strategy on inclusive education, which previously focused on the inclusion of children with disabilities" to: (1) establish catch-up programmes through ordinary schools for out-of-school children of primary school age, (2) provide subsidies to support catch-up programmes, targeting out-of-school youth and implemented by other service providers (especially NGOs), and (3) raise awareness of parents on the benefits of schooling to improve enrolment rates at the primary level (UNICEF, WFP & ILO 2014). The Ministry is coordinating inclusive education through a platform that brings together different representatives from civil society, line ministries and development partners. The review team got the impression, which was also expressed in the 2013 annual report, that there had been a lack of leadership in order for a real harmonization of the different approaches to take place. HI told us that during the transition period there had been a lot of changes in the Ministry, and that it had been difficult to do advocacy towards the ministry. By contrast, Ministry national staff questioned HI's willingness to harmonize at the expense of their own approach. To help reinforce the collaboration and harmonization of approaches so that the main actors are included has been a concern of UNICEF, and a partnership has lately been signed between HI and UNICEF. Even though there is now an agreement between the different stakeholders, this illustrates the importance of including key actors on equal levels from the start of new interventions by UN organizations.

Teacher training on inclusion

In the 2012 report, it was stated that 4,538 teachers (the objective was 750) were trained in using the modules on inclusive pedagogy in teacher training networks (UNICEF, WFP & ILO 2013). In addition, 287 teachers, 22 village chiefs and 48 regional officers received an introduction to the inclusion of children with disabilities, and 58 teachers, 58 parents and 58 children were trained on special techniques for the inclusion of children with four types of disabilities. Several primary school teachers, in addition to educational authorities at different levels (DREN, CISCO, ZAP and CRINFP employees) that we met with, had followed training on inclusive education. Staff at the region-based branch of the national teacher training agency (CRINFP) in Ambovombe found the training very relevant. The most important thing in the training was non-discrimination and every child's right to education, although material and a follow-up of the training were both lacking. Moreover, the regional staff in Androy, of whom three had attended a one-week training in the capital, complained about the monitoring of the approach. Teachers at the school in the centre of Ambovombe said that Inclusive Education had helped in changing their behaviour and attitude towards children with disabilities and those who had difficulties in learning. In Anosy, the person we talked with at the DREN office had not been involved in inclusive education and was not informed about those activities. Furthermore, national staff of the Ministry admitted that there was a problem in monitoring the activities on

inclusive education in Anosy/Androy, which was the responsibility of an NGO, and that this needed to be strengthened.

On the other hand, in the DIANA region we got another impression about the implementation of inclusive education. However, at the regional office (DREN) they noted that it was difficult to implement, and that they needed more support. In the District of Nosy Be, the CISCO was very well aware of the fact that an inclusive education meant including children with disabilities, as well as using differentiated pedagogy. They said there have been more children with disabilities in school now than before, but they could not provide any numbers. When talking with the Fokontany chief and parents at a school that was very active in the School Success Contract Programme (CPRS), it seemed like they were not informed about the inclusion of children with disabilities. One of the mothers mentioned two nearby girls (aged 17 and 18) who had never been to school. One of them could not walk, and one of the other parents replied: "They are, however, human beings like us." There is still a need to raise the awareness of the local community, and this should be included in the PEC that is to replace the CPRS. The review team considers that the local community is of huge importance when it comes to identifying children who do not go to school, which is recognized in the CPRS project. Nevertheless, we are of the opinion that these approaches could be more connected, as we experienced that even among parents who seemed very engaged in school, there was a lack of awareness on inclusive education.

Textbox 4:

"Parents still need to be sensitized, but when it comes to teachers we can see some changes."

(Educational staff at district level)

A staff at district level (CISCO) in Ambilobe said that the NGO *SIVE* had done a very good job with regard to inclusive education. According to him, the attitude of teachers had changed, even though the parents needed more awareness raising. The review team got a good impression of the change in the attitude of teachers while talking with the director, who himself was a facilitator in inclusive education, and teachers at a school. Please see Textbox 5 for some of the positive consequences raised by these teachers. The review team found them convincing when it comes to the possible impact of inclusive education. In a nutshell, the inclusive education approach has been reported to have improved both the teacher-pupils relationship and the success rate of each grade, thus contributing to quality and retention.

Textbox 5:

"The relationship between pupils and teachers and between pupils has changed."

"The pupils are more active with these new pedagogical methodologies."

"There is less bullying and teasing."

"The pupils are more open and they have fun."

"The teachers take more into account the children's situation and context in teaching."

"The teacher more easily sees the children."

(Primary school teachers)

In the district of Antsiranana II, where they have experience with both integrated classes and the inclusion of children with disabilities in ordinary classes, we were told that they preferred integrated classes and the approach of HI. According to them, there were too many differences for one teacher to handle in a class with too many pupils. They also thought that this could have an impact on other children's learning. It has to be admitted, and it was also

admitted by HI among others, that there is a lot demanded from a teacher who do not has a pre-service training insofar as dealing with inclusion in an overcrowded classroom after a short training period. We visited a school where they had experience with the inclusion of three children with disabilities. Only one was present on the day we came to visit because the parents did not have time to accompany the others to school. It is a challenge that children with disabilities often need someone to follow them to school in places where the distances can be quite vast. The girl we met was over 20 years of age and was not inside the classrooms much, but teachers taught her different things in the principal's office.

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The principal said that when people were informed, they were ready to include children with disabilities in school. Still, parents need to be convinced in order to see that these children also need an education and to invest in them. She also said that the children changed a lot when started coming to school, for instance one of the children had started to speak. The review team made a home visit to the mother of that girl, who confirmed that her daughter, even though she started school at a later age, had very much changed. She was so happy to finally go to school, after seeing all her peers go to school for years and not be able to follow them. She made a lot of new friends after she started school, and she has managed to better take care of herself and contribute with the household chores (such as washing clothes and cooking).

In axis 1, the main activities were the development of infrastructure, reducing the financial burden of parents (mainly through school kits), ensuring the nutritional needs of children in areas of food insecurity and improving the inclusion of excluded children. These approaches are all relevant to improving access. At the same time, an inclusive education represents an important instrument in taking into account pupils' challenges and strengths, their contexts and their educational needs. Among other things, the pupil's challenges could be shyness, practical skills, language and disabilities. Inclusive education is a tool that is used to help improve the relationship between teachers and pupils and between pupils. When pupils feel respected and accepted, they become more active and creative. This is also related to quality, which is the main aim of activities in axis 2.

Axis 2: Improving the quality of teaching

"By the end of 2014, the equality of teaching in classrooms is reinforced and teachers are trained to ensure the improvement of the learning environment, which will contribute to better learning outcomes and a 5% increase in completion rates in targeted zones" (UNICEF, WFP & ILO 2014:15, see Annex 3).

Axis 2 of the 2013 result matrix about improving the quality of teaching has two primary objectives: to improve the school environment and to improve teachers' competencies and qualification.

Improve the school environment

There is no doubt that there are needs in many schools when it comes to improving the school environment. For example, the children we talked to expressed a need for more latrines, at least one for the girls and one for the boys. As mentioned in the annual report for 2013, diarrhea is a major cause of death in young children, and has also a major impact on the rate of absenteeism and hence drop-out rates (UNICEF, WFP & ILO 2014). The review team finds it appropriate that funds were taken from the UNICEF envelope to construct latrines where ILO classrooms were constructed, and as much as possible in schools benefitting from canteens. We actually find it strange that the provision of latrines in the schools of intervention was not included from the start.

The classrooms that have been constructed by the ILO (136) have been provided with furniture, 25 desks and chairs (two pupils per desk) and desk for the teacher, and 50 classrooms have been provided with water management facilities. Parents at a school in Tsihombe told us that they could see a change of attitude in their children when it comes to washing their hands with soap and using latrines. However, until now, no school has been provided with additional infrastructure. As previously mentioned, the review team is of the opinion that the entire school environment should be considered while constructing classrooms, so that when constructors are there, they can do some small rehabilitation projects and the donation of materials such as desks in other classrooms/latrines and canteens.

Improve teachers' competencies and qualifications

Regarding improving teachers' competencies and qualifications, 2013 was impacted by the process of "repositioning and preparation for a new approach to UNICEF's and MEN's programming on teacher training, with more outreach and direct impact expected on teachers in 2014" (UNICEF 2013). Nevertheless, a total of 9,530 out of 18,000 teachers (6,300 was the baseline in 2011) have received pedagogical and didactic training and support, particularly through teachers' networks (UNICEF, WFP & ILO 2014). The number of teacher networks revitalized/organized has reached 1,159 out of 6,301 (the baseline was 699 in 2011), while the focus has been on the eight priority regions.

Teacher training networks are important arenas for teachers to meet, exchange ideas and learn from each other, so it is therefore of importance to continue to support such networks. In 2012, there was an evaluation of the teacher training network according to the National Pedagogical Training Institute (INFP), which showed that some networks worked well, whereas others did not. We got the impression that teacher networks work well in the DIANA region. Educational authorities at the district level of Antsiranana II appreciated this structure, and had 54 networks, including 191 schools. At one school in DIANA, they told us that they needed more monitoring and visit to the networks, as they often felt that they were working alone.

Recruitment, entitlements and the working conditions of community teachers

"The condition of teachers reflects to a large extent the weakness of the educational system, characterized by a significant deterioration of retention, repetition and achievement rates at primary level," was written in the 2013 annual report. The amount of poorly trained (mostly lower secondary school certificates holders) community-based teachers (called ENF or FRAM teachers) was raised as the main obstacle by most of the people we met, including parents, teachers, the Ministry at different levels and the Technical and Financial Partners (TFPs). According to the PASSOBA study (PASSOBA Education 2013), the number of the ENF was 72.6% in 2011/2012 compared to 55.8% in 2007/2008. Their poor training has an important impact on the quality of education and on the capacities to introduce new approaches when the basic approaches are not there. Moreover, the teachers that are supported by the local community are an economic burden to the parents and a reason why some children do not go to school, especially during this time of crisis. Many of those whom we met, both supported by the State and by the community, had not gotten their salary for months. This has an impact on commitment and running the system according to the educational authorities at regional and district levels. Consequently, there is a lack of discipline and the relationship between the community and the schools runs the risk of deteriorating.

There was an aim to decrease the number of unqualified teachers through this programme, but the desired are still to be achieved, as the programme has progressively realigned its support in 2013 to the main priorities identified in the IESP and to more coordination of teacher training. The review team finds this decision to be essential in order to ensure sustainability. What is needed is a harmonized approach, led by the Ministry and its various teacher training departments at different levels, to teacher training and the frameworks for recruitment, entitlements and the working conditions of community teachers (PASSOBA Education 2013). As an illustration of this from the regional level, the region-based branch of the national teacher training agency (CRINFP) in Antsiranana expressed a wish to be involved in and informed about the different trainings that the TFPs provide in the area. At the CRINFP in Anosy/Androy, there was no activity due to the lack of a budget last year, which is worrying as teacher training and the status of the community-based teachers are pressing issues. Re-strategizing efforts have been made with a particular emphasis on community-based teachers and rebuilding the foundations of a teacher training system. Additionally, there are ongoing and collaborative efforts with regard to the adoption of a national teachers' competency framework, and the accelerated training of approximately 17,000 teachers (mostly subsidized community-based teachers - FRAM) is planned this year in UNICEF's eight priority regions. With a coordination led by the Ministry, the different interventions will be more sustainable.

There have been some efforts put into teacher training through this joint programme, especially through teacher networks, among others within inclusive education as mentioned above (UNICEF, WFP & ILO 2014). Some of the teachers we met had received training within these subjects, though at the same time, teachers complained that there were too little training over the last few years, and that there was not enough monitoring of training already carried out. UNICEF is recommended in this review to give close attention in future programming to the implementation of teacher monitoring. This will respond to a need expressed by the teachers themselves, and it will be easier in the future to assess whether capacities such as awareness, knowledge, attitude and skills have been strengthened through teacher training

Curriculum development

From the outset of this joint programme, curriculum development, the printing and distribution of manuals and teacher training in the new curriculum of the 2008 reform were still objectives in selected districts. The main changes with the reform were the extension of the primary cycle to seven years and the extension of the mother tongue as the language of instruction from two to five years. These interventions were very uncertain in a period when the political situation was changing, and in the review of Norway-funded UNICEF educational programmes in 2012, a recommendation was made to

Norway to not give substantial financial investments to the implementation of mother-tongue instruction before a strong national political support was in place (Haas et al. 2012). This was done after the proposal from this joint programme was made, and the support for the reform was not taken out until the result matrix changed in 2013. In the 2012 annual report, it is mentioned that there was a lack of political support for the Malagasy language policy (UNICEF, WFP & ILO 2013).

The review team finds it understandable that these interventions were put on hold due to the political circumstances, but does think that more could be done with regard to documenting and sharing the experiences from the reformed CISCOS. In 2013, an evaluation of the EFA in Madagascar, including the implementation of the reform, was conducted (School-to-school International & Education Network 2013:123). This evaluation recommended that a decision had to be made regarding the continuation of the reform. If it was to be continued, it should be well planned, and activities should be experimented with and financial support and communication should be assured. The primary findings from this evaluation need to be communicated to the different levels of the Ministry of National Education (MNE). With many Technical and Financial Partners (TFPs), and with Norway as an important contributor, the Ministry invested a lot of work and funds in the reform and curriculum development. The current Secretary General of the Ministry and staff at different levels acknowledged these investments, and it was recognized that this experience should be taken into account while defining new strategies and policies. Moreover, if this is not done now that stability is on track, there is a high risk of losing the competency that has been built on curriculum development.

Many of those we talked to, including parents, teachers and educational authorities, are still not aware of the fact that this is a question of pedagogical approaches, learning in French or learning French as a subject, thereby talking about it in terms of which language is the most important, Malagasy or French. Some teachers admitted that they have been using Malagasy as the language of instruction so that the children would understand, even though they knew that French should be used. In Nosy Be, which was a reform of CISCO, they were convinced that the approach promoted by the reform was good, as expressed by the citation in Textbox 6. The challenge was that the reform schools were different from others, and when pupils from these schools reached higher levels they did not have the expected knowledge on some subjects, as they differ from those that are taught separately in junior secondary school (physics and chemistry). This has mainly been due to the fact that the curriculum development and the reform have not been continued as planned.

Textbox 6:

"If the reform had continued, we would have much more knowledge"

(Educational staff at district level)

The educational staff in that district admitted that using Malagasy as the language of instruction created a lot of negative reactions among parents, although the children understood far much better. Those with first-hand experience argued that people need more information about the pedagogical advantages of using their mother tongue. The abovementioned evaluation argued that 94% of pupils in the 6th grade and 76% of the parents endorsed the utilization of Malagasy as the language of instruction (Ibid.:12). This evaluation provides some analysis of the implementation of the reform, and there has also been some research with regard to mother-tongue instruction and the teaching of- and in French at the University of Antananarivo. However, in our discussion with the French Development Agency (AfD) and the World Bank (WB), a need was expressed to conduct a scientific study of the reform. A recommendation in the 2013 evaluation also stipulated to continue the experimentation and documentation of the activities of the reform, with a focus on communication (Ibid.:123, 125). It would be interesting to look at opportunities to include the National Pedagogical Training Institute (INFP) in this regard.

Textbox 7:

"Being Malagasy, I have to master the Malagasy language."

(Primary school teacher)

Even though the review team acknowledges that the language issue is closely linked with identity, as expressed by the citation in Textbox 7, we consider that what is

needed at this moment is to inform people about the different ways to learn Malagasy and foreign languages, and which approach is best in the Malagasy context. The aim of the research should be to inform about the question of language on the basis of pedagogical arguments, taking into account the context in which children are learning and teachers are teaching. Several teachers, parents and educational authorities have promoted bilingualism, but is this the best approach for Malagasy children in their learning context? Many also ignore that the amount of French teaching might not be the problem, but instead the way French is taught. It appears that French has been taught not as a foreign language that requires a special teaching approach, but rather as a mother tongue, as if it was a language used by the majority of the population. This helps in explaining why the large majority of educators have found themselves in difficult situations when it comes to communicating in a foreign language. It should be made clear that it is not about setting the Malagasy language against French, as they have already co-existed, but rather about studying how French could be better taught as a foreign language for the benefit of both the majority of learners and teachers.

Through this joint programme, support has been given to the development, dissemination and use of new teaching methods and support materials, for example on inclusive pedagogy, the Malagasy dictionary and guide, and an active reading and writing method in Malagasy (UNICEF, WFP & ILO 2014). These efforts were developed to support mother-tongue teaching and learning in a political context that lacked a policy on the language of instruction. This shows that UNICEF has found creative ways to continue to support teaching and learning in Malagasy in a politicized language context. However, the review team found it worrying that an initiative to develop a manual in teaching Malagasy was stopped due to disagreements regarding the compensation/allowance and indemnity to be given to the MNE staff to do the work. UNICEF insisted on following the regulations of the Ministry, which the review team found appropriate. This illustrates how important it is that the different Technical and Financial Partners (TFPs) also agree on this matter, aligning the allowances they pay to the Ministry staff with that of the Ministry.

The Axis 2 of the 2013 result matrix, about improving the quality of teaching, has met a lot of challenges during these years of the transitional government. The processes of aligning, consolidating and harmonizing activities in an area such as teacher training are difficult in a changing political context. The recruitment of teachers, and their teaching capacities and entitlements, are among the areas where the educational sector in Madagascar has seen the most serious consequences of the crisis. Nonetheless, the training that has taken place should not be forgotten, as it has been important to a number of teachers who have improved their teaching abilities. How this has impacted on learning outcomes in targeted zones will be interesting to see when all the impact indicators are available. The question of curriculum development has also been challenging, and demanded flexibility on the part of the implementing partner. Hopefully the lessons learned from the former processes of curriculum development will be given close attention when new policies are now to be put in place.

Axis 3: Institutional strengthening

"By the end of 2014, institutional capacity in planning, management and communication throughout the Ministry, from central to decentralised levels is stronger and aligned to PIE (IESP), as a result of better governance and enhanced accountability within the overall education system " (UNICEF, WFP & ILO 2014:15, see Annex 3).

The results in axis 3 cover the implementation of the school-based action plan, the strengthening of the decentralization/devolution of the management of the system by developing partnership at all levels and the strengthening of the pre-service training centres, especially in the eight DRENs of intervention to reach the objectives of the IESP. It is worth noting that owing to the uses of the new result matrix in the three axes, it has been observed that there is a more harmonized approach in the intervention by the Implementing Partners (IPs).

A regional presence (the Food Aid Monitors (FAMs) and other WFP staff, the Regional Technical Assistants (ATRs) and ILO staff) is important in order to develop proper M&E systems, as well as for institutional strengthening and capacity development. Their competency and ability to collaborate with local structures (their actual presence and motivation) are crucial for this process to take place, as they have first-hand knowledge of the local context. It is also important that the division of roles and responsibility is clear when UN representatives work in close collaboration with decentralized levels. The ATR in the south was recruited as a UN volunteer, while the ATR in the north was a fixed-term NOB³. The review team questioned why the ATRs have different statuses since this has an impact on how they are viewed and their potential influence. UNICEF explained that they wanted to take advantage of the collaboration with UN volunteers, but acknowledged the fact that in the south where capacities are weaker, the ATR should be recruited as a fixed-term NOB. The motivation and actual presence of regional educational authorities were also very different in these regions, which impacted greatly on the potential effects of the presence of the ATR.

Generalization of the school-based action plan approach (CPRS)

Three major activities have been carried out in order to generalize the School Success Contract Programme (CPRS): (1) to support different levels (DREN, CISCO, ZAP, directors and teachers) in the planning, organization, monitoring and evaluation of the implementation of school-based action plans (DIANA, Sofia, Melaky, Analanjirofo, Atsimo Atsinanana, Androy, Anosy and Atsimo Adrefana), (2) to provide training to DREN, CISCO, ZAP and the directors on the use of child-friendly school communications tools, and (3) to carry out the CPRS to inform the development of a national standard of quality (UNICEF, WFP & ILO 2014).

The support to the Ministry's decentralized levels in planning, organization, including the Monitoring and Evaluation (M&E) of the CPRS which aims at empowering schools to improve access, retention and quality by involving its immediate community (the principal, teaching staff, pupils, parents and local authorities), has been carried out under the auspices of UNICEF. The purpose of the CPRS is to reach the status of "a child-friendly school". Thus far, 6,218 schools in the eight regions of the joint programme implementation have had school action plans compared to the targeted 7,800, which is almost 80% of the schools in the regions where the joint programme is implemented. One of the reasons that this has not reached 100% can be financial problems related to the process (non-payment of per diem and a lack of funding support for the school action plan). Another reason could be related

³ NOB: National Officer, level B (a system used in UNICEF).

to a need to reinforce capacity building for more behaviour-changing activities at the community/school level. At the same time, it is worth noting that the CPRS process requires the involvement of all the education stakeholders from the school and its community (both immediate and in the surrounding area), ZAP (the municipality level), CISCO with its technical staff (at the district level), DREN through the Regional Activity Coordination Committee known as the CCRA,⁴ the DREN coaches for each CISCO (at the regional level) and the National Trainers of the Ministry and the technical and financial support of UNICEF (at the national level). This has been difficult in the region of Anosy, where security has been deteriorating. In each region, the CPRS implementation of the school action plans is the object of two annual reviews (mid-term and final reviews).

Bottom-up participatory approach

The review team found several important issues in this bottom-up participatory approach. The school *community participation* is essential to addressing the educational problems of the school in the order of agreed priority. In addition, the participation of pupils through the drawing of a map of the community surrounding their school, *a school map*, with which the excluded children are identified, plays an important part in the process. The *consolidation of school action plans* at the ZAP level has given birth to *the ZAP action plan*, and in turn the CISCO consolidates those action plans of the ZAPs, and has its own *school district action plan*. The CISCO action plans are then consolidated by the DREN, thus contributing to its *regional action plan*. This process has introduced and strengthened the governance in the entire strand of education at the decentralized and devolved levels.

The setting up of an action plan at the school level empowers the school to address the community educational plan and helps some schools to *widen their partnership*, e.g. with local businesses that support the classroom buildings. This has been the case, and is more generally observed in the schools in the northern part of Madagascar (DIANA) than in the southern part of the country (Androy and Anosy). The *infrastructures* that have been constructed (classrooms) under the implementation of school action plans are important in mobilizing the community to participate in the life of the school. It is worth remembering that depending on the school-based action plan and the availability of funds, financial support could be awarded to schools that have the best plans. It has also been set as a rule by the Ministry of National Education (MNE) that from 2014-2015, only schools that have established school plans would receive a subsidy from the Ministry for the running of the school. The challenge in this is that the majority of parents, themselves in a bad financial situation, have found it difficult to contribute.

A great added value of the CPRS has been *enhancing the Monitoring & Evaluation (M&E) system* at the decentralized (DREN) and devolved (CISCO, ZAP) levels. The implementation of the school action plan has *contributed to securing girls' right to education*, especially in the southern part of Madagascar as a social pact has been set up; any parents who decide to withdraw their daughter from school due to marriage will pay heavy fines in kind and in cash: a "Kobatroky" (fattened, castrated male goat) plus a sum of money between MGA 40,000 and 60,000 (US\$ 17.82-26.72). These fines are so scary to parents that, at least thus far, none of them have dared to withdraw their daughters from school. As a result, in one of the primary schools we visited in Tsihombe, there have been more girls in the 5th grade than boys. An important issue in this context where boys often are taken out of school to look after the cattle is, however, not to forget also to focus on educating the boys.

Challenges to the implementation of the CPRS

Despite the fact that the CPRS can be an important bottom-up participatory tool for community development, not only for the school but for the very devolved and decentralized communities

⁴ Comité de Coordination Régionale des Activités

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(Fokontany and municipalities), there are some challenges in its effective implementation. *Social conflict* among community members can jeopardize a broad community involvement in the implementation of the school-based action plan. For example, in one school there was a conflict between the Fokontany chief and the representative from the parents' association (FRAM), which hindered a wide acceptance from all families in the community. There is also a risk that only parents who have children in the school participate in the implementation of the school action plan, hence making it a project for the beneficiaries and not a "community project". Furthermore, where transparency is lacking in the financial management, for instance if they do not receive the financial support that has been promised, they lose trust in the system.

Regarding the action to provide training to different educational levels (DREN, CISCO, ZAP and school directors) on the use of child-friendly school communications tools, there are some challenges. As mentioned earlier, the final goal of the effective implementation of the CPRS is the achievement of a child-friendly school status. Nevertheless, despite the training delivered at the decentralized and devolved levels, the results are still very meagre for the moment, as only 238 schools out of the targeted 1,560 have implemented a child-friendly school (UNICEF, WFP & ILO 2014:32).

As for the action to carry out the CPRS to inform the development of a national standard of quality, the roll-out of a CPRS into a Contracted School Project (PEC) has proven to be difficult. Because the CPRS has been the official programme of the MNE since October 2005, its change into a PEC has also been the decision of this Ministry. However, due to the long and laborious harmonization of this approach, it is only in its pilot phase in the region of Atsimo Andrefana and the CPRS is continued in the other seven regions, with its roll-out planned in 2014/2015. Moreover, the results of the national evaluation of the CPRS process to find out its impact on improving the children's education has not yet been made available.

Strengthening decentralization/devolution of the management of the system by developing partnership at all levels

For this activity, the three Implementing Partners (IPs) contributed according to their specific mission in implementing the joint programme, yielding the following results at the central and decentralized/devolved levels:

Different units have been created/strengthened at the Ministry directorates, such as:

- An Inclusive Education Unit within the Department for Primary Education for the coordination of the training related to- and the implementation of this component at the central level (Trainers of Trainers (ToT)), the regional and school district level (supervisors) and the school level (school facilitators and teachers) in five of the eight regions. It is mutually building with the School Success Contract Programme (CPRS), as both the pupils and community contribute in identifying the different excluded children. Its results have fed into the access and retention, while contributing to improving the teaching qualities and grade promotion rates (for end of school year exams). Teachers in many of the visited schools in the DIANA region have witnessed those results. UNICEF has been playing a role in supporting this, and there has also been a harmonization and pooling of pedagogical designers in close collaboration with the National Pedagogical Training Institute (INFP).
- Furthermore, the CPRS National Trainers have also been operational. They are playing important roles in the Trainers of Trainers (ToT) and in supervision at the regional and district levels, as well as actively contributing at the pilot phase of the Contracted School Project (PEC) in the Atsimo Andrefana region.

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- A Construction Unit has been set up within the Directorate of Land Property and Infrastructure (DPFI) of the Ministry of National Education (MNE). This has been the contribution of ILO thanks to this joint programme, and it has allowed the Ministry to have an updated mapping of all school construction by different donors.
- Within the Human Resources Directorate, the contribution of the WFP through this joint programme has strengthened the units of school feeding and that of school health, with a strong partnership with the unit of the School Nutrition Unit of the National Office of Nutrition (ONN). The two officers of these two units at the Ministry of National Education (MNE) have actively participated in the monitoring of school feeding. The Ministry has also helped in a pilot project on school nutrition in the district of Bekily in the Androy region and in the provision of training guides for the ToT and books on nutritional education. Moreover, de-worming and Water, Sanitation and Hygiene (WASH) campaigns are carried out twice annually, with a wider partnership with the participation of the Ministry of National Education (MNE), the Ministry of Health (MoH), the ONN and the WFP, especially in schools with school feeding activity.

As far as the capacity building of the staff at the decentralized/devolved levels is concerned, the following points are worth noting:

- In each region, some staffs have been trained to be coaches for educational staff in the districts for the implementation of the school-based action plan. As such, they have actively played the combined role of coach and supervisor with the support of the UNICEF Regional Technical Assistants (ATRs).
- For the management of the school canteen, there has been capacity building of the ToT at the regional and district levels. These ToT have then trained the committees (CLGs) on the daily management of the school canteen. Educational authorities at district (CISCO) and Municipality level (ZAP) also actively collaborate with the Food Aid Monitor (FAM) of the WFP in monitoring the committees.
- As far as construction is concerned, apart from the training provided to local constructors through A-RCT, the municipalities and educational authorities at district level (CISCO) were trained in A-MOD to ensure the process according to norms and to avoid corruption on the one hand, and to ensure the quality of construction on the other. Three representatives of each beneficiary community were also trained in the maintenance of infrastructure.
- A support on communication on the back-to-school campaign has been carried out.

However, there is a big threat in the implementation of the joint programme: During this period, there have been changes in staff at all levels of the Ministry, which has occurred with the change of the appointed minister. Some of the technical officers who received capacity building were changed by others, who had little knowledge of the joint programme activities. Consequently, this could jeopardize the implementation of the planned activities at all levels.

Reinforcing pre-service training centres

The implementation of the activities related to the strengthening of pre-service training centres that fit into the improvement of the quality of education has been carried out by UNICEF and the ILO. It is worth mentioning that the prevailing political context that marked the general election period in 2013 delayed the implementation of the activities related to the following four activities:

Construct pedagogical resources centres (CRP): To date, despite the great need of the CRP, only two are being constructed in the districts of Amboasary. This activity, which can have a great potential on the ongoing capacity building of teachers, especially the community-based teachers, needs to be given more importance. The existing CRPs are far from being sufficient to meet the growing need of teachers, let alone their equipment, both in terms of quantity and quality. It has to be noted that UNICEF is already in a process with the National Pedagogical Training Institute (INFP) to reconceptualize the centres in ways more appropriate to the context.

Equip regional training centres (CRINFP): Eight CRINFP in the regions where the joint programme is implemented have been equipped with renewable power energy sources and IT machines. Some newly built CRINFP where there has yet to be an electricity source have found that the power from renewable power energy sources is far from meeting their needs.

Capacity-build regional teacher trainers (CRINFP): This activity aims at providing accelerated training for the community-based teachers to improve their pedagogical practices, thus contributing to an improvement in teaching/learning. The end result of this training is the career development of those community-based teachers (FRAM) to be civil servants for those who are qualified. Nevertheless, it is still forthcoming and scheduled to take place as of August 2014. Furthermore, though not directly under this activity, training modules on the improvement of the teaching of Malagasy (the first Malagasy dictionary-encyclopaedia, especially for children over the age of eight, with a teacher's guide), mathematics and French have been developed by the pool of designers and the Trainers of Trainers (ToT), led by the National Pedagogical Training Institute (INFP) in-service training for primary school.

Revitalize pedagogical training centres: This activity is closely related to the ongoing in-service capacity building of teachers, both those who received pre-service and the community-based teachers. It focuses more on the assessment of the Pedagogical Resource Centres (CRPs) finalization of the training package to be available for the CRP "animateurs" and the revision of the guide for it. This activity is also still forthcoming.

The Axis 3 of this programme is aimed at assisting the Ministry in improving its institutional capacity in planning, management and communication from the central to decentralized levels through better governance and an enhanced accountability within the overall education system. The review team considers the presence of the Implementing Partners (IPs) at different levels to have made important contributions in keeping the system running during the transition period. The approaches of the ILO within construction, the WFP within nutrition and UNICEF with the school action plan have ensured the involvement of communities and parents in education, which has been crucial in a period of political unrest. At the same time, the IPs have assisted governmental structures at different levels, thereby ensured accountability for funds allocated through this programme in these times of uncertainty.

Conclusions, lessons learned and recommendations

One of the main objectives of the joint programme "Education for All in Madagascar" was to keep the educational system functioning during the transition period. The review team finds the activities implemented by UNICEF, the WFP and the ILO through this programme to have been an essential support to the system and one of the reasons why the educational system is still operational to some degree at the different educational levels after all these years of crisis. It has been challenging for the Implementing Partners (IPs) to relate to the changing and uncertain political situation, which has impacted strongly on their ability to plan and reach some of the targets that had been set.

Overall, the IPs have reached many targets, but they have also been flexible in conferring with *risk assessment*. This is well illustrated by the fact that they aligned their activities with the Interim Education Sector Plan (IESP), with the consequence that curriculum development and teacher education was put on hold in favour of more apolitical activities such as the distribution of school kits. In order for sustainability to be ensured, political will and commitment need to be present, particularly for issues that tend to be politically sensitive. On one hand, this has resulted in that important objectives set at the beginning of the programme period related to quality were not achieved. On the other hand, this has surely contributed to ensuring children's access to school. How UNICEF worked to ensure that quality indicators were met through other activities will be more visible at the end of the programme when all the indicators are available.

Even though the joint programme might have created more bureaucracy for the IPs, as the allocation of funds somehow has to pass through a coordinating agency and more joint working is demanded, it has given important contributions to the harmonization of UN activities within the field of education on the ground. It is not obvious that joint programmes work, but this programme has given important contributions to the educational sector, especially in a period when the Ministry of National Education (MNE), which before the crisis ensured a more harmonized collaboration with the different partners, was weakened. The review team finds the added value of the joint programming to overcome the possible complications it might have created, and would recommend to continue joint programming in the future.

During this programme period, the IPs have increased their efforts on Monitoring & Evaluation (M&E). The review team finds the 2013 annual report to be clear and informative, especially the summary of results (UNICEF, WFP & ILO 2014). It is difficult to assess results at the *impact* level during a period of unrest because we cannot only refer to the baseline, but have to take into account the changing political context. Results at the impact level (access, retention and drop-out), based on SMS monitoring will be available in the near future, and will provide inputs to compare results in schools where all three UN agencies are present with schools where only one or no agency is present, in addition to comparing regions that are concerned by the programme with those that are not. All agencies have done several evaluations. UNICEF has done an evaluation on the School Success Contract Programme (CPRS), which was recommended by the evaluation of Norwegian support to UNICEF in 2012 (Haas et al. 2012), even though this is not yet available. The WFP had an evaluation in 2013 (COEF 2013), whereas ILO had an internal evaluation, or rather a report of the implementation of their A-RCT approach in the Highlands in 2010 (BIT 2010). The report from the closing seminar of the former project in 2013 is also informative (COEF 2013). As previously suggested, the ILO should have an external evaluation of their approach with a focus on the South.

The implementation strategies of the IPs listed under the three axis in the 2013 goal hierarchy (see Annex 3) are all appropriate and effective in reaching the objectives of the programme, but not all have been appropriate to the political context in Madagascar over the past years. The full implementation of teacher training has been put on hold due to political circumstances. However, it should not be forgotten that work has been done on a consolidating- and political level, in addition to

the fact that 2014 was believed to be an important year for the implementation of teacher training. Construction, nutrition, school kits and inclusive education have proven to be good strategies to increase access and retention. We also got a good impression of the possible effects of inclusive education regarding the change of knowledge and the attitude of teachers during our visit to the north. Even so, what was lacking was a comprehensive teacher monitoring that could have helped us to better analyse the impact of teacher training on teachers' knowledge, attitude and skills. This is a preoccupation of UNICEF, and will hopefully be available in the future. To reinforce pre-service training is of huge importance, but this has somehow been hindered by the crisis. Nevertheless, it seems that the development of the Pedagogical Resource Centres (CRPs) and the development/revitalization of the teacher network could have been done to a larger extent. Furthermore, the provision of additional infrastructure to vulnerable schools could have been done despite the transition period, especially taking into consideration the improvement of the entire school environment where new classrooms have been constructed.

The School Success Contract Programme (CPRS) and working with decentralized levels have proven to be crucial for capacity building and institutional strengthening to take place. These actions at the grassroots- and decentralized educational levels seem to be one of the most important incentives of this programme to ensure *efficiency* despite a difficult situation. The implementation of a social pact through the parents' involvement based on the CPRS ensuring girls' education is a good illustration of this. The opportunities of ensuring capacity building through the UNICEF Regional Technical Assistants (ATRs) are also a good example of institutional strengthening. Still, we observed a big difference between different regions when it comes to the status of the ATR and their capacity to work with the regional educational office. This being a very important strategy, it should be followed closely, and every possible measure to strengthen the ATRs and their collaboration with decentralized levels needs to be promoted. This strategy is also closely linked with ensuring anti-corruption measures, including with regard to construction, food and the transmission of cash funds. Additionally, it also contributes to ensuring the *sustainability* of the programme while defining the bottom-up needs to be prioritized in the national educational policy.

The focus on including the local community, especially parents and local authorities, in the education of children, particularly through the CPRS and the Local school canteens management committees (CLGs), is also of huge importance when it comes to *sustainability*. Their involvement, as expressed by several of the people we interviewed, is the primary reason for many schools to exist. Parents' involvement in their children's education has a lot of good effects on children's learning, as it helps to give education importance, helps children come to school and helps to ensure that teachers and other educational personnel fulfill their obligations. Nonetheless, in the current Malagasy context, too much is expected from parents when it comes to a financial contribution, in particular to guarantee teachers' salaries.

There is one overall conclusion to be made, and that is related to the political context and the change of objectives. There has been a transfer of focus from curriculum development towards reducing the burden of parents. Funds that were meant for curriculum development were used to give pupils school kits. The review team finds this decision to be appropriate under the circumstances. At the same time, this has led to less of a focus on quality, as expressed by an educational authority at district level in Textbox 8. This is not to say that there has not been a focus on quality, for which the outcome is also difficult to measure, and which will be more visible when the final indicators are all in place.

Textbox 8:

"We work for access and then there are problems because we cannot guarantee what children learn in school. Parents are ready to send their children to school, but they do not have trust in the system"

(Educational staff at district level)

It is important now that the political situation becomes stabilized to make an effort for new educational policies in an open discussion between different parts of society. The Interim Education

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Sector Plan (IESP) from December 2012 is applicable until 2015, but the preparation of the review of the educational system has already started (République de Madagascar 2012). In July 2014, there was a retreat with the Ministry of National Education (MNE) and its Technical and Financial Partners (TFPs), in which quality was one of the major points on the agenda. In October 2014, the Ministry will invite actors and partners to a large conference in order to put in place an inclusive, accessible and quality education policy in line with sociocultural values, the Malagasy context and reality, which is responsive to the needs of globalization (<http://www.education.gov.mg/>).

In the fight to ensure access and retention, it is important to bear in mind what is really the function of education: Does it work as an instrument of empowerment? For the development of democracy, we rely on all citizens in society. How can education work as a catalyst for development in the best way? In this regard, content, language use and the quality of education play an important role. During a political crisis, these questions are difficult to relate to because they tend to be very political. At the same time, the basic principle for a well-functioning educational system in a democracy should be independent of politics. What is best for the children, their development and engagement in society should be the same, independent of the ruling party. An adapted curriculum, for instance using parents' competence in school to teach children about local customs and environment, will reinforce people's commitment in school. An example of results from including the local community in school is what has been achieved through the CPRS in the south of Madagascar. The collaboration on developing a school action plan has contributed to securing girls' right to education through a social pact that has been created.

Education should not only be instrumental to becoming a director or a bureaucrat, it should also be instrumental in helping people to improve their livelihood and manage their lives in a better way in the different contexts in the Malagasy society. See Textbox 9 for some of the answers we got from the pupils as to why they wanted to go to school.

Textbox 9:

"I want to know things."
"I want to get a job."
"I want to become a doctor."
"I want to become a teacher."
"I want to take the airplane."
"I don't want people to exploit me."
(Primary school pupils)

Lessons learned

Key lessons learned that have been identified by the review team are the following:

- There needs to be a focus on access and quality; otherwise there is a risk that people will lose trust in the educational system (see citations in Textbox 10).
- During this unstable political period, UN organizations were crucial in contributing to keep the system functioning. Norwegian support to UNICEF, the WFP and the ILO was essential in order to limit the consequences of the crisis and keep the system afloat.
- The joint programming has motivated for more harmonization in the planning and reporting of educational activities by the three Implementing Partners (IPs). One important consequence is that the IPs have started to work in the same school, which ensures that where schools are constructed, children also get food, the community participates on different issues and teachers receive training.

Textbox 10:

"While we solve some challenges, we create others."

(CISCO Chief)

"We are victims of our own success."

(UNICEF staff)

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- When the capacity of the Ministry of National Education (MNE) is weak, there is less harmonization of initiatives within the education sector.
- The status and increasing number of the community-based teachers, as well as the lack of payment of those teachers' salaries during this period, have had a huge impact on the educational system. There is a lack of discipline and the relationship between the community and the schools is at risk of deteriorating.
- The instability of the Ministry staff is an obstacle for capacity development and institutional strengthening, and does not favour sustainability.
- The parents' commitment in school is of high importance, but it cannot take away the State's responsibility to provide education for all (see Textbox 11). When too much responsibility, particularly financial, is given to parents regarding their children's' education, there is a risk of increased drop-outs.
- The question of language is too politicized, which hinders a fruitful discussion around the best approaches to learn in- and learn the mother tongue and foreign languages based on pedagogical arguments.
- Based on the appearance of youth gangs in Antsiranana, which was a big concern emphasized by many of those we talked with, it has to be noted that youth need more educational opportunities beyond primary school.

Textbox 11:

"When I went to school, it was the school of the State and it was for free. Now, the community is responsible and they have to pay for the children to go to school."

(Parent)

Recommendations

Norway is recommended to:

- Continue support for joint programming in order to improve harmonization and create a more tangible concentrated impact.
- While giving support to joint programming, ensure that the different Implementing Partners (IPs) are not affected as to the implementation of their activities if one agency faces problems such as a misuse of funds.
- Give support mainly to the Malagasy educational sector through UN organizations until proper Monitoring and Evaluation (M&E) and transparency at all levels in the MNE are assured.
- For cost efficiency, and for the sake of sustainability, support the Ministry's development of the educational sector plan and strive progressively to give direct support to the MNE in collaboration with the IPs.
- Focus its support on quality. Improving teachers' competencies and qualifications should be the primary areas of concern.
- Continue support to construction/rehabilitation and health/nutrition, which are all important factors to ensure access and retention.

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- Encourage approaches that promote local development, such as the ILO's A-RCT approach in construction.
- Prioritize support to the MNE's efforts in seeking contextualization of the curriculum, with UNICEF as the IP and in collaboration with other technical and financial partners and research institutions by keeping in mind the question: What is the ultimate goal of educating Malagasy children and youth?
- Norway has given support to primary education in Madagascar for a long period of time and this is still needed. However, support should also be given to higher levels of education to contribute to a better harmonization of the entire educational system.

Implementing partners are recommended to:

- Continue joint programming. No agency should be considered as a lead agency, but rather a coordinator ensuring better harmonization.
- Improve the joint monitoring of activities when visiting schools.
- Continue carefully and repeatedly to evaluate their roles in terms of transmitting responsibility to state structures, while taking transparency into account.
- Continue to have regional staff, and ensure that these have a good competence in transparency and Monitoring & Evaluation (M&E). Strengthening M&E systems are important, and should be reinforced through the regional staff. The DIANA DREN is a good example of how UNICEF Regional Technical Assistants (ATR) can contribute to promote systems that ensure more transparency.
- Follow the MNE guidelines for compensation/-allowance and indemnity to be given to the MNE staff. If not, there is a risk that the MNE staff will prioritize the most economically attractive trainings, and not the training that is mostly needed.
- More strategically focus on the quality of education and ensure that learning outcomes are according to the needs of Malagasy pupils. This can be done through ensuring that national learning outcomes (specific competencies according to the national curriculum), are broken down to local, class and individual level, and are assessed by the teacher through semester plans in collaboration with parents. Improving the system for measurement and availability of data on learning outcomes should be done in close collaboration with the Ministry at different levels. This will help develop evidence-based policy with regard to the quality of education.
- Continue to support the harmonization of teacher training and frameworks for the recruitment, entitlements and working conditions of community teachers. Trainings to reinforce teacher's competencies should strive to work in closer collaboration with region-based branches of the
- Implement and pay close attention in future programming to teacher monitoring so that it will be easier to assess whether capacities such as awareness, knowledge, attitude and skills have been strengthened through teacher training. This could be done by identifying which competencies in the national teachers' competency framework that specific trainings should help develop and which therefore should be monitored after the trainings.
- Sensitize educational structures and the population in general about different pedagogical approaches when it comes to teaching and learning foreign languages, in addition to the importance of using the mother tongue as the language of instruction. This could be done within the framework of inclusive education, School Success Contract Programme (CPRS,

Review of the joint programme "Education for All in Madagascar (2011-2014)"

now the PEC) among others. Closely follow recommendations 12 and 18 in the 2013 evaluation of the EFA in Madagascar, including the reform, that recommended to continue experimenting and documenting the activities of the reform and focus on communication (School-to-school International & Education Network 2013:123-125).

- Use the local Small and Medium Enterprises (SMEs) constructors trained within ILO's A-RCT approach in construction to support local development. The ILO is recommended to do an external evaluation of their HIMO, A-MOD and A-RCT approaches to construction, with a focus on the south. Their approach is not well known, and communication on this matter needs to be strengthened. The ILO should share its database on those trained SMEs with other agencies to help capitalize on competencies and enhance the creation of job opportunities. This will also promote *role models* in local societies that illustrate the possible benefits of education.
- Consider the ILO's HIMO–A-RCT approach in order to improve the local production of food for school canteens. With an A-RCT approach, persons with some competencies are selected and trained in collaboration with the municipalities. This encourages the development of local labour and enterprises.
- Consider smaller rehabilitation projects in order to improve the entire school environment. Rehabilitation can be expensive, even more than new construction, but smaller rehabilitation and dotation of material should be considered. Latrines should be provided where needed in schools benefitting from classroom construction and canteens.
- Include education on secondary level- and vocational training in future programmes.

The Ministry of National Education (MNE) is recommended to:

- Give a high priority to set up a Monitoring & Evaluation (M&E) system that ensures transparency.
- Give a high priority to ensure transparency in financial issues, as well as in the recruitment of technical staff at all levels.
- Continue to improve teachers' status and recruitment. This is crucial to ensure quality and reduce parents' burden. The region-based branches of the national teacher training agency (CRINFPs), Pedagogical Resource Centre (CRPs) and teacher networks are important institutions at the regional and local levels that should be reinforced.
- Update the guidelines for harmonizing compensation/-allowance and the indemnity of the MNE staff, and require its Technical and Financial Partners (TFP) to follow them.
- Developing measures to stabilize the educational staff at different levels (Ministry level, DREN, CISCO, ZAP) in order to avoid losing competence achieved through capacity building and institutional strengthening. The recruitment of technical staff should be based on competence.
- Review pedagogical approaches, including the use of and the teaching of Malagasy and foreign languages in school, based on research and taking into account the context in which Malagasy children are learning and teachers are teaching. Since linguistic policy has been proven to be sensitive, it should be debated and decided upon in a professional atmosphere without seeking to set one language against another, but rather as coexisting and mutually supporting language resources in both society and school.

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- Consider the development of quality in education, including curriculum development, the language of instruction and teacher's competence, which suits the context of the Malagasy education system to build the competencies needed by Malagasy children.
- Take into account the different educational levels in order to create an efficient educational system. The secondary and tertiary level, as well as vocational training should all be given some attention.
- Consider stipulating that schools that are supported with canteens and that have preschool classes need to include the preschool children into their rationing.

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List of interviewees

I. NORWEGIAN EMBASSY SECTION

Janne M. Knutrud, Advisor
Helga Torskenæs, Programme Officer

II. IMPLEMENTING PARTNERS

UNICEF Antananarivo Office

Graham Lang, Chief of Education Section
Matthias Lansard, Education Specialist (Institutional Relationship)
Tracy Sprott, Education Specialist, (Joint Programme and EU Gap Fundings)
Roger Ramanantsoa, Education Specialist (CPRS)
Randrianjala Lalao, Education Officer (Inclusive Education)

ILO

Benjamina Rakotomavo, National Coordinator of HIMO Projects
Harivao Fils Rakotonirina, Chargé de Programme Bureau de Pays de l'OIT (Madagascar, Comores, Djibouti, Maurice et les Seychelles)

WPF Antananarivo Office

Naouar Labidi, Directeur Adjoint
Adria Rakotoarivony, Programme officer

III. LOCAL EDUCATION GROUP

Harisoa Rasolonjatovo, Education Specialist, World Bank Madagascar Office
Daniele Rabenirina, Chargée de Projets, Agence Française de Développement

IV. NGO

Handicap International

Alphonse Kananura, Country Director
Edith Ramamonjisoa, Chef de projet Education Inclusive
Anne Burtin, Coordinator of operations
Paul Lynch, Evaluator

V. MINISTRY OF NATIONAL EDUCATION

Secretariat General

RABESON Rolland Justet, General Secretary

Direction de l'Education Fondamentale (DEF)

Irish Parker, Director
Ratsimbazafy Mandavololona, Chef de Service Programme et Vie Scolaire

Coordination Cantine Scolaire

Rasoahoby Dôdy André, Coordinateur

Direction des Ressources Humaines

Division Santé Scolaire

Rasolofonirina Stephen, Responsable
Rajaonarivony Bruno, Collaborateur

Direction de la Planification de l'Education

Andrianalizandry Joel Sabas, Director

INFP

Andriamadimanana Sandy, Director
Maka François, Chef de Département Formation Continue du Primaire

Office National de Nutrition (ONN)

Razafindrazaka Mbolamamy, Responsable Nutrition Scolaire

A. ANDROY

DREN Androy

Rakotonambinina Jonastin, Chef de Service Education Fondamentale
ZeazoMeltine, Chef de division statistique et carte scolaire
Rajozonjanahary Volarson, Chef de division, SEF
Andrindrainy Jean Prostin, Particular Secretary (Secrétaire particulière)

CRINFP Ambovombe

Rakoto Jacques, Coordonateur
Rahamelon Regis, Surveillant Général
Razafimandimby Benjamin, Surveillant
Ezoentana, Econome
Razafindrabozy Lalaina, Secretaire Particulier

CRP Ambondro

Fanambina Dieu Donné Emile, Chef ZAP
Rasonjo Christine, Responsable CRP Ambondro
Randriambololona Paul Christian, Responsable Matériel CRP Ambondro
Rakotoson Honoré Bernard, Director EPP Ambondro

UNICEF

Bernard, ATR UNICEF Androy

ILO

Rabeony Charles, Administrateur de Programme, BIT-HIMO Taolañaro
Ratsimbazafy Roger, Administrateur de Programme, BIT-HIMO Taolañaro

We met with 2 engineers employed by the ILO to train and follow-up on the construction made by A-RCT and local enterprises in Tsihombe and 3 persons in charge of Small and medium enterprises.

WFP

Henrique Alvarez, Chef de Bureau
Toky Rakotonjanahary, Supervision programme cantine scolaire Anosy_Androy
Rakotondrasoa Herinjato, Programme Officer
2 Food Aid Monitors (FAM)

CISCO TSIHOMBE

Ratsarafidy Nahitsinjo Espérance, Chef CISCO
Monja Solobert, Adjoint aux Programations

EPP Andrantino

Rigole Parfait Antoine, Chef ZAP Imongy
Manjoasa Monja, Director

Focus group with:

- Teachers (3)
- Mothers (8) and fathers (10)
- Pupils

EPP Tsihombe Centre I

Mbola Tovosoa Jean Patrick, Chef ZAP Tsihombe Est

Review of the joint programme "Education for All in Madagascar (2011-2014)"

Sabenirina Jean Paulin, Director

Focus group with:

- Teachers (11)
- Mothers (8) and fathers (3)
- Pupils

EPP Tsihombe Centre II

Soja Leonar, Chef ZAP Tsihombe Ouest
Mrs Ramanandraibe Marie Clarisse, Director

Focus group with:

- Teachers (6)
- Mothers (5)
- Father (1)
- Pupils

CISCO AMBOVOMBE

Rason José, Chef CISCO,
Soanirina Arlette, Adjoint aux Programmation
Ramanantenasoa Hélène, Responsable de Projets

EPP Centre Ambovombe

Masy Pauline, Director
Raveloarijaona Raphaël, Deputy Director

Focus group with:

- Teachers (3)

Interview with Chef Fokontany

B. ANOSY

DREN Anosy

Tata André Solo, Chef de Service Administratif et Financier

EPPAndramaka

Randrianjaka Roland, Director
Ifanja Gabriel, Chef ZAP

Focus Group with:

- Teachers (5)
- Pupils
- CLG

EPP Ampasy Morafeno

Maurice Martin, Director
Mitahy Vola Fritaude, Deputy Director

Focus Group with:

- Teachers (2)
- Pupils

C. DIANA

DREN DIANA

Zarabe Marcelin, Chef Service Administratif et Financier
Vonizara Perpetue, Chef de Division Inspection & Encadrement, Coach CPRS

Review of the joint programme "Education for All in Madagascar (2011-2014)"

Jaohamatra Richard, Chef SES/FM

UNICEF

Ratsimbazafy Olivas Josias, ATR

CRINFP Antsiranana:

Aneva, Coordinatrice Pédagogique

CISCO ANTSIRANANA II

Mourtallah El Khattib, Chef CISCO,

Rosette André, Adjoint Pédagogique

EPP Antanamitaraña:

Interview with Mrs Maimouna Issa Charles, Director

Meeting with a child living with and handicap and her mother (home visit)

Focus Group with:

- Teachers (3)

CISCO ANTSIRANANA I

EPP SCAMA

Interview with the Director and the teachers of a 'classe intégrée' for children living with handicap and meeting with children

CISCO AMBILOBE

Bemanjary Gaston, Chef CISCO

Andriamanonga Viviane, Adjoint Pédagogique

EPP Antsoha

Andrianasolo Bernard, Director

Focus Group with:

- Teachers (4)
- Mothers (10)

EPP Saingaloko

Mbaka Soamaniry Sylvia, Director

Focus Group with:

- Teachers (4)

Interview with Chef Fokontany

CISCO NOSY BE

Ziady, Chef CISCO

Alima Jaohassany, Adjoint Pédagogique

EPP Orangea

Interview with the Director and a member of the parents' association (FRAM)

EPP Antanamitaraña ("Ecole Mère" and Reform School")

Focus group with:

- Teachers (8)
- Parents (5) and Chef Fokontany

Annex 1: ToR. Review of the joint programme “Education for All in Madagascar”

Terms of Reference

Review of the joint programme “Education for All in Madagascar”

(MAG-10/0012)

1. Background

The Norwegian Ministry of Foreign Affairs (MFA) and UNICEF signed a letter of exchange in November, 2011 regarding support to the programme “Education for all in Madagascar”. The programme is a joint programme between UNICEF, ILO and WFP with UNICEF being the lead partner. The MFA has made a grant of 137 million NOK available to finance this programme during the period 2011-2014. The grant has been distributed between the activities of UNICEF, WFP and ILO. This joint programme builds on previous support to the education sector in Madagascar where Norway has supported the education sector through separate agreements with UNICEF, ILO and WFP. This is, however, the first time a joint programme between these three partners is supported by Norway within the education sector in Madagascar.

The overall goal of this joint programme outlined in the letter of exchange has been to address in a complementary manner the priorities identified in the Education for All programme approved by the government of Madagascar and thirteen development partners in 2009. This included the support to an Education Reform whose origins were outlined in the Madagascar Action Plan, 2007-2009.

Unfortunately, with the 2009 political crisis, political support for the education reform was lacking and it has not been possible to mainstream this reform. The government of Madagascar has, however, developed an interim education sector plan covering the period 2013-2015. Due to the development of this interim plan it has been agreed that the joint programme should realign in order to support the government to make progress towards the new targets of the interim sector plan. Based on this decision the partners developed and agreed upon a revised result matrix for the joint programme in 2013.

The overall objective of the programme remains the same and is to contribute to improved access and quality in education in a context where political uncertainties remain pervasive and education financing uncertain. This is in line with the interim sector plan which has the following objectives: improving access and retention, improving the quality of education, and institutional strengthening.

2. Aim, Objectives and Purpose of the Review

This review is initiated as part of the regular follow up of Norway's support to this joint programme where the aim is to document and analyse the results obtained in this programme as well as to identify lessons learnt and recommendations for future support to the education sector in Madagascar.

The objectives of this review are to:

- Examine how the joint programme has been implemented relative to the objectives set out. Have the objectives of the programme been reached? What are the key results of the programme?
- Assess the partners' ability to plan, implement and monitor the programme
- Identify lessons learnt and recommendations which can be used by UNICEF, ILO and WFP, the Embassy Section, Norway, the Ministry of National Education and other partners involved in the education sector in Madagascar
- Provide recommendations for possible future cooperation with the UN partners within the education sector in Madagascar

The conclusions of the review will be an important source of information for the strategies and future planning of Norway's support to the education sector in Madagascar. Moreover, the findings and recommendations of this review will contribute to the development of future strategies within the education sector, especially strategies related to the implementation of the education interim sector plan.

3. Scope of work

Based on review of reports/documents, meetings with government representatives, staff at the Norwegian embassy section, the UN partners and other stakeholders within the education sector as well as field visits to selected project sites/schools, the work should include, but not necessarily be limited to, the assessment of the following specific focus areas and questions:

A. To what extent has the programme reached its objectives and contributed to the achievement of the national education goals?

- How has the programme contributed in improving access and retention?
- How has the programme contributed to improving the quality of education?
- How has the programme contributed to institutional strengthening?
- Have the implementation strategies been appropriate and efficient in reaching the objectives of the programme?

B. The sustainability of the programme activities

- Has the programme contributed to strengthening the capacities of national stakeholders such as the MNE, INFP, ENS and others? If so, how?
- What is the impact of strengthened capacity-building of the teachers and teacher networks, school-based action plans, decentralised/deconcentrated entities and communities?
- Has the programme strengthened the communities' involvement in education? If so, what impact has it had on enrolment, retention and quality indicators?

C. The partners' role in implementing this programme

- Have the partners managed the programme in a timely and efficient way?
- Have funds been spent in an effective and efficient manner, and have the administrative and financial control mechanisms, including anti-corruption measures, been satisfactory?
- Do the partners have appropriate monitoring and evaluation mechanisms in place, and are they able to document results/effects produced by the programme?
- Have the partners been able to work jointly when implementing this programme and can any results with regards to the benefits of having a joint agreement between several UN agencies be identified?
- How have the partners collaborated with other stakeholders within the education sector?
- Have lessons learnt and recommendations from reviews of previous agreements prior to 2011 been followed up in this programme?⁵

D. The main challenges in the implementation of the programme

- Have the partners conducted appropriate risk assessments and been able to overcome the challenges identified in the risk analysis throughout the programme period?
- What other obstacles were faced in the programme implementation and were these obstacles adequately addressed throughout the programme period?

E. What lessons can be learned from the programme both in terms of what to prioritize and how to work?

- What are the lessons learnt and recommendations to the UN partners' future work in the education sector in Madagascar?
- What are the lessons learnt and recommendations for future support from Norway to the education sector in Madagascar?

4. Information sources

The literature suggested below should be consulted in preparation of the assignment. This list is not to be considered complete:

- Proposal, Education for All in Madagascar, joint programme submitted to the government of Norway by UNICEF, WFP and ILO Madagascar, 2011
- Letter of exchange (agreement) dated November, 2011.
- Minutes from annual meetings between the UN partners and Norway
- Norway Donor Progress Reports
- End review of previous programmes between Norway and UNICEF, 2012 and Norway and ILO, 2014.
- National education statistics prepared by the Ministry of National Education
- Interim Plan of the Ministry of National Education (2013-2015)
- Madagascar Action Plan 2007-2009

⁵ An end review was conducted in 2012 of two UNICEF supported programmes. A review was also done in 2013/2014 of an ILO programme supported by Norway.

- “Elaboration d’une politique de développement de carrière des enseignants non-fonctionnaires (maîtres FRAM”. EU PASSOBA (novembre 2013)
- “Madagascar – Education in Time of Crisis”. World Bank (2013)
- MDG Household Survey report, INSTAT (2013)
- UNDAF 2012-13 ; UNDAF extension matrix for 2014 ; CCA 2012 ; draft UNDAF 2015-19
- SITAN, UNICEF (2014)
- Evaluation de l’appui À l’Education Pour Tous à Madagascar : Les activités clés du plan EPT 2007 financées par le Fast Track Initiative durant la période 2009-2012 ; La mise en œuvre de la Réforme de l’Education Fondamentale. School-to-School International. (September 2013)
- CPRS Evaluation (2014)
- The Essential Package : twelve interventions to improve the health and nutrition of school age children , UNICEF and WFP
- Plan National d’Alimentation, de Nutrition et de Santé Scolaire (PNANSS II) (2013 – 2015)

5. Implementation

Timetable

It is desirable that this review is completed by August, 2014, but it must be completed at the latest by 15th September, 2014. The field work of this review should take place in May or June, 2014 and be completed before the school holidays begin in July, 2014.

The review should be implemented in 4 stages.

Stage 1- desk based field work preparations

- Reading of background documents (please refer to the list of documents above)
- Preparation of field work plan and data collection tools/methodology including how many regions/districts (CISCOs) to visit. The plan/tools should be discussed with the UN partners and approved by Norad.

Stage 2- field work

- Meetings and interviews with the UN partners as well as central stakeholders within the Ministry (MNE) and cooperating institutions/organisations. Contacts should be made with MNE staff and other relevant actors, including the Institut National de Formation Pédagogique (INFP), Direction de la Planification et de l’Evaluation (DPE), Direction de l’Education Prescolaire et de l’Alphabetisation (DEPA), Direction des Ressources Humaines (Service de Nutrition et Sante Scolaire), Direction Generale de l’Education Fondamentale (DEF and SCE), Secretariat General,, Direction de la Communication, relevant DRENs,). DPFI (Direction des Patrimoines Fonciers et des Infrastructures)
- Field visit to partner institutions and project sites and interviews with education officers (ATRs, programme officers, food aid Monitors, engineers at local level)
- School visits
- Development Partners (PTF)

- Debriefing with the UN partners and the Embassy section, possibly the government concerning the first results of the study

Stage 3 –post field work period

- Analysis of results from the field work
- Joint writing up of the report between the international and local consultant
- Presentation of the first draft of the report to Norad, the Embassy Section and the UN partners. This report should be presented within 10 working days after the field visit.

Stage 4- Finalising the report

- Submission of comments to the draft report by Norad, the Embassy Section and the UN partners
- Finalisation of the report based on comments received. The final report should be finalised within 10 working days after receiving comments to the draft report.

Norad, the Embassy Section and the UN partners will provide relevant documents regarding the programmes.

Team composition

The team will consist of one international and one local consultant. The local consultant will be recruited and paid directly by the Embassy Section in Madagascar.

The international consultant should have the following competencies:

- Expertise in the domain of education or related social sciences (MA or PhD)
- Extensive experience from both quantitative and qualitative reviews/evaluations within the education sector
- Excellent report writing skills
- Knowledge of the Malagasy context, preferable within the education sector
- Knowledge of multilateral organisations preferably within the education sector
- Knowledge of development cooperation
- Fluency in English and working knowledge in French
- Knowledge of Malagasy language would be an asset
- Good presentation skills

The local consultant should possess some (but not all) of the skills above. In addition the consultant should be familiar with the education sector in Madagascar. Knowledge of English in addition to French and Malagasy is also a requirement, since the report will be written in English.

The international consultant will be the team leader of this review. In addition to providing substantive inputs to all activities listed above; the international consultant will ensure the following:

- Effective coordination of the assignment with the other team member
- Ensuring good, open communication with i) Norad ii) the Norwegian Embassy Section in Antananarivo iii) UN partners.

- High quality and in-time delivery of outputs against TOR

The consultants must organize the meeting programme for the review, hotel and airline tickets and local transport themselves.

The local consultant will be responsible for facilitating the field visits in Madagascar including arranging meetings and interviews with partners (UN partners, relevant national and local government official and other partners in Madagascar).

The total time frame of the consultancy is set to 30 working days for the international consultant. It is estimated that 15 out of the 30 working days will be spent on conducting field work in Madagascar. The time frame of the local consultancy is set to up to 25 working days.

The tender replies should specify a fixed price including the consultant's profit, social and administrative costs as well as all travel related costs (see invitation to tender for more information).

The consultant will be responsible for any tax obligations.

Reporting

The review report should include brief background information on the programme, major findings, conclusions and recommendation as well as an executive summary not exceeding 4 pages. The report itself should not exceed 30 pages excluding the executive summary and annexes. The report should be written in English. An electronic version should also be submitted. The local consultant should be responsible for preparing a summary of the report in French and/or Malagasy.

Summary of tentative time table:

Phases	Responsible	Calendar
Selection of consultants:		
Preparation of Terms of Reference	Norad/Embassy Section/UNICEF	January
Finalisation of the ToR	Norad	February
Selection of external reviewers	Norad	March
Evaluation:		
Document review	Consultants	April/May
Preparation of work plan and methodology	Consultants	April/May
Approval of the methodology and data collection tools (preparation meeting)	Norad	April/May
Logistics (organisation of meetings /	Local consultant with	May

interviews)	support from UNICEF/Embassy section	
Field study in Madagascar (meetings / interviews with UNICEF, WFP, ILO, MNE, partners)	Consultants	May/June
De-briefing and exchange with Embassy section/UN partners	Consultants	May/June
Reporting:		
Preparation of the report	Consultants	June
Sharing of draft report	Consultants	June
Comments on draft report	Norad/Embassy Section/UNICEF/WFP/ILO	June/July
Final report	Consultants	July
Distribution:		
Distribution of the final report	Norad/Embassy section	July/August

Annexe 2: Fieldwork plan and methodology

Review of the joint programme “Education for All in Madagascar” (2011-2014) - Fieldwork plan and methodology

Fieldwork plan

The fieldwork for the review of the joint programme “Education for All in Madagascar” (2011-2014) will take place from the 23 May to the 5 June. Ellen Vea Rosnes and Aymérillot René Manarinjara will conduct the fieldwork. They will meet with the Norwegian Embassy Section, implementing partners, other development partners and different departments at the Ministry of Education in Antananarivo. They will visit four CISCOS in three DRENs. The regions of Anosy and Androy were chosen due to the presence of all three implementing partners. The region of DIANA was chosen due to their involvement in CPRS for a long period of time.

Selection of CISCO and schools

The field visit will include visits to four CISCOS in three DRENs. In addition to ensuring CISCOS where all the three implementing partners are present, the CISCOS should be identified considering to the following criteria:

- One of the CISCOS in the DREN with the best results when it comes to drop-out- and retention rates.
- One of the CISCOS in the DREN with the lowest results when it comes to drop-out- and retention rates.
- One of the CISCOS should be among the 20 reform CISCOS.

The selection of schools should be made considering the following criteria:

- Schools with good results when it comes to drop-out- and enrolment rates.
- Schools with challenges when it comes to drop-out- and enrolment rates.
- Schools that have been engaged in CPRS for different periods of time (e.g. 10 years, 5 years, 1 year, schools that are waiting to be approved).
- Schools in areas with teacher networks.
- The degree of engagement in inclusive education. Both schools that have an active policy on inclusive education and those who have not should be included.
- The degree of engagement in canteen management committees (CLG). Both schools that have active and less active CLGs should be included.
- Schools constructed with different HIMO approaches.
- Urban and rural schools.
- The degree of engagement from the local community. Both schools in active communities and in communities with challenges on this issue should be included.

Methodological considerations

<p>Socio-economic context</p>	<p><u>Political context</u></p> <p><u>Risk assessments</u> Obstacles <u>Document analysis</u> <i>Semi-structured interviews</i></p>	<p>Civil society context</p>
<p>Official plans</p> <p>What are national education goals?</p> <p>EFA plan, adjusted in June 2010 Interim Plan of the Ministry of National Education (2013-2015)</p> <p><i>Document analysis</i></p>	<p>Joint Programme “Education for All in Madagascar”</p>	<p>Effectiveness, Efficiency, Impact, Sustainability</p> <p>Objectives and contribution to the achievement of national education goals? (<u>access</u>, retention, quality of education, institutional strengthening, efficient and appropriate strategies?) <i>Document analysis</i> <i>Semi-structured interviews</i> <i>Observation</i></p>
<p>Development discourse <u>Norad</u>, UN organizations</p> <p>The partners’ role in implementation. (Administrative and financial, monitoring and evaluation, jointly work, collaboration) Have the implementing partners had an influence on policy-level? <i>Document analysis</i> <i>Semi-structured interviews</i></p>	<p>National Stakeholders</p> <p>Educational authorities at different levels, Principals, Teachers, <u>Chef Fokontany</u>, Local development committees.</p> <p>Regional educational goals. Awareness of national education goals. Has capacities of national stakeholders been strengthened? <i>Document analysis</i> <i>Semi-structured interviews</i> <i>Observation</i></p>	<p>Rightholders Pupils, Parents</p> <p>What goes on in the classroom? Communities’ involvement in education (<u>enrolment</u>, retention and quality). <i>Observation</i> <i>Focus groups</i> <i>Home visits</i></p>

This table illustrates the different factors that will be taken into consideration through the work with this review in order to document and analyze to what extent the joint programme “Education for All in Madagascar” has reached its objectives and contributed to the achievement of the national education goals.

The programme has been implemented in a society affected by a political crisis for a long period of time. The socio-economic, political and civil society context at different levels is important to take into consideration in order to understand the society in which this programme has been implemented. To what degree the partners have conducted appropriate risk assessments and been able to overcome the challenges at different levels in the Malagasy society will be an important question that is intended to be approached through document analysis and semi-structured interviews. Other obstacles that were faced during the programme implementation and how these were addressed will also be a focus. When it comes to official educational plans, the programme was in the beginning based on an adjusted EFA plan from 2010 and during the programme period, programme objectives were aligned with the Interim Plan of the Ministry of National Education. An analysis of the changing objectives in line with changing political priorities will be an important issue for this review. How the development discourse of Norad and UN organizations have influenced the programme will be described in order to analyse their role in its implementation. These questions will be approached through a document analysis and an analysis of semi-structured interviews with implementing partners and ministry departments.

One of the most important aspects of the review is the partners` role in the implementation of the programme when it comes to administrative and financial issues, monitoring and evaluation mechanisms, the joint collaboration between the partners, collaboration with other stakeholders and whether lessons and recommendations from former reviews have been taken into consideration. Questions to be assessed concern how efficiently funds have been spent with a focus on administrative and financial control mechanisms and anti-corruption measures. Further to what extent convincing results/effects have been produced by the programme and may be documented. Have the implementation strategies been appropriate and effective in reaching the objectives of the programme?

In order to analyse the sustainability of the programme this review seeks to describe how the programme has contributed to strengthening the capacities of stakeholders at different levels (educational authorities, principals and teachers). Semi-structured interviews will be conducted to get an impression of effects of the programme, how capacities such as awareness, knowledge, attitude and skills have been strengthened. In addition class-room observation will be conducted to see if capacities are used in practice. Observation of schools and class-rooms will also give an impression of the learning environment of the children and how outputs relating to school building and canteens have been met.

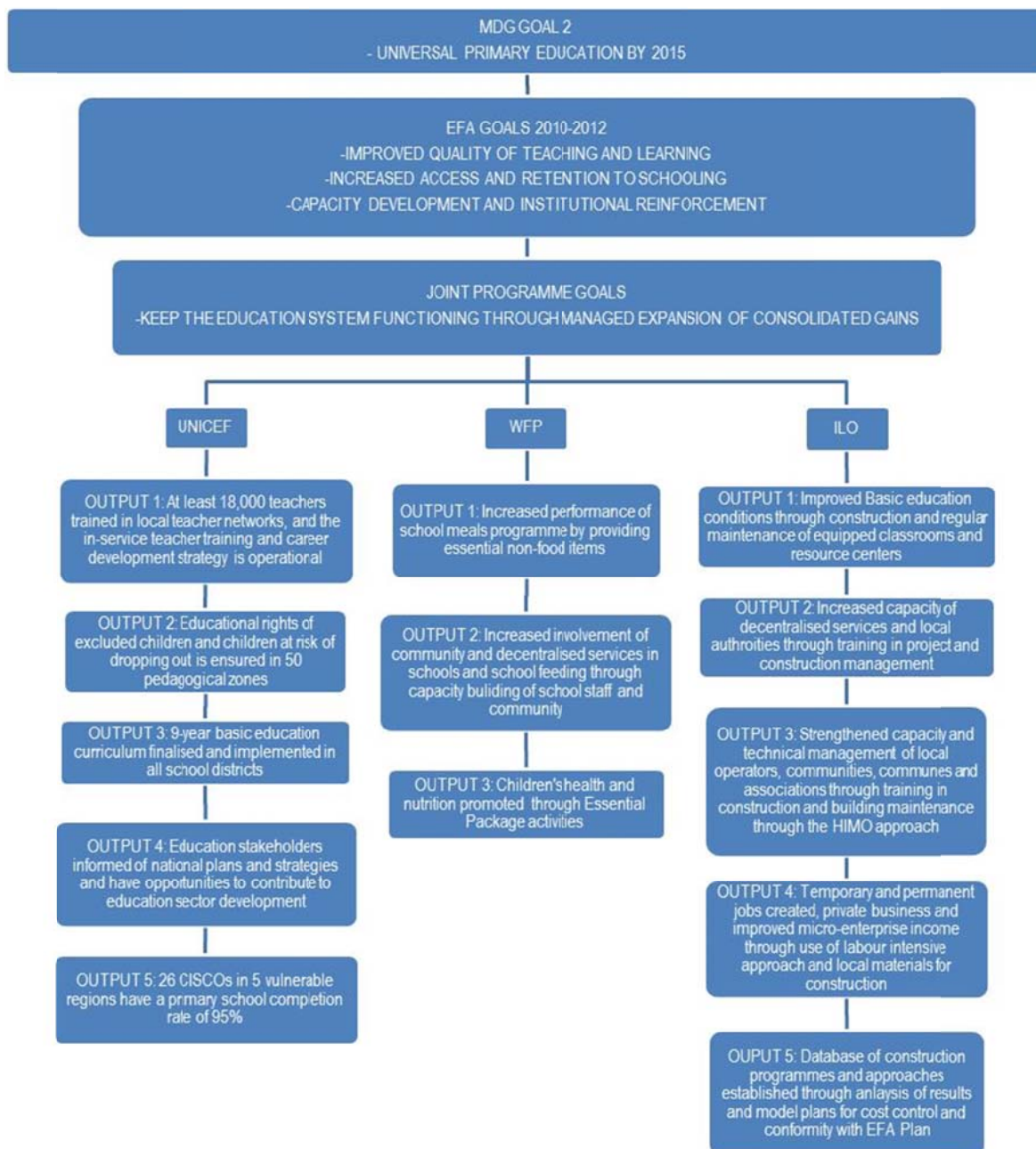
Local chiefs and development committees in societies where schools have been supported will be interviewed about the link between the school and the local society and how the community has been involved in educating their children. This question will also be approached through focus groups with parents, mothers, fathers and children separately, and home visits. Meetings with parents and children will give an opportunity to talk with rightholders in their own environment about the education of their children and their involvement. The link between local involvement and indicators on enrolment, retention and quality will be analysed, if available.

The review team consists of two international consultants and one national consultant. One of the international consultants will, in collaboration with the local consultant, conduct the fieldwork and

draft the report whereas the other international consultant will participate in the planning and finalizing the report. In order to ensure that both international and local perspectives are taken into consideration in this review, a close collaboration is anticipated in every step of the work. It is expected from both consultants that they conduct interviews, make notes, make analysis and draft parts of the reports.

We believe that a document analysis, analysis of semi-structured interviews with implementing partners and stakeholders at different levels in addition to focus groups, home visit and observations will give important insights to what extent the programme has reached its objectives and contributed to the achievement of national educational goals, mainly when it comes to improving access, retention and the quality of education. It will also give important insights into how these goals take into consideration local priorities and views. This will hopefully give valuable inputs on lessons learned and recommendations to the UN partners and to Norway about their future support to the education sector in Madagascar. Which areas should be prioritized and which implementation strategies seem to be the most suitable in today's Malagasy context?

ANNEX 3: Goals hierarchies



MDG GOAL 2:

EFA Goals:

Improved Quality of Teaching and Learning
Increased Access and Retention of Schooling
Capacity Development and Institutional Reinforcement

JOINT PROGRAMME GOALS:

Keep the Education System functioning through Managed Expansion of consolidated Gains

Impact 1: Primary School Net Enrolment Rate (82%)

Impact 2: Primary School completion rate (65%)

Impact 3: Drop out rate at primary level (11%)

AXE 1: Improving Access and Retention

Outcome 1: By the end of 2014, the education system is reinforced to ensure that children stay in school and that the number of children not going to school is reduced by 10%

Develop structures to accommodate children

Reduce the burden of parents

Ensure the nutritional needs of children in areas of food insecurity

Improve the inclusion of excluded children

AXE 2: Improve the quality of teaching

Outcome 2: By the end of 2014, the quality of teaching in classrooms is reinforced and teachers are trained to ensure the improvement of the learning environment which will contribute to better learning outcomes and a 5 % increase in completion rates in targeted zones

Improve the school environment

Improve teachers' competencies and qualifications

AXE 3: Institutional Strengthening

Outcome 3: By the end of 2014, institutional capacity in planning, management and communication throughout the Ministry, from central to decentralized levels, is stronger and aligned to PIE, as a result of better governance and enhanced accountability within the overall education system

Generalise the school-based action plan approach

Reinforce the process of decentralisation/deconcentration of the management of the system by developing partnerships at all levels

Reinforce the pre-service training centres

ANNEX 4: Comparison between the previous and the New Results Matrix

1. Immediate Result 1: Support to the national educational system

Expected results	Axe and Activity in the New Results Matrix
1.1 By end 2014, self-directed professional development kits on key themes developed and available at pedagogical resource centres in at least 6 regions	Axe 3: 3.5; 3.8; 3.9, 3.10
1.2 By end 2014, 18,000 teachers trained in networks in 6 regions	Axe 2: 2.2
1.3 By end 2014, 5,500 networks organized in remaining 16 regions (complement to 6 target regions, depending on MEN progress)	Axe 3: 3.8, 3.9, 3.10
1.4 By end 2014, teachers in at least 11 regions use new pedagogical practices related to edutainment, as indicated by the number of regions implementing the edutainment programme.	Activities linked to this Expected Results are no longer a government priority and are not to be found in the IESP.
1.5 (formerly 4.1) By end 2014, CISCO officials in 111 districts will have the ability to communicate effectively both internally and externally on the definition of quality education to mobilise local communities to support and contribute to education quality improvement	Axe 3: 3.6

Expected results	Axe and Activity in the New Results Matrix
2.1 By end 2014, A national framework for inclusive education is functioning.	Axe 1: 1.2.1
2.2 By end 2012, inclusive pedagogy is integrated into the in-service teacher training modules	Axe 1: 1.2.2 Axe 2: 2.2
2.3 By end 2014, 50 inclusive education pedagogical zones are functioning, and ensuring primary education for at least 5,000 previously excluded children	Axe 1:1.2.4 However, the originally 50 zones were targeted specifically to deal with a programme targeting handicapped children. The approach now is a

Expected results	Axe and Activity in the New Results Matrix
	national one that is defined by the IESP. It is to be noted that the IESP does not make specific mention to children with handicaps and hence the more logical approach being to deal with exclusion at a larger level.
2.4 By end 2012 best practices on pilots have been documented	Axe1: 1.2.1; 1.2.3 The creation of a national framework presupposes that the various practices have been examined and analyses.
2.5 By end 2014, the number of children achieving the 5th year of primary school has increased by 25 percentage points in regions of intervention as a result of a more inclusive education system.	Axe 1: 1.2.2 This expected result is also monitored through the Impact indicators, which will be measured taking into account the results of the activities of the three agencies.

Expected results	Activities
3.1 By end 2012, at least 6,000 4 th and 5 th grade teachers trained in the new curriculum	These results are linked to the Education Reform, which has only been piloted in 6CISCO and for which there is no political decision as to whether to continue with the Reform or not. The revision of the curriculum is therefore not a priority within the IESP, hence the suggestion to remove it from the new Results Matrix.
3.2 By end 2013, at least 4,500 8 th and 9 th grade teachers trained in the new curriculum	
3.3 By end 2012, 175,000 4 th and 5 th grade manuals printed and distributed in 20 CISCOS	
3.4 By end 2013, 145,000 8 th and 9 th grade manuals developed, printed and distributed in 20 CISCOS	
3.5 By end 2014, a coherent 1-7 grade curriculum is validated and distributed at national level	

2. Immediate Result 3: Primary Education in vulnerable regions (Diana, Sofia, Melaky, Atsimo Atsinanana, Androy)

UNICEF has added Anosy, Analanjirofo and Atsimo Andrefana as well. The decision to add Analanjirofo and Atsimo Andrefana was already accepted during the Annual Review Meeting. UNICEF, however, wishes to add Anosy. Funding is already received for this latter province but these Norwegian funds will come in complementarity to the funds that are already injected into the region. The addition of this province is primarily to improve monitoring figures since CPRS data collection is used

and averages calculated on the 8 provinces. By ensuring that the 8 are covered we can be provide more reliable data.

Expected results	Activities
4.1 (formerly 4.2) By end 2014, the education communities in 33 CISCOS understand and have internalised the concept of child friendly schools, and support schools to provide a child-friendly learning environment	Axe 3: 3.2 Axe 3: 3.5 The concept of child-friendly schools should not be seen as a separate concept from the approach that is promoted through the CPRS/school-based action plans. The notions of what constitutes a child-friendly school form part of the 11 principal criteria that are the basis of the CPRS plans. For this reason we have grouped these expected results with the previous expected result 5.1 and new result under Axe 3 activity 3.1
4.2 (formerly 4.3) By end 2014, documentation on the child friendly schools process and results have been discussed with the MEN at central level and have informed the development of national education quality standards.	
4.3 (formerly 5.2) By end 2014, 4500 schools in 26 CISCOS have a clear definition of a child friendly school and monitor their progress towards being child friendly	

Expected results	Axe and Activity in the New Results Matrix
5.1 By end 2041, 26 targeted CISCOS have a primary school completion rate of at least 95%.	Axe 3: 3.1

3. UNICEF monitoring and support

Expected results	Activities
-Operational and administrative cost -Monitoring and Evaluation of the value added complementary interventions under one agreement	4.1 and 4.2

World Food Programme (WFP)

Expected results	Axe and Activity in the New Results Matrix
<p>Result 1:</p> <p>1,130 assisted schools are provided with non-food items to facilitate the implementation of school canteens</p>	<p>Axe 1: 1.1.3</p>
Expected results	Axe and Activity in the New Results Matrix
<p>Result 2:</p> <p>50 percent of local school canteens management committees (CLG) are able to meet 8 out of 10 commitments defined in the contract programme between WFP and the communities</p>	<p>Axe 1: 1.1.3</p>
Expected results	Axe and Activity in the New Results Matrix
<p>Result 3:</p> <p>At least 75% of schools have implemented 4 out of 5 key activities of the essential package in the promotion of health, nutrition and hygiene</p>	<p>Axe 1: 1.1.3</p> <p>Axe 2: 2.1</p>

International Labour Organisation (ILO)

All discrepancies with regards to expected results targets is due to the fact that the original Results Matrix took into consideration targets achieved in 2010 and 2011. As previously discussed with Norway, in the new Matrix, to maintain greater logic, achievements in 2010 will not be additionally calculated. Results achieved in 2011 are the baseline figures.

Expected results	Axe and Activity in the New Results Matrix
<p>Result1.1:</p> <p>By end 2014, about 81 primary schools constructed (186 classrooms) and 12 pedagogical resource centres.</p>	<p>Axe 1: 1.1.1; Axe 2: 2.1 Axe 3: 3.7</p> <p>With the Construction of schools, WASH facilities will be added and training will be provided to ensure that general hygiene and sanitation practices are upheld.</p>
<p>Result1.2:</p> <p>By end 2014, about 76 primary schools constructed(156 class rooms)for the duration of the project(micro-enterprises).</p>	
<p>Result 1.3:</p> <p>The157 schools and12 teacher resource centres built during the project period are regularly maintained, with strong involvement of parents.</p>	
Expected results	Activities
<p>Result 2.1:</p> <p>By end 2014, 6CISCO technical committees and 46 municipalities supported by the project are able to exercise control of the construction of public infrastructures.</p>	<p>Axe 3: 3.4</p>
Expected results	Activities
<p>Result3.1:</p> <p>The construction is entrusted respectively to 78 companies and 77 micro-enterprises. Monitoring work assigned to 49 monitors of work.</p>	<p>Axe 1: 1.1.1</p>
<p>Result3.2: Introduction of 6 Cisco technical committees and 46 technical committees at the municipal programming, implementation and supervision of construction of buildings</p>	<p>Axe 3: 3.4</p>

Expected results	Axe and Activity in the New Results Matrix
according to the labour-intensive approach.	
Result 3.3: Training of technicians and 270 (60 in extension) managers of companies, supervisors in the implementation and monitoring of construction of buildings according to the labour-intensive approach.	
Result 3.4: Training and development of 97 micro-enterprises. The realization of construction of building according to the labour-intensive approach and management of an enterprise.	
Expected results	Activities
<p>Result4.1:</p> <p>By end 2014, approximately 375,000 work days created through the HIMO approach for the construction of school buildings, mainly restricted to personal businesses and rural populations, representing US\$ 750,000 in payroll</p>	Axe 1: 1.1.1
Expected results	Activities
<p>Result5.1: Existence of construction standards and standard construction plans by all partners/manufacturers of the MEN, with a database on construction programmes elaborated and operational</p>	Axe 3: 3.4
<p>Result5.2:</p> <p>By end 2014, 7 prototypes (standard plans) for classroom construction and furniture elaborated, including four prototypes using local resources</p>	

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