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Report No: PAD2438

INTERNATIONAL DEVELOPMENT ASSOCIATION
PROJECT APPRAISAL DOCUMENT
ON A
PROPOSED CREDIT
IN THE AMOUNT OF SDR 37.8 MILLION
(US\$55 MILLION EQUIVALENT)
AND
A GRANT
FROM THE GLOBAL PARTNERSHIP FOR EDUCATION
IN THE AMOUNT OF
US\$45.7 MILLION
TO THE
REPUBLIC OF MADAGASCAR
FOR THE
BASIC EDUCATION SUPPORT PROJECT
March 8, 2018

Education Global Practice
Africa Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective January 31, 2018)

Currency Unit = Malagasy Ariary (MGA)

MGA 3,345 = US\$1

US\$1.46 = SDR 1

FISCAL YEAR

January 1 - December 31

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ABBREVIATIONS AND ACRONYMS

AFD	<i>Agence Française de Développement</i> (French Development Agency)
AWP	Annual Work Plan
BESP	Basic Education Support Project
CAP	<i>Centre d'Activités Préscolaires</i> (Preschool Center)
CCS	<i>Comité de Coordination et de Suivi</i> (Monitoring and Coordination Committee)
CELC	Community-based Early Learning Center
CERC	Contingent Emergency Response Component
CISCO	<i>Circonscription Scolaire</i> (Subdistrict Education Office)
CRINFP	<i>Centre Régional de l'Institut National de Formation Pédagogique</i> (Regional Center of the National Teacher Training Institute)
CSB	<i>Centre de Santé de Base</i> (Primary Health Center)
DAAF	<i>Direction des Affaires Administratives et Financières</i> (Directorate of Administrative and Financial Affairs)
DCI	<i>Direction des Curricula et des Intrants</i> (Directorate of Curricula and Inputs)
DEF	<i>Direction de l'Éducation Fondamentale</i> (Basic Education Directorate)
DEIPEF	<i>Direction de l'Encadrement et de l'Inspection Pédagogique de l'Éducation Fondamentale</i> (Directorate of Basic Education Pedagogical Supervision and Inspection)
DEPA	<i>Direction de l'Éducation Préscolaire et de l'Alphabétisation</i> (Directorate of Preschool and Literacy)
DLI	Disbursement-linked Indicator
DPE	<i>Direction de la Planification de l'Éducation</i> (Directorate of Education Planning)
DPFI	<i>Direction du Patrimoine Foncier et des Infrastructures</i> (Directorate of Land Management and Infrastructures)
DREN	<i>Direction Régionale de l'Éducation Nationale</i> (Regional Directorate of National Education)
DRH	<i>Direction des Ressources Humaines</i> (Directorate of Human Resources)
DTIC	<i>Direction des Technologies de l'Information et de la Communication</i> (Directorate of Education Information and Communication Technology)
ECC	Early Childhood Community Center
ECD	Early Childhood Development
EGRA	Early Grade Reading Assessment
ELAN	<i>Ecole et langues nationales en Afrique</i> (School and national languages in Africa)
EMIS	Education Management Information System
ENSOMD	<i>Enquête Nationale sur le Suivi des indicateurs des Objectifs du Millénaire pour le Développement</i> (National Survey on the Indicators for the Millennium Development Goals)
EPP	<i>Ecole Primaire Publique</i> (Primary Public School)
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
ESP	Education Sector Plan
EU	European Union
FEFFI	<i>Farimbon'Ezaka ho Fahombiazan'ny Fanabeazana eny Ifotony</i> (Participatory School Management Committee)
FM	Financial Management
FRAM	<i>Fikambanan'ny Ray Aman-drenin'ny Mpianatra</i> (Parents' Associations)
GDP	Gross Domestic Product

GPE	Global Partnership for Education
GRS	Grievance Redress Service
INFP	<i>Institut National de Formation Pédagogique</i> (National Teacher Training Institute)
IPF	Investment Project Financing
IRR	Internal Rate of Return
JICA	Japan International Cooperation Agency
LEG	Local Education Group
MAPEF	<i>Madagascar Appui à l'Enseignement du et en Français</i> (Madagascar Support to the Teaching of and in French Project)
M&E	Monitoring and Evaluation
MEN	<i>Ministère de l'Éducation Nationale</i> (Ministry of National Education)
MFB	<i>Ministère des Finances et du Budget</i> (Ministry of Finance and Budget)
MTR	Midterm Review
NGO	Nongovernmental Organization
NPV	Net Present Value
PASEC	<i>Programme d'Analyse des Systèmes Éducatifs de la CONFEMEN</i> (Programme for the Analysis of Education Systems of the Ministers of Education Conference)
PASSOBA	<i>Programme d'Appui aux Secteurs Sociaux de Base</i> (Basic Social Services Support Programme)
PAUET	<i>Projet d'Appui d'Urgence à l'Éducation pour Tous</i> (Emergency Support to Education For All Project)
PAUSENS	<i>Projet d'Appui d'Urgence aux Services essentiels de l'Éducation, Nutrition et Santé</i> (Emergency Support to Critical Education, Nutrition, and Health Services Project)
PDO	Project Development Objective
PFU	Project Facilitation Unit
PIM	Project Implementation Manual
PIU	Project Implementation Unit
PNPSE	<i>Plateforme Nationale pour le Pilotage du Secteur Éducation</i> (Platform of the Local Education partners of the Education Sector Plan)
PPSD	Project Procurement Strategy for Development
RAP	Resettlement Action Plan
RPF	Resettlement Policy Framework
SDI	Service Delivery Indicator
SEPA	<i>Service de l'Éducation Préscolaire et de l'Alphabétisation</i> (Preschool and Literacy Education Unit)
SHD	School Health Division
STEP	Systematic Tracking of Exchanges in Procurement
TA	Technical Assistance
TVET	Technical and Vocational Education and Training
UAT	<i>Unité d'Appui Technique</i> (Technical Assistance Unit)
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNICEF	United Nations Children's Fund
USAID	U.S. Agency for International Development
WFP	World Food Programme
WHO	World Health Organization
ZAP	<i>Zone d'Administration Pédagogique</i> (Administrative and Pedagogical Subofficer)

**BASIC INFORMATION**

Is this a regionally tagged project? No	Country(ies)	Financing Instrument Investment Project Financing
<input checked="" type="checkbox"/> Situations of Urgent Need of Assistance or Capacity Constraints <input type="checkbox"/> Financial Intermediaries <input type="checkbox"/> Series of Projects		
Approval Date 29-Mar-2018	Closing Date 30-Dec-2022	Environmental Assessment Category B - Partial Assessment
Bank/IFC Collaboration No		

Proposed Development Objective(s)

The project objective is to improve learning and promotion within the first two sub-cycles of basic education.

Components

Component Name	Cost (US\$, millions)
Training teachers with a focus on early grade reading, writing and mathematics	17.70
Improving attendance and readiness to learn through preschool, construction and health	32.00
School-based management to increase learner promotion	13.40
Sector reforms, system building and project Implementation	14.00
Contingent Emergency Response Component	0.00
GPE Variable part	14.10



Refund of Preparation Advance 3.00

Unallocated 6.50

Organizations

Borrower : Ministry of Finance and Budget

Implementing Agency : Ministry of National Education

PROJECT FINANCING DATA (US\$, Millions)

<input type="checkbox"/> Counterpart Funding	<input type="checkbox"/> IBRD	<input checked="" type="checkbox"/> IDA Credit	<input type="checkbox"/> IDA Grant	<input checked="" type="checkbox"/> Trust Funds	<input type="checkbox"/> Parallel Financing
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Total Project Cost:
100.70

Total Financing:
100.70

Financing Gap:
0.00

Of Which Bank Financing (IBRD/IDA):

55.00

Financing (in US\$, millions)

Financing Source	Amount
EFA-FTI Education Program Development Fund	45.70
IDA-62170	55.00
Total	100.70

Expected Disbursements (in US\$, millions)

Fiscal Year	2018	2019	2020	2021	2022	2023
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Annual	0.99	5.41	10.61	12.38	15.41	10.19
Cumulative	0.99	6.40	17.02	29.40	44.81	55.00

INSTITUTIONAL DATA

Practice Area (Lead)

Education

Contributing Practice Areas

Governance

Health, Nutrition & Population

Social Protection & Labor

Climate Change and Disaster Screening

This operation has been screened for short and long-term climate change and disaster risks

Gender Tag

Does the project plan to undertake any of the following?

a. Analysis to identify Project-relevant gaps between males and females, especially in light of country gaps identified through SCD and CPF

Yes

b. Specific action(s) to address the gender gaps identified in (a) and/or to improve women or men's empowerment

No

c. Include Indicators in results framework to monitor outcomes from actions identified in (b)

No

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	● High
2. Macroeconomic	● Moderate
3. Sector Strategies and Policies	● Low



4. Technical Design of Project or Program	● Substantial
5. Institutional Capacity for Implementation and Sustainability	● Substantial
6. Fiduciary	● Substantial
7. Environment and Social	● Moderate
8. Stakeholders	● Substantial
9. Other	
10. Overall	● Substantial

COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

[] Yes [✓] No

Does the project require any waivers of Bank policies?

[] Yes [✓] No

Safeguard Policies Triggered by the Project

	Yes	No
Environmental Assessment OP/BP 4.01	✓	
Natural Habitats OP/BP 4.04		✓
Forests OP/BP 4.36		✓
Pest Management OP 4.09		✓
Physical Cultural Resources OP/BP 4.11		✓
Indigenous Peoples OP/BP 4.10		✓
Involuntary Resettlement OP/BP 4.12	✓	
Safety of Dams OP/BP 4.37		✓
Projects on International Waterways OP/BP 7.50		✓
Projects in Disputed Areas OP/BP 7.60		✓

Legal Covenants

Sections and Description

Schedule 2. Section I.I. The Recipient shall, not later than six (6) months after the Effective Date select and at all



times during Project implementation retain the services of an independent verification agent for the purpose of certifying the accuracy of the DLI achievement.

Sections and Description

Schedule 2. Section 1 C.2. The annual work plan and budget for the Project for the first year of Project implementation shall be furnished no later than one (1) month after the Effective Date.

Conditions

Type Effectiveness	Description Other than the effectiveness of the Legal Agreement, the Co-financing Agreement has been executed and delivered and all conditions precedent to its effectiveness or to the right of the Recipient to make withdrawals under it (other than the effectiveness of this Agreement) have been fulfilled.
Type Effectiveness	Description The Project Implementation Manual has been adopted.
Type Disbursement	Description Schedule 2. Section III. B. (e) For payments under Category (5), unless and until the Association is satisfied that the following conditions have been met: (i) the Recipient has determined that an Eligible Crisis or Emergency has occurred, has furnished to the Association a request to include such activities in the Project in order to respond to said Eligible Crisis or Emergency, and the Association has agreed with such determination, accepted said request and notified the Recipient thereof; (ii) the Recipient has adequate staff and resources for the purposes of said activities; and (iii) the Recipient has adopted the CER Operations Manual in form, substance and manner acceptable to the Association.

PROJECT TEAM

Bank Staff

Name	Role	Specialization	Unit
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Extended Team			
Name	Title	Organization	Location



MADAGASCAR
MADAGASCAR BASIC EDUCATION SUPPORT PROJECT

TABLE OF CONTENTS

TABLE OF CONTENTS	7
I. STRATEGIC CONTEXT	9
A. Country Context	9
B. Sectoral and Institutional Context	10
C. Higher Level Objectives to which the Project Contributes	14
II. PROJECT DEVELOPMENT OBJECTIVES.....	15
A. PDO.....	15
B. Project Beneficiaries.....	15
C. PDO-Level Results Indicators.....	15
III. PROJECT DESCRIPTION.....	16
A. Project Components.....	16
B. Project Cost and Financing.....	20
C. Lessons Learned and Reflected in the Project Design	22
IV. IMPLEMENTATION.....	22
A. Institutional and Implementation Arrangements.....	22
B. Results Monitoring and Evaluation	23
C. Sustainability	24
D. Role of Partners.....	25
V. KEY RISKS	25
A. Overall Risk Rating and Explanation of Key Risks.....	25
VI. APPRAISAL SUMMARY	26
A. Economic and Financial Analysis.....	26
B. Technical appraisal	27
C. Financial Management.....	28
D. Procurement	28
E. Social (including Safeguards).....	29
F. Environment (including Safeguards)	30



G. World Bank Grievance Redress.....	31
VII. RESULTS FRAMEWORK AND MONITORING	33
ANNEX 1: DETAILED PROJECT DESCRIPTION	43
ANNEX 2: IMPLEMENTATION ARRANGEMENTS.....	61
ANNEX 3: IMPLEMENTATION SUPPORT PLAN	81
ANNEX 4: ECONOMIC AND FINANCIAL ANALYSIS	84
ANNEX 5: GPE VARIABLE PART.....	93



I. STRATEGIC CONTEXT

A. Country Context

1. **Despite the country's many assets, Madagascar's development has been held back by recurrent political crises and a high exposure to extreme weather events.** Gross domestic product (GDP) per capita is one of the lowest in the world at US\$416 in 2016 (in constant 2010 U.S. dollars), well below what it was in 1971 when it reached the post-independence peak of US\$755. In 2012, close to 80 percent of the population lived with less than US\$1.90 a day (2011 purchasing power parity). While inequality is on par with other low-income countries, poverty is considered to be very deep: at approximately 39.2 percent, the poverty gap is substantially worse than the mean for Sub-Saharan Africa of 16.7 percent. Fast population growth is making it even more challenging: population has doubled between 1990 and 2013—with half of this increase taking place after 2003—and is expected to increase by another 50 percent to 36 million people by 2030.
2. **Madagascar's development challenges can be grouped around five themes** (World Bank 2015, Systematic Country Diagnostic Madagascar - no. 99197):
 - (a) Improving its poor governance, which partially finds its origin in dynamics among economic and political elites. Madagascar is considered to be a country with a high risk of fragility. Although the country has made some progress since the end of the 2009–2013 political crisis, frequent changes of governments, latent tensions between the legislative and executive bodies, and corrupt practices contribute to instability. This in turn creates a challenging environment for long-term planning and implementation and emphasizes the importance of building resilience and capacity at the community level.
 - (b) Strengthening public finance, including better revenue collection, but also reinstating budget oversight mechanisms to create greater accountability and better performance on the expenditure side.
 - (c) Instituting policies that help unleash the private sector's potential.
 - (d) Tackling poverty, in particular improving the lives of the rural poor through a focus on agriculture and protection from natural disasters.
 - (e) Aiming for higher human capital, notably support the poorest in accessing and completing quality primary education, basic health, and nutrition, including through the scale-up of a social protection policy.
3. **Attainment of education is closely related to poverty reduction in Madagascar, as it is across the globe.** In 2010, 75 out of 100 children without education were in a situation of extreme poverty. For individuals with primary education, extreme poverty declined to 59 out of 100, and only 33 out of 100 with some level of secondary education are in extreme poverty. Education is also found to increase labor force participation, higher technology absorption, delay the age of marriage and teenage pregnancies, reduce fertility and raise healthy children, and raise government accountability.



Madagascar's human capital has a huge potential not yet unleashed. Labor productivity is low in the country, which can be related to the low and stagnant educational attainment of the labor force. The key challenge is therefore to raise the education level of the Madagascar population with a strong focus on improving access to quality, improve retention, and better completion rate in primary education to contribute to poverty reduction.

B. Sectoral and Institutional Context

4. Education in Madagascar is currently divided into six subsectors: (a) preschool; (b) five years of primary education; (c) four years of lower secondary, (d) three years of upper secondary (these four subsectors are governed by the Ministry of National Education [MEN] and cater to 4.6 million learners); (e) a smaller technical and vocational education and training (TVET) subsector catering for 40,000, steered by the Ministry of TVET; and (f) the higher education subsector, enrolling 107,000 students in 2014. The higher education subsector is overseen by the Ministry of Higher Education and Scientific Research.

5. **Education in Madagascar is in a dire state.** The key challenge is to raise completion of primary education with an emphasis on improving learning among primary students. In school year 2015/2016, the number of enrolled children at the first grade of the primary education was 1,556,486 and the number of enrolled children at the last grade of primary education was 498,522. This results in a primary completion rate of 66 percent, which is above the average in Sub-Saharan Africa (63 percent). About 1.4 million children were estimated to be out of primary school in 2012 (the 5th largest in the world). There is no gender difference in enrollment across income-quintile or regions in primary education.

6. **The country's Education Sector Plan (ESP) for 2018–2022 is bold and credible to improve quality (learning), access, and governance.** Substantial efforts have gone into the development of the education plan in terms of diagnostics, consultation, planning, and coordination with civil society and development partners. The World Bank has supported the preparation of the plan through the Emergency Support to Education For All Project (PAUET) (P132616). The development partners have endorsed the Sector Plan. The plan recognizes the large system challenges, notably around the need to improve learning and access. Improving governance of the system is the cross-cutting objective of the ESP. The sector issues of learning (quality) are discussed first followed by sector issues related to access and promotion of learners in the education system.

7. **Learning outcomes are low from an international perspective.** Nationally, the pass rate at the exam at the end of primary education hovered around 70 percent in the last decade with no trend. However, learning in the African Francophone assessment of Programme for the Analysis of Education Systems of the Ministers of Education Conference (PASEC) has declined from 1998 to 2015. In 2015, only 19 percent of learners in 2nd grade in public schools read at 'sufficient level'. Madagascar was among the top performers in 1998, but in 2015, Malagasy students only performed better than their peers in Niger and Chad (for both math and reading). The Early Grade Reading Assessment 2015 (EGRA 2015) also shows low learning—24 words correctly read in mother tongue (Malagasy) in 2nd grade, compared to 50+ in Indonesia, the United States, and other high-income countries. However, both the EGRA and the Service Delivery Indicators (SDIs) learning assessment indicate that Malagasy children more or less read and calculate at the same low level as the average Anglophone African child. Across the learning assessments, there are consistent and large differences between learners attending school in rural areas and those in urban settings. Across regions, learners in the capital region of Analamanga perform better. There are 1–



3 percentage points differences between girls and boys in national and international learning assessment—in most cases girls learn slightly more. Across the assessments, Malagasy children seem to learn math better than reading, and students in private schools learn more.

8. **Improving learning of students in primary education requires addressing several systemic shortcomings.** The level of preparedness of entrants to primary schools, teacher effectiveness, language of instruction, and availability of didactic material are described in the following paragraphs:

- (a) **Raising the level of school readiness of new students into school.** Many children in Madagascar develop insufficiently in the early years. The stunting rate of children under 5 years is 47 percent, a high rate explained by malnutrition, poor health, and low stimulation of babies and children. Only 18 percent of children attend preschool. Therefore, children arrive poorly prepared for school at the age of six. Children who attended preschool are statistically significantly more likely to reach an acceptable level of reading by second grade. This important impact of preschool is extensively corroborated by international evidence. The constraints for expansion of Early Childhood Development (ECD) are primarily financial (public financing of ECD is 0.4 percent of the public education budget) and secondarily, a lack of capacity and awareness of its importance.
- (b) **Raising effectiveness of the teacher in the classroom.** International evidence shows that, of factors amenable to policy action, the teacher's effort and capacity are the most important factors of learning among students. If correctly designed and implemented, teacher training on content relevant pedagogy and didactics is a sustainable and cost-effective intervention. In Madagascar, teacher effectiveness and management offers several opportunities for improvement, but neither is administratively or politically easy because 45,000 teachers out of 108,000 in primary education are community teachers hired by the parent-teacher associations through short-term contracts. They are only partially subsidized by the state and with irregular payments. A further 25,000 teachers, former community-teachers, have recently become government contractual teachers on 6-year contracts.
 - (i) **Teacher pedagogical approach and subject knowledge.** About 80 percent of the teachers, that is 80,000 teachers, have no formal teacher training. The 2016 SDI survey has highlighted that public primary school teachers clearly lack pedagogical competences. The average score for pedagogy was 24 out of 100. All national surveys find that students learn more when the teacher has a higher level of education, including teacher training preparation. The challenge is threefold. First, scale-up teacher training through the on-going short-term content-oriented pedagogical training, which is funded by the GPE-WB project, and aim especially on teaching early reading and math to give learners the foundation for future learning. Second, provide untrained teachers career incentives and training opportunities to become qualified teachers. Third, stop the hiring of untrained community teachers by preparing and hiring qualified teachers by better teacher recruitment and deployment policies.
 - (ii) **Teacher's actual teaching time is 3 hours 09 minutes per day.** Learning at the primary education level requires constant teacher guidance and structure. Teacher class absenteeism is estimated at 38 percent compared to an average of 40 percent in Sub-Saharan Africa. Teacher absenteeism seems linked to lack of local accountability. For example, teacher absenteeism from school is 47 percent when the school director is also absent (which is 37 percent of the time). From



international experience, improved oversight can raise classroom teacher presence. Teacher absenteeism is also linked to service conditions (notably lack of incentive to perform due to lack of standardized credible merit considerations for recruitment into civil servant status and promotion) or low and irregular salary payments (current state subsidy to community teachers is around US\$500 per year and is disbursed with an average delay of eight months). To improve the situation, the government could establish a career framework for teachers that links increased benefits to improved qualifications and teacher effectiveness. Ongoing efforts via World Bank and partner-supported projects seek to regularize teacher payments, institute school boards with community involvement, and professionalize the role of school directors and local supervisors.

- (iii) **The qualified civil servant teachers are underrepresented in rural schools.** While the national and provincial teacher-learner ratios are acceptable (1:44) in an African context, the distribution of teachers—in particular, qualified teachers—put children in deprived areas at a disadvantage. In terms of civil servant teachers (who are substantially better trained), there is one civil servant teacher to 196 learners in rural schools compared to 1 teacher to 96 learners in urban schools. A feasible remedy is to prioritize rural schools in future teacher deployments of newly hired teachers, strengthen management and incentives of teachers to keep them in rural schools, and target teacher training to rural areas.
- (iv) **Availability of textbooks.** To be most effective, most teaching techniques strongly recommend a 1:1 textbook to student ratio. The SDI found that only 1 in 10 learners in primary education has a textbook in Madagascar. With GPE-World Bank and European Union (EU) funds, many textbooks have recently been distributed along with support for the usage of the textbooks and are expected to result in a 1:2 ratio for math and Malagasy.
- (v) **Language of instruction.** Teaching in the first two years of schooling in Madagascar is in Malagasy, while the language of instruction of the subsequent years is French. The vast majority of Malagasy children do not have the necessary oral vocabulary in French to read and understand teaching in French (4,000 words). Also, the majority of teachers possess insufficient French competences to teach in French. An EGRA shows that comprehension of words in Malagasy is about ten times higher than French in second grade. Switching to French as the language of instruction in third grade is a cause of low learning.

9. **Beyond learning, ensuring access and promotion of all school-age children is necessary to raise school completion.** Four out of ten children in primary school drop out before the last grade. A distressing and persistent share of one-fifth (20 percent) of learners repeat their class every year in public schools (only 7 percent in private schools). The repetition is especially high in the first year of school. Unsurprisingly, it tends to be learners from disadvantaged backgrounds who repeat and drop out. In SSA, the average repetition rate is 10 percent. International evidence shows that repetition does not lead to better learning for the repeaters but to earlier exits. Apart from the low quality of education, the following factors affect the dropout and repetition:

- (i) **Distance to school is important for access and retention.** The rural population in Madagascar is very dispersed, leading to many underserved villages. The probability of continuing to 5th grade is 53 percent if the learner lives less than 15 minutes from school, but only 33 percent if the learner lives more than 30 minutes from school. In public primary schools, 84 percent of learners



live more than 2 kilometers away from their schools. Building classrooms in rural areas to reduce time to school will therefore contribute to increasing retention. Further, permanent classrooms are statistically significantly linked to learning (Public Expenditure Review 2015, World Bank) and to teacher motivation.

- (ii) **The school calendar is not linked with the agriculture and weather seasons.** Madagascar is the only country in Southern Africa where the school year runs from October to May, similar to the school calendar in the northern hemisphere. This creates problems for access to schools during the rainy season, for children who have farming tasks, and for rural teachers who often farm themselves. This leads to unnecessary high learner and teacher absenteeism. A more country-tailored school calendar developed through public consultations will increase attendance.
- (iii) **There is a culture of accepting repetition among teachers and parents,** believing that this raises learning, while it has been found to engender earlier dropout.
- (iv) **The out-of-pocket costs reduces demand for schooling.** The reduction in public spending during the 2009-2013 crisis forced more schools to ask for tuition fees to cover the costs of community teachers, furniture, and repairs. This is in addition to other out-of-pocket costs such as uniforms and school material. In 2010, families cited financial reasons as the top reason for non-enrolment or dropout of their children. Eliminating unsubsidized community teachers combined with a nation-wide school grant program to fund minor repairs and school input is necessary to keep family costs down. In the medium term, the scale-up of the cash transfers program will also be a cost-effective strategy.
- (v) **School management is not focused on improvements, support for teachers, or holding them accountable.** The school directors and district supervisors function more as conveyors of administrative information than teacher mentors and supervisors. This is partly due to unclear hiring procedures, lack of terms of references, and lack of training for school directors. As mentioned earlier, 37 percent of school directors are absent. Coordinated initiatives could help school management such as professionalization of the school directors, increased community involvement, and school planning.
- (vi) **Finally, sick children do not go to school.** Children infected with intestinal worms are more often absent from school than noninfected children. Lack of key vitamins and infections also negatively impact children's learning. An investment of US\$4 per child for deworming in Madagascar led to one additional year of schooling.

10. **Private schooling caters to 19 percent of primary-level learners in Madagascar, but primarily serves well-off and urban learners.** However, some religiously affiliated schools operate in remote areas. Further, the private sector is large in preschool.

11. **Financially, the government underinvests in education but seeks to increase expenditures and achieve better outcomes with the expenditure.** Madagascar spent on average 3.1 percent of GDP compared to 3.7 percent in SSA developing countries (LDCs). Over the last ten years, general government expenditures decreased overall, from a peak of 25 percent of GDP in 2004 to a low of 15 percent in 2012. In 2014, it increased to 21 percent. The government has pledged 23 percent of the budget for the duration



of the Education Sectoral Plan 2018-2022. Besides the low level of investments, there are at least three ways to achieve better outcomes with the expenditure: (i) increase support to preschool; (ii) increase regularity of payment of teacher salaries; and (iii) increase the share of decentralized funding to schools.

12. **Development partners finance the education sector in a well-coordinated manner, but external funding is expected to decline.** The French Development Agency (AFD) provides €10 million for 2017-2018 towards teacher training, management, and local support/ supervision. JICA provides technical support for local school management committees, school plans, and school construction. The EU funded Basic Social Services Support Program (*Programme d'Appui aux Secteurs Sociaux de Base*, PASSOBA) , which provided €32.5 million from 2013-2018 focused on Human Resources management, administrative and pedagogical training of local school supervision and school grants. UNESCO assists in teacher policies and educational planning. UNICEF invests US\$28 million for 2017-2019 with a focus on teacher training and pedagogical supervision, school construction, remedial education and education in emergency situations. Currently planned partner investments will end by 2019. Total partner funding represents a decline compared to previous years. A detailed table of Development Partners' interventions can be found in Annex 2. There is a well-functioning coordination of the partners and there is strong interest in further improving the coordination of partners' activities, notably through a common fund.

C. Higher Level Objectives to which the Project Contributes

13. **The proposed operation is well aligned with the FY2017-2021 Country Partnership Framework with the Republic of Madagascar which aims to strengthen children's human development as its first objective.** This operation is also expected to contribute to attainment of a wider set of objectives seeking to increase the resilience of the population and reduce the fragility of the country, through Enhanced Decentralization (objective 3) and Enhanced Transparency and Accountability (objective 4). Therefore, this operation is a critical element for the World Bank within a strategy of improving human development and public service delivery. The operation builds upon experience, analysis, tools and close government collaboration within nutrition, social protection and public sector management. Especially within the Early Years, this proposed operation will build upon community-based efforts, nutrition centers and group of mothers supported in the nutrition and social protection operations. These community-based efforts focus primarily on the first 1,000 days of a child's life, while this operation will enable the communities to start more activities for stimulation and development for the child's next 1,000 days (3-5 years). Second, the proposed project has three synergies with the Bank's governance analysis and operation (Public Sector Performance Improvement project): (i) help the government manage selected public civil servants better, notably teachers, including Human Resources deployment, payment and accountability; (ii) decentralization of funds to and higher local government and community involvement in the delivery of public services, in this case schools; and (iii) joint analysis of how communication can improve service delivery and nudge behavioral change. Furthermore, this project lays the foundation for planned further support to improve teacher management in terms of planning and predictability of the teacher salary budget, including for the integration of community teachers into the civil service.

14. **The Bank's value added in education interventions in Madagascar.** The Bank has supported two successful emergency operations for education in Madagascar (P131945 and P132616), one financed by GPE and one by IDA. These two operations responded to the crises situation of keeping teachers in the classrooms and reducing drop-outs. The operations funded payments of teacher salaries, school feeding and school kits to students, which was fiduciary managed independently from the government system,



but technically coordinated with the Ministry of Education. Moving forward, there is an opportunity to focus more on system building for improved learning, in particular in the early years, and increasing government's responsibility in implementation (see below for details). The government is committed to pay teachers' salaries for those who are contractual and community teachers. These operations helped in developing successful approaches and tools, such as community-based construction of schools, pedagogical training modules and deliveries, and school reports cards, which should be scaled up. The monitoring system supported and used by the previous project on school grants management by the local school committees was effective and will be adopted in this project.

II. PROJECT DEVELOPMENT OBJECTIVES

A. PDO

15. The project objective is to improve learning and promotion within the first two sub-cycles of basic education.
16. The first two sub-cycles of basic education (six years) in the planned structure of the sector plan constitutes primary education. Learning among students in the first two years of primary education in public schools will in particular be targeted.

B. Project Beneficiaries

17. **The project will have an estimated 4,740,000 beneficiaries** as follows: (a) 4,597,000 children who will be enrolled in primary school and 80,000 children who will enroll in supported early learning centers or taught by educators trained under the project; (b) 35,000 primary teachers who will receive course credit for having completed training modules, and 6,500 preschool community educators who will complete a training module leading to certification; (c) 4,000 trained community school-board members; and (d) 20,000 school directors and local supervisors. Further, local nongovernmental organizations (NGOs) and firms will be involved in the facilitation of services, construction, and verification of project performance indicators and will also benefit from the project.

C. PDO-Level Results Indicators

18. Achievement of the Project Development Objective (PDO) is measured by:
 - (a) Average number of words correctly read per minute in Malagasy a 2nd grader in public schools;
 - (b) Average promotion rate in the first two sub-cycles of basic education in public schools;
 - (c) Number of qualified trained teachers deployed and redeployed in rural schools;
 - (d) Number of students using classrooms constructed under the project; and



- (e) Number of established community-based early childhood education centers in under-served areas.

III. PROJECT DESCRIPTION

A. Project Components

19. The project is based on six principles agreed with the MEN: (a) the project is fully aligned with the ESP and, as such, supports government programs that will continue beyond the project's life cycle; (b) the project is national in scope whereas previous projects were concentrated in specific regions; (c) to deliver lasting impact, the project selectively focuses on some of the objectives of the ESP; (d) the MEN implements the project through its departments with adequate capacity enhancements in place; (e) decentralization, including community-based approaches, is pursued to enhance sustainability, capacity, and the impact of activities across components; and (f) part of the project funding depends on the achievements of some specific results.

Component 1: Training teachers with a focus on early grade reading, writing and mathematics (US\$17.7 million - 100 percent IDA)

20. **The objective of this component is to improve teacher practices to better teach early grade reading and math and to train uncertified teachers.** The key results indicators are: (a) Average number of words correctly read per minute in Malagasy a 2nd grader in public schools; and (b) the number of teachers trained, including those who have completed early grade teaching reading and mathematics training program. Approximately 35,000 teachers will be trained. Each region will prepare a training plan for its teachers providing different combinations of three training courses:

- (a) Structured/scripted lessons for teaching early-grade reading and math. The target group is all teachers teaching the first two grades and their immediate supervisors.
- (b) Comprehensive teacher training for uncertified teachers. This will train teachers using the existing modules for preservice teacher distance-training either through face-to-face or distance education. The training will prioritize contractual teachers who are required to be certified to enter the civil service. Upon successful completion, the teachers will be certified.
- (c) Subject knowledge strengthening of teachers teaching French and math in grades 3–5 using an existing modular training program of eight modules of five days.

21. **Regional plans will include human resources, material costs, and partnerships at the regional level.** It is expected that seven regional training plans will be funded by the end of the first year. Following their training, teachers will receive additional support and supervision from newly trained school principals and supervisors, who will monitor attendance and use of new skills and knowledge by teachers in their classrooms. In addition, the training plans will provide the basis for the local academic advisers to follow up through the local professional teacher development days.



22. **Financing of the regional plans and impact of teacher training will be results based through Disbursement-linked Indicators (DLIs).** The results to trigger disbursements are: (i) first regional plan for each region meeting the quality criteria; (ii) the number of teachers trained, and (iii) quantitative and qualitative evaluation of the impact of teacher training.

23. **This component will also finance, on a cost basis, institutional strengthening of the National Teacher Training Institute (INFP).** This will include technical assistance (TA) for curriculum development and certification of teacher training programs, central implementation support to the regions, monitoring and evaluation (M&E), development of a strategic plan, plus training, study tours, equipment, operational costs, and minor rehabilitation.

Component 2: Improving attendance and readiness to learn through preschool, construction and health (US\$32 million - 100 percent IDA)

24. **The objective of this component is to improve attendance, reduce dropout, and better prepare children for school.** The key results indicators are: (a) the number of students using classrooms constructed under the project; (b) the number of children benefiting from stimulation activities provided by ECD educators trained under the project; and (c) the number of students benefitting from the national school deworming and folic acid supplementation program. Three main activities will be implemented through this component: support the access to community-based preschool centers (CAPs) and the quality of pre-school in underserved areas, build 800 classrooms, and support the national deworming campaign at schools. 80,000 children are expected to benefit from activities at CAPs.

Subcomponent 2.1: Improving readiness to learn through support to preschool (US\$8.7 million)

25. **This subcomponent seeks to fund the establishment of 1,000 early learning centers in partnership with local communities.** Target communities are those without existing public preschools with existing community initiatives. In the case of excess number of eligible communities, the final selection will be randomized. Priority will be given to children five years of age to prepare them for entering school the following year, but children ages three and four will also be eligible. The Ministry of Education will partner with social protection, nutrition, and health governmental programs that already use a community-based approach, as well as NGOs and private sector, to reach out to communities and establish the centers. A contract with a community association will be entered into, which will include a start-up community sub-grant as well as a basic kit of play and learning materials. The use of local materials will be promoted in the production of low-cost educational materials such as toys for child stimulation and learning. In addition, the project will train 6,500 preschool educators from the community-based learning centers and in nearby public primary schools. The training will enable educators to lead preschool activities aimed at developing young children's cognitive, socio-emotional, and psychomotor skills. All regions will benefit, though the implementation will take place in phases with around 200 centers established in the first year in six selected regions. This component will fund awareness-raising activities, training of community educators, material and financial support for the starting of the Community-based Early Learning Centers (CELCs) in existing facilities, capacity building for the management of the component, and M&E.

Subcomponent 2.2: Increasing student attendance through Community-based school construction (US\$18.6 million)



26. **This subcomponent seeks to improve learners' access primarily by scaling up the existing and well-performing community-based school building program.** It will contribute to higher community participation in the schools given that the communities will manage the construction which will be funded by a sub-grant to the community. It is important to note that those constructions follow resiliency norms against extreme weather events. An expected 800 classrooms with furniture, toilets, and water will be constructed. Eligible benefitting communities for new schools must be within underserved school administrative zones in terms of infrastructure. They must express a demand and demonstrate the need for the proposed school through a transparent process.

Subcomponent 2.3: Increasing student attendance through School Health (US\$4.7 million)

27. **This subcomponent will continue to finance a targeted program to deliver basic treatment of worms and neglected tropical diseases as well as provision of iron folate in close coordination with the regional departments of the Ministry of Health.** This seeks to reduce student absenteeism due to illness. This will be carried out once a year for all children in all schools in highly endemic areas (approximately 12,700 schools) and benefitting 2,200,000 learners. A sub-grant to the school will finance the necessary school meal to accompany the treatment.

Component 3: School-based management to increase learner promotion (US\$13.4 million - 100 percent GPE)

28. **The objective is to increase learner promotion through better management of schools by implementing an equitable national school grant system and by professionalizing the capacities of school principals.** The key result indicators are: (a) the percentage of schools receiving school grants funded by the project within the first month of the beginning of the school year and (b) the number of school principals and local supervisors receiving training under the project. These results will contribute to an increase in the average promotion rate in the first two sub-cycles of basic education in public schools (that is, a reduction in the repetition and dropout rates). The training should reach 20,000 school directors and local supervisors.

- (i) Create and fund a single harmonized, audited, and equitable national school grant program. The component will consolidate the existing programs into one harmonized national school grant program that provides all public primary schools with a regular and timely grant favoring schools in high poverty areas. The funding will go to the schools to help them meet basic operational needs such as notebooks and paper, chalk, remuneration of already-hired community teachers, urgent minor infrastructure repair, and so on. By seeking to keep parental fees and other school costs to a minimum, it prevents poor parents from taking their children out of school and thereby increases retention. Over time, the guidelines for the program will be adjusted to help schools fund activities aimed at improving learning. Further, financial management (FM) activities to strengthen the program will be financed.
- (ii) Support the professionalization of school directors through (i) the development of a specific job profile with minimum qualifications that will be used in the recruitment of school directors through a transparent process; (ii) the distribution of simple school management guides, including management of the school grant; and (iii) local training programs for the principals and local school supervisors. The training and guides will focus on pedagogical



leadership to improve teachers' practices, students' learning and promotion in the early grades, and effective management of the school grant.

Component 4: Sector reforms, system building, and project implementation (US\$14 million - 100 percent GPE)

29. **The component seeks to strengthen the capacity of the MEN and its decentralized structures to implement the ESP and to cover the project's administrative costs, including communication costs.** The component will (a) support the design and implementation of curriculum reforms, including the change of school calendar to match the agricultural and weather calendar better, increased use of mother tongue as a language of instruction, and curriculum reforms to emphasize core subjects and studies on the three sub-cycles; and (b) strengthen the capacity of the system (support to education sector planning, M&E including beneficiaries' surveys, TA, and project management, including grievance redress).

Component 5: Contingency Emergency Response (US\$0 - 100 percent IDA)

30. A no-cost contingent emergency response component (CERC) will be included under the proposed project in accordance with OP10.00 (Investment Project Financing), paragraphs 12 and 13, for projects in Situations of Urgent Need of Assistance or Capacity Constraints. This will allow for rapid reallocation of project proceeds in the event of a natural or man-made disaster or crisis that has caused, or is likely to cause, a major adverse economic and/or social impact. Further, the risk of natural disasters in Madagascar is increasing with climate change; preparedness with emergency action plans and protocols is critical and will help ensure a higher state of readiness should financing under this component be triggered.

Component 6: GPE Variable part (US\$14.1 million - 100 percent GPE variable part)

- **Learning outcomes: Improve the monitoring of student learning in Malagasy, mathematics, and French.** This seeks to regularly evaluate how much learners are learning in each subject (with regional and gender breakdown) to raise awareness and accountability for learning results. These evaluations are fundamental for an effective focus on learning. The specific results are: the creation of an evaluation unit within the Ministry and a detailed plan for the first two years of operation, and Publication of the analysis of the results of the validated national evaluation, representative at the regional level (up to three evaluations). Achieving this goal would imply a tripling in the number of learning evaluations over the baseline.
- **Efficiency: Improve the promotion rate in the first two sub-cycles of basic education in the public schools, enabling more students to complete the primary cycle.** The project finances a comprehensive list of activities to foster improved promotion of learners, including teacher allocation and training. Two critical policy and implementation results aimed at improved promotion will be incentivized. First, the implementation of a change in the school calendar year to align with the agricultural and rainy season. Second, a pilot program to incentivize and raise accountability at the school and decentralized administrative level to improve the promotion of students. Each year, school districts at the Subdistrict Education Office (CISCO) will prepare and submit plans to improve the promotion rate. This program seeks to raise awareness of the need



and provide local incentives for efficiency gains. Further, the government will learn which local strategies are most effective to raise efficiency. The results that trigger disbursements are the following: (a) the official and effective first day of the school calendar falls in February—this implies a shift of four months of the first school day from the baseline of 2016/2017; (b) the number of selected plans provided by CISCOS which improve school promotion rate; and (c) the number of schools in eligible CISCOS that have increased the rate of promotion by 2 percentage points per year since 2015/2016 and 2016/2017.

- **Equity: Ensuring a better distribution of trained teachers in rural areas.** The funding will support the implementation of the consulted and approved teacher deployment plan as well as better teacher management. The planned activities are: (a) better planning and planning tools for deploying and managing teachers in schools with need; (b) consultation with teachers in training; (c) monitoring and enforcement of requirements for qualifications for hiring and start of teaching; and (d) support for the establishment of a teacher management system to better plan and deploy teachers and other human resource management capacity building activities. There are two results: (a) two consulted and approved plans for deployment of recruited trained teachers; and (b) the 6,000 trained teachers deployed in schools in rural and remote areas.

B. Project Cost and Financing

Project Components	Project cost (USD million)	IBRD or IDA Financing	Trust Funds	Counterpart Funding
Component 1: Training teachers with a focus on teaching reading and mathematics	17.7	100 percent IDA		
Component 2: Improving attendance and readiness to learn through pre-school, construction and school health	32.0	100 percent IDA		
Component 3: School-based management to increase learner promotion	13.4		100 percent GPE	
Component 4: Sector Reforms, System building and Project Implementation	14.0		100 percent GPE	
Component 5: Contingent Emergency Response (CERC)	0	100 percent IDA		



Component 6: GPE Variable part	14.1		100 percent GPE
Refund of Preparation Advance	3.0	100 percent IDA	
Unallocated	6.5	35 percent IDA	65 percent GPE
Total Project Costs	100.7	54.6 percent IDA	45.4 percent GPE
Front End Fees			

31. The following five considerations shaped the funding allocation across components:

- The World Bank and GPE resources are allocated to different components to enhance clarity of GPE financing. This was at the request of development partners.
- The funding envelope of each component has been determined by the sector plan priorities as expressed by the government, alignment of the GPE funding with the GPE’s priorities and recommendations from development partners, technical assessment of the impact on learning, and implementation capacity.
- The unallocated funds will be allocated during project implementation to address changes in (a) cost contingencies for planned activities (changes in exchange rates, inflation, and/or required quantities); (b) project activities that produce strong results and demonstrate higher implementation capacity than foreseen at project approval; and/or (c) unforeseen activities that are deemed necessary or desirable to achieve the PDO. Based on past experience, the fragile context of Madagascar, including the risk of political crisis and natural catastrophes, requires faster and more frequent adjustments and flexibility in the implementation phase. Any reallocation of the unallocated portion will follow the guidelines of the GPE and the World Bank. It will require a budget, justification of costs, and an action plan with revision of performance indicators.
- About 30 percent of the GPE and World Bank funding will be disbursed based on results. This share is in accordance with GPE guidelines and seeks to introduce results-based financing in the education sector in Madagascar. Those results have been selected because they can be verified and most of them are to be delivered at a decentralized level, thus creating stronger incentives for local performance.
- During project implementation, other partners will be invited to contribute to specific project’s activities through a common fund, under consideration. This funding would be incremental to the government budget.



C. Lessons Learned and Reflected in the Project Design

32. **A number of lessons learnt from previous World Bank- and partner-financed education projects and other World Bank-financed projects in Madagascar and beyond are reflected in the design.**

33. First, the following main lessons from the GPE-financed PAUET (P131945) and the World Bank-financed Emergency Support to Critical Education, Nutrition, and Health Services Project (PAUSENS, P132616)) education projects have been incorporated:

- (a) A gradual shift in project implementation responsibility toward the government is working. For example, the payment of teachers was successfully transferred to the national payment system under the PAUET. In this project, the use of government systems will be further promoted, particularly in the construction of community-based schools and school grants (with risk mitigation measures in place, including third-party technical and financial audits).
- (b) Pedagogical teacher training increases student learning. This teacher training program will be scaled up and targeted more toward early grade learning.
- (c) The community-based school construction worked and 266 quality class rooms were built at the lowest costs so far. The project will scale up this approach to build 800 classrooms.

34. Second, lessons and programs from the EU-PASSOBA, UNICEF, UNESCO, JICA, AFD, and other partner projects will be scaled up in this project, notably training of teachers and school principals, community-based early childhood education centers, teacher management, and school grants, among others.

35. Third, lessons from World Bank- and GPE-financed projects in Africa have led the team to include a gradual introduction of results-based financing, building up capacity for learning assessments, and the support for community-based approaches which are working well in the other social sectors in Madagascar and for school-based management elsewhere.

IV. IMPLEMENTATION

A. Institutional and Implementation Arrangements

36. **The project will be implemented by the MEN with the Secretary General as the responsible person.** The implementation is mainstreamed within the MEN with the project activities falling under the responsibility of the relevant departments. For example, Subcomponent 2.1 on early childhood education will be led by the department for preschool education. The director of each department will be responsible for the timely implementation and results of the activities under its responsibility. A Coordination Committee will coordinate and review implementation progress. The Secretary General will



chair the committee meetings, which all concerned directors and the *Unité de Facilitation de Projet* (Project Facilitation Unit, PFU) will attend.

37. **Project implementation arrangements have been designed to support the teacher in the classroom as much as possible.** Several project components imply increased decision making for decentralized bodies. For example, community-based school construction, early childhood centers, and school grants will be administered at the school/community level. The yearly grade learning program and the program to improve promotion under the GPE variable part will be implemented by school districts, while teacher training will primarily be administered at the regional level.

38. **A PFU will be in charge of overall FM, internal audit, disbursement, procurement functions, and Technical Assistance (TA).** It will also carry out the consolidation of project documents, including the Project Implementation Manual (PIM), budgeted annual work plans, M&E reports, and other progress reports. It will also facilitate internal and external communication and other supporting activities, as requested. The unit reports to the Secretary General. The unit comprises a coordinator, fiduciary staff, and a TA platform. This platform will provide TA to the ministerial departments based upon a detailed TA plan developed for each component.

39. **Implementation will be guided by the PIM and the annually approved work programs.** The PIM is in an advanced draft status, but remains an effectiveness condition until approved by the World Bank. The manual describes how the project activities will be implemented and the relations, roles, and responsibilities of each contributing unit or institutions. The PFU will update the PIM on a regular basis.

40. **These implementation arrangements represent a continued gradual and careful transfer of implementation responsibilities from crisis mode with an independent Project Implementation Unit (PIU) toward greater ministerial responsibility while maintaining a unit to enhance fiduciary and implementation capacity.** Through a detailed evaluation and consultation process, it was decided whether to implement each project activity using the existing governmental procedures with additional TA or project specific procedures. Further, the implementation arrangement has sought to emphasize decentralized implementation. This gradual change toward increased governmental and decentralized responsibility implies risks for slower implementation and leakage of funds, but it is also the way forward for building sustainable well-run government-implemented national programs.

41. **The project has been designed and will be implemented in collaboration with the *Plateforme Nationale pour le Pilotage du Secteur Education* (National Platform of Local Education Partners for the Education Sector Plan, PNPSE) made up of development partners and civil society organizations.** Annex 2 provides more details on the organization of project implementation, and Part D of this section describes the role of partners further.

B. Results Monitoring and Evaluation

42. **The project's impact, results, and activity progress will be measured rigorously, credibly, and on time.** The Results Framework (presented in Section VII) consists of five outcome indicators at the PDO level and 13 intermediate indicators to measure outputs of each subcomponent. Lastly, the government



will maintain a more comprehensive and detailed set of progress indicators available in the PIM, which also specifies the frequency and modalities for collection of the indicators. The Results Framework relies on multiple sources, notably the regular education management information system (EMIS), implementation data, third-party surveys at the school level, and learning assessments. This allows for triangulation of data and thus higher reliability. There is, in particular, an independent annual survey on school visits to measure absenteeism, progress, and support from the central level. This survey can also be used for results verification and impact evaluations. Further, the project will continue the specific evaluation of the effectiveness of the teacher training on teacher practice and on learning outcomes. Lastly, the project invests funds in strengthening the M&E system through Component 4 and the GPE variable part, notably training of the planning department in the ministry, support to the EMIS, and for undertaking regular learning assessments.

43. **Implementation arrangements for results monitoring rely upon the ministry through the Department of Education Planning.** This department will collect data and report results. There is a M&E responsible staff for each component. Further, the PFU will support with TA and contract independent institutions to collect data and verifying the results for the results-based financing. This can involve civil society organizations.

C. Sustainability

44. The project aims to bring about sustainable improvement in the education system in Madagascar through (a) trained teachers and school directors as well as new school infrastructure; (b) inclusion of only a few new activities which require small increases in financing to be sustainable; and (c) lasting improved system practices. First, the project's immediate outcomes in terms of more effectively trained teachers, school directors, and infrastructure are all sustainable improvements for decades to come without additional funding. For example, the trained teachers will maintain their improved competences and the 800 classrooms to be built are lasting structures. However, to continue the training and construction programs at the project's high level will require continued financing. On the other hand, with project success, considerable savings could be engendered from increased promotion rates and from a stop in hiring of untrained teachers. At the second level, the project introduces a few strategic additional activities which will require continued financing to be sustainable. This concerns the continuation of the community-based early childhood education and national learning assessments. Maintaining low costs and M&E to demonstrate impact and ensure widespread ownership is therefore critical for their sustainability. Third, and perhaps most important, is the improved system practices that the project seeks to engender, notably improved teaching-learning practices; school management and oversight, including hiring of better trained teachers and school administrators; existence and implementation of an equity-oriented teacher deployment policy; community-based construction of schools with government budget; more decentralized management of the education system; and enhanced M&E. For these system improvements to be sustainable, the key success factors are building upon the governmental and sectoral ownership of the sector plan, implementation by the government system (reduce the use of PIUs or small-scale pilots); concentrating on support to the ministry; and establishing simple, nation-wide procedures agreed with partners while keeping costs low.



D. Role of Partners

45. **The development partners have seized the sector plan and the project preparation for deeper collaboration and a plan for a common fund.** The partners are grouped in the National Platform of Local Education Partners for the Education Sector Plan made up of development partners and civil society organizations. The development partners are coordinated by UNICEF. The World Bank liaises on an ongoing basis with this group for sector analysis and projects. For example, there were five formal consultations on the project design as part of the preparation of this project, in addition to partners’ participation in preparation working groups. As a result, the project capitalizes on the achievements from several interventions developed by partners, including various teacher training programs, local training of district officers, distribution of pedagogical inputs, institutional strengthening, and support for school-based management, among others.

46. **There is a strong interest in further improving the effectiveness of partner funds and assistance.** As part of the preparation, partner-planned activities related to each component have been mapped out to ensure up-front coordination. The project will also fund the development of a model for a common partner fund for support to education, which would be piloted under Component 3, subject to continued governmental and partner commitment. In addition, partners will continue to actively contribute to the project, especially in the start-up phase. During project supervision, the World Bank will continue to keep the Local Education Group (LEG) regularly informed of project implementation during supervision missions.

V. KEY RISKS

A. Overall Risk Rating and Explanation of Key Risks

Risk category	Rating (H, S, M, L)
1. Political and governance	H
2. Macroeconomic	M
3. Strategies and Policies	L
4. Technical Design of Project or Program	S
5. Institutional Capacity for Implementation and Sustainability	S
6. Fiduciary	S
7. Environment and Social	M
8. Stakeholders	S
Overall	S

47. **The overall project risk is assessed as substantial due to the high or substantial political, technical, fiduciary, governance and implementation capacity risks.** Presidential elections are expected to take place in late 2018 and could generate tensions as well as populist campaign actions, such as the recruitment of unqualified teachers or educational administrators. Further, political changes could also



lead to changes in the education strategy and the Ministry staff, and to a slowdown of the reforms, thus disrupting a focus on service delivery at the school level. The substantial governance and fiduciary risks include nepotism in hiring teachers, school directors, and local supervisors as well as leakage of funds through school grants and school construction; as well as an excessive inclusion of per-diem to trainers and administrators. Stakeholders represent substantial risks during the implementation of the project. Those are essentially from private schools and teachers' unions. Lastly, the risk of insufficient implementation capacity and the related risk of an overly complex and ambitious project design are substantial. To have an impact, the project should change teacher behavior, competences and school management, as well as stimulate a new community approach in early childhood education. However, the community approach should not lead to increased inequality, for example through increased fees. This requires substantial training and a systemic approach to achieve, which may prove difficulty in poor communities. Key mitigating factors are: sector strategy ownership, building upon existing proven methods, such as teacher training and community school construction, strengthening collaboration with teacher unions, scaling up fiduciary capacity, aligning with partners' activities and phasing out some activities compared to previous projects (school feeding and teacher payments).

VI. APPRAISAL SUMMARY

A. Economic and Financial Analysis

48. **The project will enhance long-term school attainment by increasing the gross intake ratio into first grade of primary level and by reducing the number of children who drop out or fail in the system.** Because of the investments in education from the project, a greater number of graduates from primary education will acquire the necessary skills to enter the labor market or continue into secondary education. Once the graduates enter the labor market, they will earn higher wages due to the increased education level. Given the substantial positive economic externalities to primary education, there are high social returns which justify public financing of basic education.

49. **This project includes the deployment of trained teachers, establishment of early learning centers, and construction of new schools in poorer rural areas, which will have positive equity implications.** Children from poor families have the worst schooling outcomes and are expected to benefit most from these interventions.

50. The World Bank value added can be summarized as follows:

- (a) It has a close and efficient collaboration with the government.
- (b) It has an extensive knowledge of evidence-based best practices from across Africa and beyond, including intersectoral expertise that might add value to the project implementation.
- (c) It has experience in the management of GPE funds.



- (d) Furthermore, it has crucial operational know-how for results-based financing, impact evaluations, and implementation support for M&E.

51. The project's economic and financial analysis includes three components: (a) a conventional cost-benefit analysis, considering expected benefits and costs related to project implementation; (b) a cost-effectiveness analysis comparing the school construction costs under the project community-based approach and the centralized MEN procurement system; and (c) the expected impact of the projects in the government budget allocated to education.

52. The cost-benefit analysis considers, from 2018 to 2030, the difference in the number of graduates in two scenarios: the base scenario, where the number of graduates is estimated as if the project did not exist, and the intervention scenario, where the project implementation yields a higher graduation rate. Benefits refer to the increased earnings related to the higher education attainment. A higher number of learners will complete primary education, both through higher learning and through lower dropouts as a consequence of the project's improvement to the teaching and school effectiveness, including physical investments. The costs are related to the increase in the number of students enrolled in the system and include the increased need for public funding as well as increased household expenditures on education. Besides that, costs related to the loss of income-generating opportunities for those that stay longer in the education system are accounted for. It is important to note that, even though this represents a cost that is translated into benefits just after graduation from primary school, extra years of schooling would also have an impact on productivity and future earnings.

53. **The project's net present value (NPV) is estimated to US\$122 million, with an internal rate of return (IRR) of approximately 13 percent.** This assumes a discount rate of 8.3 percent.

54. **The cost-effectiveness analysis compares unit school construction costs.** It shows that under the community-based model, a new classroom costs US\$8,955 (2015 constant), while in the centralized approach, a similar classroom would cost US\$12,500. This is almost 30 percent less than the traditional costs to build new educational infrastructure.

55. **Finally, the fiscal impact of the project was estimated using the information from the ESP on government current expenditures (that includes salaries and operational costs) and investment.** The project is estimated to be equivalent to 7.3 percent of the total budget allocated to education in 2022, with this share decreasing to 5.2 percent in 2030. The government's approved midterm budget framework for 2018–2022 has incorporated the additional costs into the budget and is therefore sustainable. Annex 4 provides the detailed economic and financial analysis.

B. Technical Appraisal

56. **The project approach is based on joint analytical work on education in Madagascar and international experience.** This analytical work includes the comprehensive sector analysis which emphasized the problem of low learning, repetition, dropout, and the inequitable distribution of trained teachers. The World Bank SDIs survey showed, among others, that absenteeism among school directors leads to teachers' absenteeism and that teacher training has significant effects on learning. The teacher



policy assessment by UNESCO, AFD, and the World Bank informed the objectives of Component 1 on teachers. Finally, the PASEC assessment on learning outcomes and their drivers also significantly contributed to the development of activities. The project approach closely follows international experience, including the 2018 World Development Report on education, the World Bank's Africa report on learning, and a wide range of recent impact evaluations. The project components' structures and activities are aligned with the World Development Report analysis that identify four major areas of impact on learning: (a) teachers' practices and competencies; (b) preschool; (c) school management; and (d) system operation. Annex 4 shows how project activities align with the findings of international impact assessments.

57. **The Investment Project Financing (IPF) instrument was chosen as the most appropriate instrument to respond to the country context and the design project.** This instrument combines the traditional approach to financing investment costs with a component where disbursement is results-based.

C. Financial Management

58. **The overall FM risk is assessed as Substantial mainly due to the inherent fiduciary risk at the country level, the high decentralization of the project activities, the lack of FM capacity, and other internal control weaknesses within the sector.** The PFU within the MEN will have the overall responsibility of the implementation the project. The PFU has implemented two GPE-financed and World Bank-supervised projects as well as programs supported by AFD and UNICEF. Mitigation measures include (a) the development of the PIM including FM manual procedures and DLI verification mechanism; (b) the recruitment of an independent verification agent in charge of the verification of the DLI achievements and actual EEP; (c) the purchase of an adequate accounting system for the PFU; (d) the recruitment of one additional internal auditor to strengthen the existing service; and (e) the reinforcement of the FM capacity of the PFU by the recruitment of qualified FM staff. The fiduciary arrangements for the project will meet the World Bank's minimum requirements under the World Bank's Policy and Directive once the mitigation measures are implemented.

D. Procurement

59. **The procurement part of the project will be implemented by the PFU.** The PFU implemented previous World Bank-financed projects and has extensive experience with World Bank procurement process and policies. A procurement assessment was undertaken on the PFU and in conclusion, the Substantial rating is renewed due to the changes in conditions of implementation and the requirements of the Procurement Regulations for IPF Borrowers. The risk will be mitigated through regular reporting on the progress and implementation of fiduciary activities by the PFU, World Bank supervision, World Bank procurement team hands-on support as required, and further capacity building. Procurement under the proposed operation will be guided by the following documents: (a) the 'World Bank Procurement Regulations for IPF Borrowers' dated July 1, 2016 (Procurement Regulations); and (b) the World Bank's Anticorruption guidelines 'Guidelines on Preventing and Combatting Fraud and Corruption', revised July 1, 2016. The PIM will be drafted in accordance with these documents and will include simplified instructions and procedures for procurement in decentralized units (schools and communities) and detailed procedures for administration and handling of procurement-related complaints. As required by



the procurement regulations, the Project Procurement Strategy for Development (PPSD) has been developed and a Procurement Plan covering the first 18 months of implementation was approved by the World Bank. To deal with issues of insufficient procurement oversight or potential misprocurement, the terms of reference of the external audit agency will include procurement audits.

60. **The project will use the World Bank’s online procurement planning and tracking tools to carry out all procurement transactions.** The Systematic Tracking of Exchanges in Procurement (STEP) will be used for submission, clearance, and update of the Procurement Plan.

- All goods and non-consulting services will be procured in accordance with the requirements set forth or referred to in Section VI of the procurement guidelines.
- Approved Selection Methods: Goods, Works and Non-Consulting Services of the Procurement Regulations. Consulting services will be procured in accordance with the requirements set forth or referred to in Section VII of the procurement guidelines.
- Approved Selection Methods: Consulting Services of the Procurement Regulations, to the PPCSD and the Procurement Plan approved by the World Bank.

61. **Madagascar has a procurement regulatory framework and the national procurement procedures are widely used in Madagascar and will be used for this project.** The proposed project has no complex procurement that will challenge the borrower capacity. Procurement activities are similar to those for the recently closed Madagascar PAUET. As such, the client is already familiar with the types of procurement that will be undertaken under this project.

E. Social (including Safeguards)

62. **The project is classified as Category B because the activities funded under the project are not expected to have significant negative environmental or social impacts.** The project triggers OP4.12 (Involuntary Resettlement) because of the potential need for resettlement due to the construction of site-specific classrooms. The number of communities to benefit in the project from construction of two classrooms and related infrastructure to each community is expected to be 400.

63. **The Resettlement Policy Framework (RPF) defines the terms and conditions for involuntary resettlement.** If resettlement issues are identified, appropriate Resettlement Action Plans (RAPs) will be prepared in consultation with the relevant individuals and communities to address the specific impacts, the proposed mitigation measures, and compensation issues. The preparation and implementation of the RAPs will be based on national laws and OP/BP4.12 (Involuntary Resettlement) of the World Bank. Other social impacts will be addressed in the environmental and social management framework (ESMF). The ESMF and the RPF were disclosed on November 11, 2017.

64. **Acquisition of land and securing construction areas.** If need be, the project will favor voluntary land transfers. A clear process is defined in the RPF. The project will contribute to securing land for new infrastructure.



65. **Code of Conduct for Workers.** The construction of the school infrastructure will require contracting a company which, in most cases, does not come from the construction site. Although the number of emigrant workers during the execution of the work is not significant for each site, each company will be responsible for respecting the morals and for the behavior of their employees in relation to the community. A code of conduct for workers should be scrupulously enforced and respected by the company.

66. **Civic engagement, stakeholder engagement.** The project will contribute to strengthening the social dynamics and the reinforcement of the accountability of the different actors. The project will continue to implement the activities outlined in the strategy to strengthen the social accountability and anticorruption framework in the education sector. Specifically, the project will support community-based early childhood centers and community-based school management. Annually, the project will conduct beneficiary feedback related to the action and impact of the project.

67. **Consideration for gender aspects.** The project does not represent a risk for gender-based violence. However, the project will include specific activities that reinforce the consideration of the gender aspects, particularly in the establishment of the Participatory School Management Committee (FEFFI). The results of these activities will be periodically captured as part of the project outcome.

68. **Grievance redress mechanism.** In addition to the standard World Bank Grievance Redress Service (GRS), the MEN's grievance redress mechanism will be utilized and strengthened by the project to address complaints at all levels on (a) corruption; and (b) the non-respect of the rights of each beneficiary within the project's actions (such as the management of the various school grants).

69. **Public consultation and information.** Affected populations, communities, and other participating entities were consulted during development and will continue to be consulted during implementation of the RPF/RAP.

F. Environment (including Safeguards)

70. **The project is classified as Category B because** the activities financed under the project are not expected to have significant negative environmental and/or social impacts. Large-scale, significant, or irreversible negative impacts should not be induced by project activities. In fact, some of the activities described in the proposed Components 1 and 2 will focus on capacity building and training, procurement of equipment, and institutional reform, which should have no environmental or social protection aspects. Possible negative impacts are linked to the implementation of Subcomponent 2.2, which includes new construction, rehabilitation, and extension of school infrastructure in primary schools (including sanitation facilities). Although project sites may overlap with funding from other donors, the subprojects to be funded by the proposed project will never be co-funded, but funded in parallel. The potential subproject funded should be in line with the World Bank's safeguard policies triggered by the proposed project. Any potential negative impact will be managed through the safeguards tools developed. OP4.01 (Environmental Assessment) is triggered because the project will support civil engineering works that may generate site-specific risks and environmental impacts..

71. **Possible negative impacts on the environment during site preparation and construction/extension of classrooms.** Possible negative impacts on the environment during site



preparation and construction/rehabilitation include (a) increased noise, dust, and other emissions from civil works and clearing of land; (b) production of waste of any kind during construction or civil works; (c) disorder resulting from vehicle traffic and risk of accidents; and (d) health and safety problems for workers and the community, including dust and noise pollution, construction waste management, spread of infectious diseases, and so on. However, these potential impacts are assessed as moderate, temporary, site-specific, and reversible, and risk mitigation measures can be easily developed. The project is therefore proposed as in Category B from an environmental point of view.

72. **ESMF.** The MEN has demonstrated ownership of the management of risks and potential negative impacts during the rehabilitation or construction of classrooms under the current GPE-financed operation. It has been an integral player in the implementation of the ESMF as well as the information, education, and communication and training activities for fiduciary agencies, consultant firms, contractors, and community members. The World Bank's supervision and the borrower's implementation review of mitigation measures noted that the project implementation was consistent and in compliance with the approved ESMF. All World Bank recommendations for workers' safety measures were implemented. An updated ESMF was prepared by the borrower to comprehensively manage and reduce the environmental and social aspects of the project. The preparation of the ESMF involved large consultations with stakeholders. The ESMF has extensively reviewed the environmental and social impacts and potential risks of subprojects that may be financed by the project. This ESMF defines the environmental screening process to be followed in the development of the project, a framework for the development of environmental and social management plans (ESMPs), containing comprehensive generic environmental and social mitigation measures capitalized from the current World Bank's operation in the education sector where applicable, including monitoring and reporting formats. The ministry's grievance process will be utilized as described in the PIM. Simple ESMPs have been developed to guide the implementation of mitigation measures at selected sites. All structures to be constructed and/or rehabilitated must comply with standard construction standards, including gender requirements. The proposed project builds upon with the current phase and will be implemented by the same implementing agency. The PIU already has a qualified and operational construction specialist and safeguard specialist employed part time at the national coordination office and supported by the environmental specialist in the fiduciary agencies with relevant experience to oversee the proper implementation of social and environmental safeguard aspects.

73. The ESMF was reviewed and approved by the World Bank and published through InfoShop and in the country on November 6, 2017.

74. **Public consultation and information.** Affected populations and communities and other participating entities have been consulted during the development of the ESMF. Feedback from these consultations has been incorporated into the design of the project and the updated ESMF.

G. World Bank Grievance Redress

75. Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result



of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.



VII. RESULTS FRAMEWORK AND MONITORING

Results Framework

COUNTRY : Madagascar

Madagascar Basic Education Support Project

Project Development Objectives

The project objective is to improve learning and promotion within the first two sub-cycles of basic education.

Project Development Objective Indicators

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: Average number of words correctly read per minute in Malagasy a 2nd grader in public schools		Number	24.00	35.00	Annual	Learning achievement assessment reports	Independent learning achievement assessment unit

Description: Non-cumulative indicator

Name: Average promotion rate in the first two sub-cycles of basic education in public schools		Percentage	55.00	63.00	Annual	MEN/EMIS	MEN/DPE
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Description: Non-cumulative indicator



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: No of qualified teachers deployed and redeployed in rural schools		Number	0.00	6000.00	Annual	MEN/Deployment decision lists	MEN/DRH/DPE
Description: Cumulative indicator							
Name: No of students using classrooms constructed under the project		Number	0.00	50000.00	Annual	MEN/EMIS	MEN/DPE
Description: Cumulative indicator							
Name: No of established community-based ECD centers in under-served areas		Number	0.00	1000.00	Annual	MEN/EMIS	MEN/DPE
Description: Cumulative indicator							



Intermediate Results Indicators

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: No of children benefiting from stimulation activities provided by ECD educators trained under the project		Number	0.00	80000.00	Annual	MEN/Periodic activity reports	MEN/DPE
Description: Non-cumulative indicator. This is included in the calculation of the number of project total direct beneficiaries.							
Name: Existence of annual plan for the recruitment and assignment of teachers		Yes/No	N	Y	Twice	MEN/DRH	MEN/DRH/DPE
Description: Non-cumulative indicator							
Name: No of classrooms constructed or rehabilitated under the project		Number	0.00	800.00	Annual	MEN/Project progress reports	MEN/DPFI/DPE
Description: Cumulative indicator							
Name: No of students benefitting from the national school deworming and folic acid supplementation		Number	0.00	2200000.00	Annual	MEN/National deworming campaign reports/database	MEN/DRH/DPE



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
program							
Description: Non-cumulative indicator. This is not included in the calculation of the number of project total direct beneficiaries. Indeed, these students are already taken into account in the number of children enrolled in primary schools.							
Name: School principals absence rate		Percentage	37.00	30.00	Annual	SDI surveys	MEN/Independent firm
Description: Non-cumulative indicator							
Name: No of school principals and local supervisors receiving training under the project		Number	0.00	20000.00	Annual	Project progress reports	MEN/DEIPEF/DPE
Description: Cumulative indicator. This is included in the calculation of the number of project total direct beneficiaries.							
Name: Percentage of schools receiving school grants funded by the project within the first month of the beginning of the school year		Percentage	0.00	80.00	Annual	Project progress reports	Ministry of National Education (Directorate of Fundamental Education)
Description: Non-cumulative indicator							



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: No of project total direct beneficiaries		Number	0.00	4740000.00	Annual	Project progress reports	MEN/DPE
of which percentage of female		Percentage	0.00	50.00	Annual	Project progress reports	MEN/DPE
<p>Description: Non-cumulative indicator. (i) Children enrolled in primary schools (public and community) as projected in the ESP, (ii) Children benefiting from awareness and stimulation activities provided by ECD educators trained under the project, (iii) Teachers that completed the early learning training program for teaching, reading and mathematics, (iv) ECD educators who have completed a training module leading to certification, (v) Community members (FEFFI) participating in school construction programs and (vi) School principals receiving training under the project.</p>							
Name: No of student learning assessment and SDI reports disseminated		Number	1.00	7.00	Annual	National committee of learning assessments/SDI reports	National committee of learning assessments/DPE
<p>Description: Cumulative indicator</p>							
Name: No of EMIS reports available timely (within 8 months after the beginning of the school year)		Number	0.00	3.00	Annual	MEN	MEN/DPE
<p>Description: Cumulative indicator.</p>							



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: Publicly available yearly survey reports of project beneficiaries and education stakeholders (Citizen engagement indicator)		Yes/No	N	Y	Annual	MEN	MEN/DTIC/DPE
Description:							
Name: Students benefiting from direct interventions to enhance learning	✓	Number	0.00	4597000.00	Annual	MEN/Project reports	MEN
Students benefiting from direct interventions to enhance learning - Female	✓	Number	0.00	2298500.00	Annual	MEN/Project reports	MEN
Description:							
Name: Teachers recruited or trained	✓	Number	0.00	33500.00	Annual	MEN/Technical reports on trainings. This is the sum of teachers trained through the component 1, including the number of teachers trained in teaching reading and mathematics for the early grades, and through component 2.1, notably the number of	MEN/INFP/DPE



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
						trained and certified preschool educators.	
Teachers recruited or trained - Female (RMS requirement)	✓	Number	0.00	13400.00	Annual	MEN/Training reports	MEN/INFP/DPE
No. of trained and certified preschool educators		Number	0.00	6500.00	Annual	MEN/Training reports	MEN/INFP/DPE
No of teachers trained in teaching reading, writing, and mathematics for the early grades		Number	0.00	27000.00	Annual	MEN/Training reports	MEN/INFP/DPE
Description:							



Target Values

Project Development Objective Indicators

Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
Average number of words correctly read per minute in Malagasy a 2nd grader in public schools	24.00	24.00	25.00	27.00	30.00	35.00	35.00
Average promotion rate in the first two sub-cycles of basic education in public schools	55.00	58.00	59.00	60.00	62.00	63.00	63.00
No of qualified teachers deployed and redeployed in rural schools	0.00	900.00	2400.00	4200.00	6000.00	6000.00	6000.00
No of students using classrooms constructed under the project	0.00	0.00	0.00	0.00	10000.00	50000.00	50000.00
No of established community-based ECD centers in under-served areas	0.00	200.00	600.00	1000.00	1000.00	1000.00	1000.00

Intermediate Results Indicators

Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
No of children benefiting from stimulation activities provided by ECD educators trained under the project	0.00	16000.00	37000.00	58000.00	70000.00	80000.00	80000.00



Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
Existence of annual plan for the recruitment and assignment of teachers	N	Y	Y	Y	Y	Y	Y
No of classrooms constructed or rehabilitated under the project	0.00	0.00	0.00	200.00	800.00	800.00	800.00
No of students benefitting from the national school deworming and folic acid supplementation program	0.00	2000000.00	2040000.00	2090000.00	2140000.00	2200000.00	2200000.00
School principals absence rate	37.00	37.00	36.00	34.00	32.00	30.00	30.00
No of school principals and local supervisors receiving training under the project	0.00	0.00	3000.00	10000.00	18000.00	20000.00	20000.00
Percentage of schools receiving school grants funded by the project within the first month of the beginning of the school year	0.00	15.00	30.00	60.00	70.00	80.00	80.00
No of project total direct beneficiaries	0.00	4056300.00	4161500.00	4497200.00	4691600.00	4740000.00	4740000.00
of which percentage of female	0.00	50.00	50.00	50.00	50.00	50.00	50.00
No of student learning assessment and SDI reports disseminated	1.00	1.00	3.00	5.00	6.00	7.00	7.00
No of EMIS reports available timely (within 8 months after the beginning of the school year)	0.00	0.00	0.00	1.00	2.00	3.00	3.00



Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	End Target
Publicly available yearly survey reports of project beneficiaries and education stakeholders (Citizen engagement indicator)	N	Y	Y	Y	Y	Y	Y
Students benefiting from direct interventions to enhance learning	0.00	1010000.00	2055000.00	4500000.00	4560000.00	4597000.00	4597000.00
Students benefiting from direct interventions to enhance learning - Female	0.00	505000.00	1027500.00	2250000.00	2280000.00	2298500.00	2298500.00
Teachers recruited or trained	0.00	1300.00	7500.00	22200.00	32300.00	33500.00	33500.00
Teachers recruited or trained - Female (RMS requirement)	0.00	520.00	3000.00	8880.00	12920.00	13400.00	13400.00
No. of trained and certified preschool educators	0.00	0.00	500.00	1500.00	4000.00	6500.00	6500.00
No of teachers trained in teaching reading, writing, and mathematics for the early grades	0.00	0.00	4500.00	17000.00	27000.00	27000.00	27000.00



ANNEX 1: DETAILED PROJECT DESCRIPTION

COUNTRY : Madagascar Madagascar Basic Education Support Project

1. The PDO is to improve learning and promotion within the first two sub-cycles of basic education.
2. **The project is structured accordingly with the first component aiming at enhancing teacher management and teacher training.** The second component seeks to improve access and readiness to learn through preschool, construction, and health, while the third component pursues improvement in school-based management. Lastly, the fourth component supports system strengthening of learning assessments, M&E, and support implementation of sector reforms.

Component 1: Training teachers with a focus on early grade reading, writing and mathematics (US\$17.7 million - 100 percent IDA)

3. **The objective of this component is to improve teacher practices to better teach early grade reading and math and to train untrained teachers.** This is essential to improve learning, in particular learners' reading and writing skills within the first two years of basic education. This will be measured by (a) Average number of words correctly read per minute in Malagasy a 2nd grader in public schools; and (b) the number of teachers trained, including those who have completed early grade teaching reading and mathematics training program. Two main activities will be funded: teacher training through regional plans, funded through results-based funding, and support to the central teacher training institution, INFP, to strength it to achieve its core mission to support the regional teacher training institutions in the implementation of their plans, development of teacher training curriculum, teacher certification, evaluation, and training of teacher trainers.
4. **Activity 1: Training around 35,000 teachers through regional plans.** The Regional Directorates of National Education (DRENs) and the Regional Centers of the National Institute of Pedagogical Training will jointly develop and implement regional training plans. In the first year, the project will support seven regional plans (Analanjirifo, Atsimo Andrefana, Atsimo Atsinanana, Alaotra Mangoro, Boeny, Sofia, and Vakinankaratra) before expanding support to the remaining regions in the next years. One of the main criteria for selection of the first seven regions is the regions targeted by an EU-funded project, which benefited from regional capacity building.
5. **The regional training plans will be aligned with the national priorities.** The INFP is currently designing a continuing education curriculum that will be recognized with the ministry's career development scheme. In addition to the list of training sessions, the regional training plans will specify the following for each training session: the teacher training module to be delivered, the number of teachers involved, the name of the schools, the identification number and contact details of each teacher, the geographic distribution, the teacher selection method, timing, and the teacher trainers with their qualifications. Furthermore, regional plans will specify, at the regional level, (a) material needs (including equipment and rehabilitation); (b) human needs (trainers); (c) partnerships (partnership agreements between DREN, the CRINFP, and others such as private institution, universities, and NGOs); and (d) methods and actions to be taken to ensure follow-up of training (objective, frequency of follow-up, people mobilized, and remediation).



6. The regional training plans will include three modules of training:
 - **Effectively teach reading, writing and basic math for the first two levels of basic education (T1 and T2).** This training module aims at building teachers' skills in reading and basic math. It will be built on the first ELAN initiative launched in 2015 and an existing U.S. Agency for International Development (USAID) program which is focused on strengthening the pedagogical capacity of teachers for teaching early reading, writing, and math. In the first year, the project will train 4,656 teachers from T1 and T2 in the seven abovementioned regions. The number of teachers will be increased in the following years to reach a total of over 27,000 (all subsidized *Fikambanan'ny Ray Aman-drenin'ny Mpianatra* [Parents' Associations, FRAM] teachers) in the 22 regions (assigned in T1 and T2) at the end of the project. This program builds upon basic pedagogical training conducted under previous projects and found to statistically significantly lead to improved teacher competences and student learning outcomes. To ensure better supervision and follow-up of these teachers, the concerned local supervisors (academic advisers, local school supervisors, and school principals) will also benefit from the training. The training will provide an obligation for the local academic advisers to follow the early learning training programs up through the local professional teacher development days. Further, the school supervisors and school principals will follow up with support and supervision of the trained early grade teachers to nudge them to apply the new teaching techniques.
 - **Initial training through face-to-face and distance education.** This training provides untrained teachers with the option of earning a full teacher certificate equivalent to the one earned from face-to-face preservice teacher training. This training will use the existing modules transformed into self-training booklets and auxiliary resources for preservice teacher training either through face-to-face or distance education of a minimum duration of two years broken into semester modules. CRINFP trainers provide individualized monitoring and tutoring to teachers during training. The main target is contract teachers without initial training who are likely to become civil servants in 2020–2023. Upon successful completion, the teachers will receive a certificate equivalent to the pre-service training certificate. The selection will be made based on voluntary service at the rate of 1,750 teachers a year for two years.
 - **Academic strengthening in French and in math.** This module will address the gaps specifically identified in these two areas for T3, T4, and T5 teachers, and, on priority, contract teachers who are likely to become civil servants (about 6,000 teachers will be concerned). The training has already been tested as part of projects funded by development partners. Academic training in French entails five modules and academic training in math entails three modules (five days by module) spread over one year, alternating face-to-face training (theory) with practice in classroom. Follow-up of training is done by trainers (school supervisors, school principals, academic advisers, CRINFP trainers) either through clustering or through individual support during classroom visits. Before and at the end of the training, an independent entity will test the abilities of 25 percent of the trained teachers picked randomly. The tests administered should be designed according to the training modules. This will ensure that the trainings have actually been done. Moreover, this will give a good sense of the quality of training.
7. **Measurement of the impact of the training programs.** Monitoring will be ensured through four approaches: (a) a strengthened pedagogical supervision done by head teachers for which their skills be will strengthened under Component 3 and by teacher observations in the classrooms by a pedagogical team, which will report to the central system; (b) teacher attestation and certification



processes documenting that the teachers have acquired the necessary competences and knowledge; (c) pre-test and post-tests on a sample basis; and (d) an impact evaluation of the early learning program teacher training program using a randomized selection of treatment (training) school areas and the nationally representative learning assessments supported under the GPE variable part component.

8. **Financing of the regional plans will be results based.** Each region will receive, following the approval of the first training plan, a start-up fund to finance its material needs such as teaching materials, equipment, and premises. Reimbursement will be at a rate of \$240,000 per validated plan. After the first plan, investments in material needs will be financed through the disbursements received for the quantities of teachers trained. Two impact evaluations on teacher behavior and student learning outcomes will be conducted throughout the project. The specific DLIs are described as follows:



Disbursement-Linked Indicators, Disbursement-Linked Results and Allocated Amounts for Component 1

	DLI Total Financing (USD million)	DLI Baseline	DLRs and Indicative timeline for DLR achievement					Verification Protocol	Formula
			2018	2019	2020	2021	2022		
DLI 1: First regional plan for each region meeting the quality criteria	5,280,000	0	7	15	0	0	0	Regional plans are approved by the Recipient's verifier and the World Bank to meet the criteria described in the PIM.	Scalable per plan US\$ 240,000 for the first regional training plan from each region meeting the quality criteria defined in the PIM.
<i>Allocated amount:</i>	<i>5,280,000</i>		<i>1,680,000</i>	<i>3,600,000</i>					
DLI 2: Number of teachers trained	8,720,000	0		4,656 in early learning 1,020 trained in academic module 0 teachers fully certified 0 in semester module	13,062 in early learning 3,180 trained in academic module 0 teachers fully certified 1,750 in semester module	9,932 in early learning 1,800 trained in academic module 1,750 teachers fully certified 1,750 in semester module	0 in early learning 0 in academic module 1,750 teachers fully certified 0 in semester module	Teacher training results will be compiled by the recipient based upon reporting from participating regions. The training results will be verified independently through on-site verification and contacts to trained teachers on a sample basis, as further described in the Project Implementation Manual.	Scalable per trained teacher including across teacher training modules. The achievement of trained teachers per module is indicative. US\$ 270 per eligible teacher trained and attested in pedagogical technique of early grade learning or another short term training module in the PIM resulting in an attestation US\$ 62 per eligible teacher trained and attested per module of the academic strengthening in French and/or maths or another short term training module in the PIM resulting in an attestation 180 USD per eligible teacher certified by the certificate equivalent to full pre-service teacher training in the PIM US\$ 72 per eligible teacher completing (attested) a semester module of an in-service training curriculum, including through distance learning
<i>Allocated amount:</i>	<i>8,720,000</i>			<i>1,320,500</i>	<i>3,850,000</i>	<i>3,234,500</i>	<i>315,000</i>		
DLI 3: Quantitative and qualitative evaluation of the impact of teacher training	1,000,000	0	0	1	0	1	0	Each evaluation report is prepared by the Recipient according to ToRs agreed to in advance by the Association. Each evaluation must evaluate the impact and implementation of a reasonable large scale sample of teachers who received training through the project, as described in the PIM.	US\$ 500,000 per evaluation. The first evaluation has to be delivered before the mid-term evaluation of the project to be eligible for disbursement. The second evaluation has to be delivered after the mid-term evaluation to be eligible for disbursement.
<i>Allocated amount:</i>	<i>1,000,000</i>	<i>0</i>	<i>0</i>	<i>500,000</i>	<i>0</i>	<i>500,000</i>	<i>0</i>		
Total IDA Financing	15,000,000		1,680,000	5,420,500	3,850,000	3,734,500	315,000		



9. **Activity 2: Institutional Strengthening on the National Teacher Training Institute.** The project will support the INFP so that it can achieve its key national responsibilities. The key indicator is the achievement of the teacher training goals under the regional training plans. In addition, the INFP is expected to produce four specific results:

- (a) Develop a new curriculum for teacher training for the reformed basic education under a national training and certification framework. The curriculum will be modular to facilitate in-service learning for teachers already teaching.
- (b) Develop new training modules to be included in the curriculum, with a first priority on the finalization, evaluations, and incremental improvements to the early learning teaching program (training module 1).
- (c) Upgrade the competences of the teacher trainers working in the regional teacher training centers.
- (d) Prepare and implement a strategic plan with governance improvement of the teacher training institutions.

10. To achieve these results, the INFP will undertake the following activities:

- (a) The INFP will establish a high-capacity team to support and coordinate the regions to facilitate the implementation of the regional training plans. This will include drafting a framework for regional plans and support the regional level to develop and implement their own plan. The INFP will undertake evaluation and revision of the current training modules and develop new training modules such as 'Effectively teach reading and basic mathematics for the first two levels of basic education (T1 and T2)' and new training material to be included in the new curriculum.
- (b) The INFP will develop a new training curriculum and carry out the attestation/certification of teachers' competence on time when required and participate in the evaluation of the impact.
- (c) The INFP will strengthen its master teacher trainers and regional teacher trainers, and possibly conduct national research on effective teaching raising learning outcomes.
- (d) The INFP will develop a strategic plan to improve the governance of the institute, as recommended by the 2016 audit. The INFP will find a committed international teacher training expert institution that, through a partnership, will help the INFP undertake the above activities and achieve the expected results. The project will finance these activities, which are estimated to cost US\$2,700,000 through cost-based financing (not results-based).

Component 2: Improving attendance and readiness to learn through preschool, construction and health (US\$32 million - 100 percent IDA)



11. **The objective of this component is to improve attendance, reduce dropout, and better prepare children for school.** The key results indicators are: (a) the number of students using classrooms constructed under the project; (b) the number of children benefiting from stimulation activities provided by ECD educators trained under the project; and (c) the number of students benefitting from the national school deworming and folic acid supplementation program. Three main activities will be implemented through this component: support the access to community-based CAPs and the quality of pre-school in underserved areas, build 800 classrooms, and support the national deworming campaign at schools.

Subcomponent 2.1: Improve readiness to learn through support to preschool

12. The ESP for early childhood education contains two strategic focuses: Focus 1: Expand preschool activity centers to public primary schools and enhance quality; and Focus 2: establish Community-based Early Learning Centers (CELCs) through partnerships with local communities; civil society organizations social sector programs within health, nutrition, social protection; and private educational institutions (confessional and non-confessional). These two areas seek to prepare more young children to be school-ready. Consequently, repetition and dropout rates will improve and the likelihood of children enrolling in the first year of primary school at age six will increase. The sector plan aims to have 20 percent of children aged 3 to 5 attend CELCs by 2022. For improved equity, the public effort will focus on rural and remote areas.

13. This subcomponent aims primarily to lay the foundations for a community-based system for early childhood education service delivery and thereby increase the access of children ages 3 to 5 to quality preschool education, especially those children living in rural areas. Secondly, it will contribute to improve quality of public early childhood education through training of preschool educators in public primary schools.

14. **Targeting of children, villages, and regions.** In the first year, the project will work in six regions (Analamanga, Androy, Anosy, Vakinankaratra, Atsinanana, and Haute Matsiatra) at piloting the community-based approach and then will expand to 22 regions. The main criteria for selection of these regions are based on a high rate of chronic malnutrition, low completion rate in primary schools, and existence of other projects on ECD. The centers will be set up in rural villages where there are no public preschool activities and as such complement the strategy of expansion of preschool within public schools. The centers will prioritize children ages 5 in line with the sector strategy, but children ages 3 or 4 are equally accommodated. As such, the centers will operate as a multi-age class. The outreach and collaboration with communities will at first target communities where there are existing community programs within nutrition, health, and social protection programs aimed at early years development for children ages 0–2. It will build upon this community collaboration and structures to scale up these early years development into the ages of 3–5.

15. Expected Results:

- 1,000 CELCs established community-based ECD centers in underserved areas (PDO indicator)
- 6,500 ECD educators receive training on the cognitive, physical, and social and emotional



development of children ages 3–5 and on relating activities (intermediate indicator)

- 80,000 children benefiting from awareness and stimulation activities provided by ECD educators trained under the project (intermediate indicator)

16. This subcomponent will achieve these two goals through four activities:

- (a) Sensitization of parents and communities
- (b) Setting up and supporting CELCs
- (c) Pre-school educator training
- (d) Capacity building, monitoring, and coaching

17. **Sensitization of parents, communities, and entities involved in early childhood education at the community level in targeted localities.** This activity aims to increase the demand of families and local actors for early childhood education. The following tasks will be carried out: development of a communication plan including a situational analysis, target messages per audience to achieve behavioral change, communication tools, and an implementation plan. To this end, the project will support the recruitment of a national consultant, the production of communication materials, events in targeted villages, as well as media and other sensitization costs.

18. **Setting up and supporting Community-based Early Learning Centers.** This activity consists in setting up CELCs in target sites and supporting them as they start operations.

- **Setting up CELCs.** Centers will be set up either under community initiatives that will provide the premises to accommodate the activities, including communities proposing civil society, confessional, or nondenominational nongovernmental institutions. This also includes communities involved in early childhood activities through health, nutrition, and protection programs. The local arrangements build upon positive pilots supported by UNICEF and the closed GPE-World Bank PAUSENS. Community representatives organized into a local intersectoral community committee will sign a contract formalizing their commitment and responsibility to conduct activities contributing to the holistic development of the young children. To ensure that child safety and hygiene standards are met, the project will provide a fixed start-up subsidy to the communities (around MGA 3,500,000 or US\$1,667) to develop the center space to meet basic standards (safe area, water corner, toilets, and so on). The subsidy will be financed through a sub-grant to the community. Basic standards are already fixed by the MEN. Decentralized staff of the MEN (CISCO and Administrative and Pedagogical Subofficer [ZAP]) will check if standards are met and an external audit will be done to verify the use of the funds.
- **Center operations.** CELC operation conditions will be defined during the definition of the activity package and through local discussions. They will address, among other things, the CELC's opening days, the roles of the educator, parents, and committee, funds management, equipment and furniture supply and maintenance, and monitoring.



- **Stimulation activities.** These include physical and motor development (body expressions, dance, fine motor skills, and so on); cognitive (such as the recognition of geometric shapes, color, graphics, premathematics), language and communication development (knowing one's identity, his/her parents, friends, learn politeness, singing, recitation, and so on); and socio-emotional development (respecting rules, instructions, empowerment, express his/her feelings, knowing hygiene, taking care of the environment, and so on).
- **Meeting minimum standards and support improving the effectiveness of stimulation activities.** The MEN's center labeling (quality assurance) system will be applied. It aims at informing communities on simple minimum and excellent standards for physical environment, educator to child ratios, and pedagogic and management standards. This system will be used as an incentive where deserving communities receive rewards.
- **Ensuring a list of basic learning material in CELCs and enabling the educators to re-produce them.** Since games form the basis of the learning methodology of children under 6, the project will grant the centers a kit including classroom supplies (such as paper, pencils, chalk, slates, color pencils); prototypes of toys that can be locally manufactured (such as building blocks); teaching materials that will get children used to reading (such as color pictures); and small tools (such as scissors, hammers, and craft material). Simple material on how educators can fabricate the learning material themselves will be included.
- **Organization of parent education sessions on young child development and relating activities in CELCs.** This activity will help parents continue the activities at home with their children and ensure the sustainability of the actions.

19. **Educator training at the community level.** This activity aims to provide early childhood educators from the community centers and surrounding public schools with the basic knowledge, know-how, and practical tools to prepare children ages 3–5 for primary school.

20. **Community educators trained will be volunteers selected and supported by the communities, based on local realities and basic national criteria.** The educators may be community animators, community nutrition agents, mother leaders, regular community volunteers, or other kinds of volunteers. Incentives, such as end-of-training certification, teaching kit provision, and a small honorarium, will be provided to foster their motivation.

21. **The learning objective and duration of the training.** The learning objectives will focus on the roles and behaviors of the educator, child development, and the activities intended to help the child develop in five skills areas, parent education, early learning center management, and preparing teaching material. The training will be highly hands-on with a strong focus on activities that community educators can replicate. The existing ten-day training package for early childhood educators will be used. Following that basic training, the community educators will attend annual 5-day refresher training to reinforce their skills. The upgraded educator training modules will be designed with participation from various early childhood actors (health, nutrition, protection), including NGOs.

22. **The training will be provided by the government in collaboration with private organizations and NGOs.** The trainings will be ensured by existing pools of trainers and MEN-licensed resource people from



the private or public sector. It will be organized by the MEN's decentralized units and will group participants in training bases and will be facilitated by trainers from the public and private sectors, with NGOs managing young children. Educators will receive certification from the MEN at the end of two months of training. The project will support the costs relating to the travel of educators and trainers, the allowances and accommodation of trainers, the catering and accommodation of educators, training equipment, materials, and supplies.

23. **A consultant will be recruited and will work in close collaboration with the Ministry of Education, representatives of the community, and other key actors in designing a monitoring tool and a limited series of minimum standards that will be adjusted to the community's context.** These minimum standards and monitoring tools will be implemented in CELCs to achieve quality objectives as part of the scale-up.

24. **Capacity building, monitoring, and coaching.** This fourth activity aims to equip officers at all levels with the means, tools, and technical skills needed to ensure proper project management.

25. **Monitoring tools allowing assessment of project completion will be developed and tested to this end.** The project will also support the MEN in developing a strategy for mobilizing funds and advocating with the government and Parliament, as well as with financial partners, NGOs, businesses, foundations, and other potential sources of funds. The MEN will be provided with equipment to ensure the monitoring of project activities.

26. **Considering the importance of the role of the intersectoral committee at national level, the project will provide it with support to build its early childhood capacity so that it may ensure the orientation, steering, and coordination functions entrusted to it under the project.** To this end, the project will organize exchange visits with countries working on ECD and having good experiences and will support the travel expenditures and allowances of committee members on project implementation monitoring missions. A workshop for developing the Early Childhood Development Policy and Strategy will be organized to achieve a common vision for young children and ensure synergy with ongoing projects (intersectoral malnutrition control program, national social protection policy, national child health policy, ESP, and so on), as well as project ownership by all social and political actors.

27. **For better activity monitoring, the project will support the organization of annual and midterm evaluation workshops involving the different actors in target regions.** These workshops will allow for establishing any corrective action or adjustment that needs to be made. At the end of each year, an annual review and planning exercise will be organized at national level. A national evaluation will be made at the end of the project cycle. The costs of organization of these workshops will be supported by the project. The project will finance a study comparing the competences of children in the second year of primary school who have and have not attended CELC. A consultant will be recruited to assess the project.

28. A study will be conducted to define the standard community approach to be used to scale up the community-based approach.

Subcomponent 2.2: Increasing student attendance through Community-based school construction



29. **Distance to school is the first reason for school nonattendance and for high dropout rate in primary school.** According to a 2012 survey (Rapport d'Etat d'un Système Educatif National 2016) “too young to walk to school” and “school too far” explain, respectively, 48.0 percent and 8.6 percent nonattendance of 6–12-year-old children. There are large regional disparities in school infrastructure. The 2016 statistics of the Directorate of Education Planning (DPE) reveals that (a) the number of classrooms per 1,000 school-age children across regions ranges from 18 to 45 (average 33); and (b) the availability of classrooms is a quasi-proxy to school primary achievement rate that ranges across regions from 37 percent to 94 percent (average 71.5 percent). Improved supply of facilities will contribute to reduce distance and improve access and attendance, reduce dropout, increase promotion rate, and improve learning. This subcomponent seeks to improve access and attendance through construction of schools and provision of school health interventions.

30. **The ESP for construction seeks to improve students’ attendance in the most vulnerable and underprivileged areas under a basic education cycle of nine years.** The objective is to increase the supply of education while reducing distance to the school through school construction. The sector plan emphasizes that the distance to school is one of the primary factors for not attending school and for dropout. It is also the root cause of late enrolment (children ages 7 and above), which in turn leads to dropout. To go to school, 31 percent of children must walk more than 30 minutes. The supply of school infrastructure has always been low compared with demand. As of 2015/2016, there were 74,000 classrooms. The gap is estimated at 73,000 classrooms distributed as follows: 14,000 classrooms to accommodate children who are not in school, 29,000 to bring up to standard classroom size (reduce the number of students per class), and 30,000 additional rooms to replace the existing rooms that do not meet the norms and are unsustainable. The annual population growth of 2.8 percent translates into an additional annual need of 3,000 classrooms. In addition, the ESP estimates that the introduction of an additional sixth school year as part of the two sub-cycles will require 2,410 classrooms per year for the first 3 years, and 3,734 new classrooms for the third sub-cycle in 2019. To accelerate the pace of construction, the ESP proposes to implement three modalities to construct schools: (a) the local community empowerment approach for 45 percent of the program; (b) delegation of school construction to specialized agencies (25 percent); and (c) Centralized management by MEN (30 percent).

31. **The objective of the subcomponent follows that of the sector plan by seeking to improve children’s access and attendance to education in targeted areas through community-based construction of 800 school classrooms with accompanying infrastructure.** Each minimum infrastructure package comprises a block of two equipped classrooms, plus a block of toilets and a water point, where there is none in communities meeting the targeting criteria. Designs follow the national standard designs with slight revisions that are satisfactory to the World Bank. The classroom design is certified cyclone-resistant and was updated to become certified seismic-resistant. The concept of the handicap-friendly sanitation block with proper waste management is also agreed upon. These constructions will have an impact on access that will be measured by the result indicator ‘number of children benefiting from schools closer to their homes’. It will also raise the number of primary classrooms available per 1,000 primary school-age children in the targeted school areas (CISCO). In turn, improved access will contribute to an increase in the attendance rate, promotion rate and learning. The local community empowerment approach, in line with the sector plan, also seeks to promote community ownership of schools. As a result, this subcomponent will contribute to raise local accountability which will contribute to increased attendance rates of teachers and school directors. Further, the component will indirectly benefit local private construction companies and their employees who will find opportunities to build the schools under local



competitive processes.

32. **Selection of communities for construction.** The selection aims to include geographical areas with the lowest primary school ratios per 1,000 inhabitants and lowest achievement rates while avoiding a selection that results in spreading school construction in too widely dispersed manner and thereby failing to implement and supervise that would not produce measurable outcomes. The process of selecting school buildings is mixed: the first phase will follow a top-down approach down to the CISCOS and a second phase will follow a bottom-up approach, from the communities to the CISCOS.

33. **The first phase of selection, the ‘macro planning’ phase, is - implemented top-down at the central level based on statistical information.** Two levels of geographic targeting will be considered, namely regions (DRENs), and CISCOS (education districts) within targeted regions:

- **Targeting regions.** The program is limited by the MEN to half of the regions (11 out of 22) that have the lowest achievement rates, that is, 36 percent to 63 percent compared to the average of 71.5 percent. These regions are essentially localized in the East, South, and West coasts.¹ They are also the regions with the lowest primary school ratios per 1,000 school-age children.
- **Targeting CISCOS.** To avoid spreading investment too thinly across CISCOS, the MEN has proposed to distribute the 400 sites across 20 CISCOS (within the above 11 regions), to invest about 20 schools per CISCO. On average, this represents about 10 percent of the total number of schools in a given CISCO. Compared to the previous PAUET, such distribution represents twice the number of CISCOS, and in each CISCO twice the number of schools. This seeks to limit the number of areas where school construction supervision is required and thereby make possible decent quality assurance and measurable impact of the construction. The criteria to select the CISCO is the same as for the regions.

34. **The second phase, known as ‘micro planning’, aims at determining the communities and school boards (FEFFI) participating in the school building program.** This phase is bottom-up in nature, based on demands expressed by communities. The process is as follows:

- Communities living in targeted CISCOS are informed of the construction program. The informing flyer includes eligibility/priority criteria, a standard application form, and the deadline for submission to the concerned ZAP. Participating communities should finalize the set-up of their school management committee (FEFFI) if not yet complete, as part of the application process. The community demand should include basic data justifying the request and a land proposal, if applicable. The community demand is registered by the relevant ZAP and transmitted to the CISCO for appraisal and approval.
- Communities’ eligibility criteria for construction funding are (a) lack of school within a 2 km radius; (b) need to replace substandard nondurable classrooms; and (c) need to build additional classroom to cope with school expansion of primary. Order of priority is (b), (a),

¹ The regions are Melaky, Menabe, Anosy, Androy. Ihorombe, Astimo Andrefana, Atsimo Atsinana, Vatovavy Fitovinany, Boeny, Bestiboka, and Atsinana.



(c), although flexibility is allowed depending on context. Micro-planning guidelines and training will be developed by DPE to targeted CISCO before project start. These guidelines will be provided in the ToolBox of the Implementation Manual.

- CISCOS have recently been equipped with a microplanning software developed by the DPE. This tool records, in a well-organized manner, all data needed for local school mapping, including (a) demographic/geographic data (population by village, list of villages by school catchment area, distance to the nearest school); (b) norms (minimum population to open a school, multigrade/double-shift regulations, maximum school size); and (c) status of facilities (to be rebuilt). All CISCOS have already used the software to record 2016 data. The World Bank has reviewed examples of this tool and found it complete and appropriate for efficient microplanning. The DPE is ready to train and assist targeted CISCOS to execute the first phase 'microplanning' of BESP.
- Based on the demands expressed by communities, targeted CISCOS will appraise their eligibility against the above-mentioned criteria, using the above-mentioned software. After appraisal, the proposed lands will be subject to environmental/social safeguards screening by regional Directorate of Land Management and Infrastructures (DPFI) engineers. The final list of eligible demands with cleared lands will be submitted by the CISCOS to the DPE for verification before approval by the minister and subsequent publication in newspapers. This local demand approach addresses the risk encountered in previous top-down approaches that infrastructure is underutilized due to the lack of commitment and ownership from the communities.

35. **Communication and transparency.** In participatory planning approaches based on demand and criteria, the quality and effectiveness of communication between the ministry and communities are of crucial importance. The following actions are envisioned: (a) a simple communication plan which will use flyers in Malagasy with illustrations that indicate sequences in the procedure, how to obtain applications forms and where to file them, the criteria of eligibility, the incentive to express demand fast, and so on; (b) rural radio stations will be used where they exist; (c) the outcomes of microplanning will be disclosed to the public by means of posters and press; and (d) communities whose requests are not accepted will be informed in writing of the grounds for non-selection at this stage.

36. **The schools will be constructed in two phases and all procurement must be completed by the midterm review (MTR) of the project.** Before the effectiveness of the project, the sites for a first phase of 200 classrooms will be selected. The sites for the second, larger construction phase of 600 school will be selected before the 18th month of project implementation. This allows for all procurement of civil works to be completed by the MTR of the project. There will be no procurement of civil works after the MTR. Uncommitted funding will be reallocated to other programs. This allows sufficient time for construction, technical audits of infrastructure, and redressal of issues before project closure.

37. **Communities will manage the construction of the infrastructure, procure contracts for works and school furniture, and services of a technical site supervisor with central support and supervision.** The design of the construction program follows an upgraded version of the evaluated and successful program that constructed 260 classrooms under the previous project. Each community will form a school board (FEFFI) that will manage the funds and the construction. The ministry will contract so-called



community accompanying agencies that in turn will contract local experts in community development to train the school boards in grassroots management training and support the communities in the actual management. The school boards will receive a sub-grant in two tranches in a dedicated bank account and pay the local constructor based on attainment of four pre-fixed milestones with key milestones verified by the technical site supervisor who should certify that works are executed according to drawings and technical specification before payment. The CISCO level and the regionally responsible engineer of the ministry will implement the program through spot checks.

38. **Establishment of water points and capacity building of the agencies involved will be undertaken centrally.** Given the few suitable companies for water points, these contracts will be managed centrally.

39. The evaluation of the program is continuous with three annual tools: (a) financial audit; (b) technical audit on construction quality and post-procurement review of the community-based procurement; and (c) a satisfactory survey of beneficiaries with simple graphic feedback (scorecard) by the communities. This allows for learning annually from the implementation of the program. As with the closing project, final evaluations, including an impact evaluation, will be conducted assessing the community competences and ownership of the schools as well as identification of local trainers that can serve for any future scale-up of the program.

40. The project will finance evaluations and associated capacity building to increase the use of existing infrastructure and rapidly scale up school construction plans to cover the total national need.

Subcomponent 2.3: Increasing student attendance through School Health

41. **With the aim of increasing attendance and learning capacities, this subcomponent will enhance student health through treatment of neglected tropical diseases and provision of nutrition supplements.** Until 2017, the Ministry of Education, in collaboration with the Ministry of Health, provided deworming treatment and distributed iron folate for all children enrolled in primary schools. This subcomponent will finance a package of basic preventative health and nutritional supplement interventions. It will be delivered in schools in selected areas. The areas are determined by the epidemiological data on the distribution of the neglected tropical diseases. This will be carried out once a year in schools at approximately 12,700 schools in highly endemic areas, benefitting an estimated 2.2 million learners. This basic package will consist of deworming treatment, iron folate, and drugs to treat and prevent further spread of tropical diseases (filariasis and bilharzia). The activity will target most of the public primary schools in areas where nutrition centers and health centers are located to supervise effective administration of the drugs and supplements. The distribution of medicines in schools is ensured by teachers who will receive associated training. A sub-grant to the community will be provided to finance a meal that is mandatory for safe and effective absorption of the medicine and iron folate.

42. During the mass deworming and nutritional supplementation, the government is supported technically and financially by partners (World Health Organization [WHO], World Food Programme [WFP], Schistosomiasis Control Initiative, World Bank, and so on. The WHO provides free of charge drugs; the Schistosomiasis Control Initiative covers selected endemic areas for bilharzia. In coordination with other WB-financed projects and partners, this project will support implementation in 12 regions (Alaotra Mangoro, Atsimo Atsinanana, Amoron'iMania, Atsinanana, Itasy, Bongolava, Haute Matsiatra, Analanjirofo, Analamanga, SAVA, Vakinankaratra, Vatovavy Fito Vinany).



Component 3: School-based management to increase learner promotion - US\$13.4 million (funded 100 percent GPE)

43. The objective is to increase learner promotion through better management of schools by implementing an equitable national school grant system and by professionalizing the capacities of school principals. The key result indicators are: (a) the percentage of schools receiving school grants funded by the project within the first month of the beginning of the school year and (b) the number of school principals and local supervisors receiving training under the project. These results will contribute to an increase in the average promotion rate in the first two sub-cycles of basic education in public schools (that is, a reduction in the repetition and dropout rates). The component has subcomponents which are described in the following sections.

Subcomponent 3.1: Create and fund a single harmonized, audited, and equitable national school grant program - US\$10.4 million (funded 100 percent GPE)

44. **The subcomponent will consolidate the existing programs into one harmonized national school grant program that provides all public primary schools with a regular and timely grant favoring schools in high poverty areas.** School grants were paid systematically by the government from 2002 to 2009, when the political and social crisis occurred. The grant only resumed partially in 2010 with the help of partners. The grants help reduce parental contributions and improve the learning environment by giving schools operational funds for classroom supplies (chalks, rulers, notebooks, and so on) and school maintenance. The school grants lower parent fees and other school costs and are therefore critical to avoid parents pulling their children out of school due to lack of funds. A verification on the timeliness of transfer of funds in schools will be done based on a sample of schools.

45. **The payment of the school grants will be subject to regional and school level requirements:**

- A list of primary schools in each region.
- Sensitization and training to local school community for the management and use of funds. Ideally, the school grants should finance an annual school plan developed by the school board and school director in partnership with the community. Further, the school plans should increasingly be evidence-based and oriented toward improvement of students learning outcomes.
- Systematic training at the school-district and school level on school grants management. These training courses will be carried out based on guides and tools which will be disseminated systematically in all the schools of the country. The materials are part of the training module provided to the school directors.

These requirements are annually. If they are not met, the funds could not be transferred to the schools to avoid fraud.

46. **For the first year of the project, the school grants will be paid according to the current allocation formula while a study will assess appropriateness of this formula.** This is the equivalent of US\$133 per school for small schools in urban areas, US\$150 per school for small schools in rural areas, US\$233 to



US\$400 per school for medium-size schools in urban areas, US\$250 to US\$417 per school for medium-size schools in rural areas, US\$500 per school for large schools in urban areas, and US\$517 per school for large schools in rural areas. In the meantime, a study will be undertaken to assess the appropriateness of the existing distribution key and consider ways to enhance the impact of the funds.

47. **The financial oversight of the national harmonized school grant program will be strengthened.** This would be important to pave the way for a common fund with development partners jointly supporting the school grant program. Assessments will be carried out by the system at several levels:

- Each year, 10 percent of schools in the country will be evaluated by the MEN in the 22 regions of the country.
- Each year, *Bureau de Controle Administratif et Financier* (Administrative and Financial Control Office) will control at least 50 schools located in the CISCO area.

48. **The project will also fund a third-party verification that will assess the reliability of the transfer between the central level and the schools and verify the proper management and use of the funds on a representative sample of schools.** These activities complement the revision of the transfer mechanism of funds to the school which is financed by the Public Sector Governance Project (P150116).

Subcomponent 3.2: Professionalization of the capacities of school directors - US\$3 million (funded 100 percent GPE)

49. The project will (a) support the development and approval of a specific job profile with minimum qualifications and transparently recruit based upon these minimum qualifications; (b) distribute simple school management guides including management of the school grant; (c) provide local training programs for the principals and local school supervisors. The training and guides will focus on pedagogical leadership to improve teachers' practices, students' learning and promotion in the early grades, and effective management of the school grants; and (d) develop the arrangements for the pedagogical days and the teaching sheets for teachers.

50. **The job profile of school directors shall describe qualifications, competences, responsibilities, recruitment, and career perspectives.** The profile will be developed through a national workshop which will bring in the relevant central and decentralized directorates, a representative sample of school principals, and the development partners. Once the job profile is developed, the design and implementation of a new recruitment process for school principals will be established. A transparent system will guarantee the recruitment of motivated and qualified candidates that are able to adapt to the evolutions and requirements of the function. The upcoming system will aim to put an end to current nomination practices. A simple guide will be distributed to school principals with a minimum daily work program and checklist required from a school principal.

51. School principals will be trained on two main topics: (a) pedagogical organization of the school (indicators, school time, management of teaching divisions, availability and use of textbooks); and (b) pedagogical supervision of teachers, analysis of teaching practices, pedagogical support, motivation, and targeted training. Trainers will implement their activities based on existing tools such as training modules and teaching guides. The school principals will be trained to pay special attention to the teachers who are



involved in the first fundamental sub-cycle. The training will be carried out at the regional level for school principals and local supervisors (approximately 20,000). They will be trained on the two training topics by chief ZAPs who will have previously received training in management and pedagogical supervision. The design of this training system will be supported by international TA.

Component 4: Sector reforms, system building and project implementation - US\$14 million (funded 100 percent GPE)

52. **The ESP provides for a reform of the current education system.** The objective of this reform is to transform the system through a change in its structure into three sub-cycles of three years respectively, its purposes, its end-of-cycle profiles and programs, its organization and evaluation methods, and its training and supervision mechanisms. As part of the implementation of the reform of basic education into a nine-year cycle, the objective is to ensure universal completion of the third sub-cycle and to allow each Malagasy child of school age, without exclusion, to receive quality basic education that is efficient and meets the country's sociocultural and economic needs. This will include (a) raising the promotion rate from the basic education's third to the fourth year from 63 percent in 2014 to 72 percent in 2022 and 85 percent in 2030; (b) reducing average repetition rates from 18 percent in 2014, to 11 percent in 2022, and to 3 percent in 2030; and (c) reducing average dropout rates from 13 percent in 2014, to 8 percent in 2022, and to 0 percent in 2030.

53. **Objective of the component.** The objective of this component is to support the planning and implementation of ESP reforms and institutional capacity building, strengthen the student achievement assessment system, provide TA as part of the implementation of the sector plan, and support project management and monitoring.

54. **Activity 1: Support for Education Sector Plan reforms.** The project will support the MEN in the reforms proposed in the sector plan.

- (a) **Design and implementation of a language policy.** The language policy will aim to increase the use of the mother tongue as the language of instruction. The ESP decided that Malagasy would be used during the first sub-cycle and French would gradually be introduced in the second sub-cycle to become the language of instruction in the third cycle. The project will fund an in-depth feasibility study, consultation process, and communication plan and will support the activities needed to design and implement the new policy, including the development and production of pedagogical tools and training of teachers.
- (b) **Curriculum reforms.** The project will mainly support activities related to the development of the new curriculum of the two sub-cycles, as well as activities focused on the production of teaching materials in math, reading, and writing for the first two cycles (primary education).
- (c) **Studies, planning, and communication for the implementation of the third cycle and the ESP.** The implementation of the ESP requires a broad communication campaign. The MEN has developed a communication strategy at the internal and external levels targeting media, personalities and citizens, and partners while prioritizing the use of advertising and social media (Facebook and others).



55. **Activity 2: Strengthening the system's capacities:**

- (a) **Strengthening education M&E and planning.** This support seeks to provide reliable, timely, accurate, and adequate indicators as needed for the Results Framework and assessments and surveys and to strengthen the capacities of technicians to continuously improve M&E in the education sector. First, surveys on the provision of services in the education sector will be conducted and an independent verification of DLIs will be performed. These studies will assess the ESP's progress in improving service delivery. They will be carried out once a year and a more comprehensive survey will be carried out at the project's MTR. Specific high-quality M&E TA will be provided as part of the set of technical support. Second, the project will support the strengthening of the MEN's capacities, in particular the DPE, at the central and decentralized levels, to collect, analyze, and disseminate data, including in the context of dashboards. As a key output, a scoreboard for each public primary school and each decentralized level will be regularly generated and disseminated. A review by UNESCO and IPE analysis is under way. A strengthening plan will be developed using the reports' recommendations. This activity will be implemented by the DPE under the leadership of Director of the DPE.
- (b) **Communication campaign for the promotion of the ESP.** This campaign aims to inform all stakeholders of education about the reforms of the education system as well as to mobilize the community and the media. The main targets are: administration, influential personalities, partners, and the public at large (communication on social media). This activity will be implemented by the Directorate of Education Information and Communication Technology (DTIC) under the leadership of the DTIC Director.
- (c) **Project management and strengthening in administrative management.** Activities relating to project management and general administration will be funded through this subcomponent. The PFU will be responsible for this function. The PFU will also be in charge of preparation of procurement plans, procurement, internal control and audits, implementation of technical and financial audits, progress studies and reports (including, assessment of DLIs by third-party independent organizations), impact assessment studies, baselines, and so on. Finally, the PFU will disseminate documentation of good practices and lessons learned from ongoing or closed projects and will develop implementation guides and manuals. The project will fund the operation of the PFU and the associated technical platform that will assist the components, where necessary, through the recruitment of short- or long-term national or international TA. In particular, support to the team (focal points of each components) in charge of operations and M&E of components and subcomponents (budgeted AWP and indicators) will be in place at the start of the project, taken from the PAUET that is coming to an end. The strengthening of the ministry's administrative and financial control capacity and its counterparts at decentralized levels in the use and supervision of funds, including audits, anticorruption activities, and responses to complaints, will also be funded by the project. The ministerial capacity to conduct learning assessments is addressed through the GPE variable part component (see the following paragraph).

56. The project will fund: (a) at least one study on SDIs; (b) support for analysis and implementation to improve the use of mother tongue as a language of instruction in primary school and the gradual shift in the school calendar; (c) support for the studies and plans for the implementation of expansion



considered at the junior high school cycle; (d) funding for the administrative costs of implementing the project, including the costs of the PFU, training, fiduciary consultancy, TA, community empowerment, safeguard cost (including GRM and other citizen engagement activities, and operating costs, as well as a national information campaign on the sector plan and objectives; and (e) activities for the preparation of future sector plans and operations.

Component 5: Contingency Emergency Response - US\$0 (funded 100 percent IDA)

57. **A no-cost CERC will be included under the proposed project in accordance with Bank Policy on Investment Project Financing, paragraph 12 and 13.** This will allow for rapid reallocation of project proceeds in the event of a natural or man-made disaster or crisis that has caused, or is likely to imminently cause, a major adverse economic and/or social impact. Further, the risk of natural disasters in Madagascar is increasing with climate change; preparedness with emergency action plans and protocols is critical and will help ensure a higher state of readiness should financing under this component be triggered.

Component 6: GPE Variable part (US\$14.1 million - 100 percent GPE variable part)

This component is described in detail in Annex 5.

Unallocated - US\$6.5 million (funded 35 percent IDA and 65 percent GPE)

58. The unallocated funds will be allocated during project implementation to address changes in (a) cost contingencies for planned activities (changes in exchange rates, inflation, and/or required quantities); (b) project activities that produce strong results and demonstrate higher implementation capacity than foreseen at project approval; and/or (c) unforeseen activities that are deemed necessary or desirable to achieve the PDO. According to experience, the fragile context of Madagascar, including the risk of political crisis and natural catastrophes, requires faster and more frequent adjustments and flexibility in the implementation phase. Any reallocation of the unallocated portion will follow the guidelines of the GPE and the World Bank. It will require a budget, justification of costs, and an action plan with revision of performance indicators.



ANNEX 2: IMPLEMENTATION ARRANGEMENTS

COUNTRY : Madagascar Madagascar Basic Education Support Project

Project Institutional and Implementation Arrangements

1. **National ESP.** The ESP currently under implementation is a five-year plan implemented by MEN, MET, and MESUP. Donor coordination through the LEG, which meets regularly, and joint reviews ensure that execution of each donor intervention is consistent with the sector plan objectives. The project is supporting the ESP.

2. **Institutional arrangements.** The project will be implemented by MEN and Secrétaire General (SG) will be responsible for smooth and timely implementation. The overall organization of the project implementation and monitoring comprises a Monitoring and Coordination Committee (CCS), the ministerial Departments at central and decentralized levels, and the PFU (*Unité de Facilitation du Projet*). They will interact as follows:

- (a) **CCS.** This committee will coordinate and review the progress of the activities. The CCS will be chaired by the Secrétaire General who will be assisted by a Coordinator CCS. This committee is attended by all the heads of departments (Directors). The Committee will meet on a monthly basis on project activities or more frequently, as needed. In addition to the MEN's normal attendance, these sessions could also be attended by the officer overseeing the Bank's financed projects from Ministry of Finance (MoF). The progress of the project will also be presented at regular meetings of the LEG.

Roles and responsibilities. The "*Comité de Coordination et Suivi*" will provide overall guidance for effective project implementation, timeliness of implementation, and ensure sectoral coordination and consistency of project activities with sector policies and strategies. It will approve "Annual Work Programs" (PTAs), review project progress reports and audits, and will suggest actions for facilitating implementation, particularly in case of slow implementation, bottlenecks or conflicts during implementation.

- (b) **Ministerial Departments.** The Head of each of these departments (Director) will be leading the implementation of one component or subcomponent, as follows: (a) Component 1: INFP; (b) Component 2: Directorate of Preschool and Literacy (DEPA) and DPFI; (c) Component 3: Basic Education Directorate (DEF), Directorate of Basic Education Pedagogical Supervision and Inspection (DEIPEF), and Directorate of Administrative and Financial Affairs (DAAF); and Component 4: DCI, DPE and DTIC. When two or more departments are involved, only one department will ensure the leadership of the activity, as defined in the responsibility matrix in the Operations Manual.



Roles and responsibilities. The Director of each department will be responsible for the timely implementation and performance of the component or subcomponent under its responsibility. The Director will be guided by the overall five-year implementation plan of the project agreed upon at appraisal and the PTA approved annually. Each department will report on progress toward the objectives of the project and Annual Work Programs (PTAs).

- (c) **The Department of Planning (DPE).** In addition to specific activities financed by the project such as the creation of the unit of learning outcomes evaluation and planning and monitoring of the education sector, DPE will also have the overall responsibility of project monitoring.

Roles and responsibilities. DPE will monitor the activities of the project in general and particularly performance indicators. It will be in charge of reporting to the CCS on project progress (with support from PFU) on a six-month basis, and/or prior to any World Bank support missions.

- (d) **PFU.** The set-up of this unit has emerged from a workshop between MEN and the current unit in charge of closing IDA financed PAUET and PAUSENS projects implementation on skills transfer and to determine a new way of managing externally funded projects by MEN. The conclusions/recommendations of the workshop have been incorporated into the present Project Appraisal Document. PFU comprises: a coordinator, an accounting/FM specialist and team, a procurement specialist and team, an internal audit and team and a TA platform. The TA platform will be harboring short and long-term assistance as needed by the project by providing facilities and connection/technical support (hoteling). The PFU will be under the administrative responsibility of the SG.

Role and responsibilities. The PFU will be the facilitating unit in charge of overall FM, internal audit, disbursement and procurement functions implied by project activities. The PFU will also support the CCS and MEN departments in: consolidating budgeted PTA of the whole project, supporting production of progress reports, facilitating communication, providing support to the networks of operations and M&E focal points, located in the Departments in charge of component, and any other supporting activities as requested by CCS. PFU is consolidating a PIM, acceptable to the Bank, that describes how the project as a whole and each component will be implemented, outlining the roles and responsibilities of each entity and their relationship (matrix of responsibilities).

Implementation Arrangements by Component

Component 1: Training teachers with a focus on early grade reading, writing and mathematics

- 3. The MEN - INFP will be in charge of the component activities with the support of an external TA.
- 4. An international partnership with a training institution is considered to support INFP in implementing project activities. Implementation will be as follows:

Activity 1: Training of more than 35,000 teachers through regional plans

- 5. A team will be strengthened within the INFP to support decentralized entities in the development and implementation of regional training plans. In the meantime, INFP (and its international partner) will



work closely with the related department and partners as follows: “Draft regional training plan”: DREN / CISCO; “Selection of teachers”: DREN and DPE; “Local Partnership”: DREN, local private schools and local NGOs; “Development of certification process”: DREN; “Training Follow up”: DREN and DEIPEF (for class observation) and DPE (for evaluation sample).

Activity 2: Institutional strengthening on the National Teacher Training Institute

6. The envisaged international partnership will support INFP in implementing activities toward its institutional strengthening. Other departments will be involved as specified below: “Development of new training modules”: DCI; “Revise modules related to academic reinforcement in French and Maths”: DCI; “Develop a new curriculum for teacher training in the basic cycle with a certification method and in line with career development”: DCI and Directorate of Human Resources (DRH); “Training of trainers”: Teacher Training College; “Extend distance training learning”: DCI and DTIC; and, “Develop a strategic plan and improve the governance of the institute”: General Directorate of Literacy and Basic Education and General Directorate of Mass Education and Citizenship.

Component 2: Improving attendance and readiness to learn through preschool, construction and health

Sub component 2.1: Improving readiness to learn through support to preschool

7. This component will be under the responsibility of the DEPA. Pre-School Education Office is in charge of the project and monitoring at national level. An Early Childhood national cross-sectoral committee made up of representatives from different sectors (health, nutrition, education and social protection) and the Civil Society in care of the young child will be put in place and will support the Pre School Office. This committee will be in charge of the project’s policy, management and monitoring. To ensure Early Childhood Community Center (ECC) smooth implementation, according to the local context, a cross-sectoral committee will be set up in each locality by the project. This committee will be in charge of monitoring and implementing the communities’ engagement contract, managing funds allotted to the community and organizing fundraisers for the ECC functioning. At regional level, DREN through Preschool and Literacy Education Units (SEPA) will ensure implementation of activities in the region. A TA in charge of ECD will ensure quality of the activities. It will work closely with the local cross sectoral committees under DREN supervision. At district level, the CISCO through REPA will follow up on activities at local level with the cross sectoral committees in place. At the local level the ECC will be managed by a management local committee of ECC. To ensure sustainability, support will be provided to the local committee which will ensure a smooth functioning of ECC.

8. Concerning quality, training of educators from CAP and ECC will be ensured by a pool of trainers from public and private sectors at regional level. The central level will provide technical support and will evaluate on a regular basis. Close follow up will be handled by Directors of Primary Schools, regional pedagogical supervisors, chefs ZAP and ATPE.

9. The SEPA at CISCO level will organize 10-day in-service trainings in MEN’s training bases in target regions or during Pedagogy Days organized at CISCO level.

Sub component 2.2: Increasing student attendance through Community-based school construction



10. The school construction (800 classrooms with water and sanitation) will be implemented by regular structures within MEN, and DPFI will hold the general responsibility. DPFI represents MEN as Project Manager. As such, it will ensure the coordination with other directorates involved, namely: DPE for planning aspects; DAAF for the financial part; DREN for the technical supervision; and CISCO which is the local representative of MEN and enters into funding and delegation project management agreements with the communities represented by FEFIs. DAAF will be in charge of ensuring financial flows directly from the central level to the accounts of the FEFIs as well as their supervision, while DPFI will be directly in charge of the community support programs and their capacity building, through the Community Support Agencies. A team formed by a member of DPFI, DEF, and DAAF, supported by the UAT construction expert (TA from technical platform) is preparing the Implementation Manual of School Construction. Detailed arrangements will be developed in the Implementation Manual.

Sub component 2.3: Increasing student attendance through School Health

11. With regards to School Health activities, the distribution of the nutritional supplements and medicines at the school level will be led by the School Health Division (SHD) of the MEN. The SHD will work closely with the Ministry of Health. The implementation will be as follows: (a) Drugs received from the WHO by the Ministry of Health are routed to the Primary Health Centers (CSBs) and distributed to schools by teachers. The Iron Folic Acid will be ordered by PFU from SALAMA which is the Madagascar central procurement agency for drugs. The supplier is responsible for directing these nutritional supplements directly to CISCOs and the administrative chain of the MEN will distribute the school health package to the schools; (b) The health workers throughout the central, regional and local structure of the Ministry of Health in collaboration with the MEN are in charge of providing training to DREN, CISCO, ZAP, Principals and teachers on deworming campaigns, drugs and nutritional supplements administration and reporting. Implementation of health and school activities are coordinated by the SHD to comply with the Ministry of Health's periodic advanced strategy; (c) Teachers and school directors collect the number of students who received the interventions and the ZAP compiles data from each school and forward them to the CSBs; (d) The DSS team of MEN, DREN, CISCO and ZAP provide supervision, M&E of school health activities; and (e) The SHD, DREN, CISCO, ZAP provide supervision, M&E of the school health activities. The PFU is responsible for the fund transfer to the Ministry of Health for the logistics of medicines to schools, for the social mobilization and training at the school level and reports it to the MEN.

Component 3: Enhancing school-based management to increase learner promotion

12. The activity of a school principal's competency and recruitment framework will be led by DEF in association with DEIPEF and DRH. Further, DPE will support the monitoring of the hiring process.

Sub component 3.1: Create and fund a single harmonized, audited, and equitable national school grant program

13. At national level, sub-component 3.1 will be mainly implemented by the DEF, which will participate in the evaluation of activities and the design of guides and tools. The DAF and the Ministry of Finance may be associated, in particular concerning the payment of the school grants by using the national system of payment.

14. At the regional level, the sub-component will be mainly implemented by the DRENS and the



CISCOs, which will ensure that the funds are properly paid and managed.

Sub component 3.2: Professionalization of the capacities of school directors

15. Subcomponent 3.2 will be implemented by DEIPEF at the national level. In collaboration with INFP, the DEIPEF will be in charge of the design of the training system and the evaluation of the training activities carried out in the field. It will also oversee the development of the school principal's status.

16. At the regional level, the sub-component will be implemented by DRENs, CISCOs and ZAPs.

Component 4: Sector reforms, system building and project implementation

Activity 1: Support for Education Sector Plan reforms

17. DCI will lead the sub component and will coordinate the school year change as planned in the ESP; consult, develop and propose a language policy for the country; and, evaluate, develop, test and introduce new curricula. TA, studies, training, goods and equipment will be provided by the project.

Activity 2: Strengthening the system's capacities

18. DPE will lead the sub-component for setting up an unit for measuring student learning outcomes and strengthening its staff; surveying of primary education quality; and strengthening the education statistical system. TA, studies, training, goods and equipment will be provided by the project.

19. **Project management.** PFU will be supporting project implementation by providing services in the following areas of project management: administrative and FM, procurement and specific technical supports (school construction, M&E, operations, PTAs and reporting) through the Technical Platform, as needed and upon request from Ministry Departments and the CCS. PFU's detailed responsibilities and relations with Ministry departments and CCS will be defined further in the Operations/Implementation Manual.

Activity 3: ESP Communication Campaign

20. DTIC will lead the sub component and will ensure ESP awareness in the country through sensitization at central and decentralized levels. Gathering, communication plans, conferences and round tables, training, audio and video/TV broadcasting will be supported by the project.

Project Coordination, Management, and Implementation

21. **Project Coordination** will be handled by the CCS chaired by the Secrétaire Général with the support of PFU. CCS will be attended by Directors involved in project implementation and the PFU Coordinator who will be the Secretary of the meeting.

22. **Project Management** will be handled by PFU who has a built a strong experience of managing projects financed by the World Bank (PAUET and PAUSENS), GPE and financial partners. During project preparation, it was agreed that the key functions of FM, disbursement, internal audit and procurement will be the responsibility of PFU. PFU will attend the CCs meetings and will report to the SG.



23. **Project Implementation:** under the leadership of SG, project implementation will be the sole responsibility of MEN Departments, at the central level with support from the decentralized level, particularly DREN (*Directions Régionales de l'Éducation Nationale*). Support to implementation of components by MEN departments (particularly TA) will be provided by the technical platform located within the PFU, as requested during the project life.

24. **PIM: the PIM is in an advance draft status.** The approval of the PIM is an effectiveness condition. The Manual describes how the project activities will be implemented and the relationships, roles, and responsibilities of each contributing unit or institution, including the CCS, MEN Departments, PFU and technical platform, M&E Unit, DREN, CISCO and ZAPs. The PFU is in charge of updating the PIM on a regular basis.

25. **Annual Work Programs (*Programmes de Travail Annuels*, PTA),** with line item budgets, will be prepared by the relevant MEN departments (operations focal points) following a standard format approved at appraisal. PTAs consolidated by PFU will be submitted annually to CCS for endorsement before delivering to the Bank for clearance. These approved PTAs will be monitored monthly by the operational focal points in the departments, with support from PFU as needed.

26. **Progress Reports.** Reports on project progress will be submitted as follows. Using a standard format, PFU will prepare semi-annual reports summarizing progress on project activities, indicators, and proposing the planning of new activities for the next six months. Progress reports will be sent to the CCS for review and onward transmission to the Bank.

Financial Management

27. Summary of the project and institutional arrangements.

28. The proposed amount of the financing is US\$100.7 million including US\$55.0 of IDA credit and a proposed Grant of US\$45.7 from the GPE.

Table 2.1. Component Financing

Component	Description	Cost US\$, millions	
		IDA	GPE
1	Training teachers with a focus on reading, writing and mathematics	17.7	
2	Improving attendance and readiness to learn through preschool, construction and health	32.0	
3	School-based management to increase learner promotion		13.4
4	Sector Reforms, System building and Project Implementation		14
5	Contingent Emergency Response (CERC)	0.0	
6	GPE Variable Part		14.1
	Refund of Project Preparation Advance	3.0	
	Unallocated	2.3	4.2
Sub-total		55.0	45.7
Total		100.7	



29. Component 1 is partially results-based financing which will disburse against the achievement of agreed DLIs respectively up to US\$15 million as well as the variable part of US\$14.1 million from GPE.

Country PFM Situation and Use of Country System

30. The overall country fiduciary risk including fraud and corruption risks is high. The 2014 Public Expenditure and Financial Accountability self-assessment indicates that limited progress has been made on improving the credibility of the budget. This finding reflects the policy adopted by the authorities during the political crisis, where cash was tightly controlled as revenues declined. A new self-assessment is currently underway.

31. Progress has been made in strengthening the safeguards framework at the Central Bank of Madagascar (CBM). Governance arrangements and central bank autonomy have been strengthened through the new Central Bank Act. The CBM has also reinforced its audit oversight and control environment, and is committed to undertake the necessary steps to implement International Financial Reporting Standards. However, the timeliness of audit completion and publication of audited financial statements needs further improvement. The functioning of the foreign exchange market has improved since the CBM discontinued buy-back operations in September 2016. The 2017 IMF safeguards assessment noted that foreign exchange investment practices, and currency procurement practices required improvement, which the CBM is committed to reforming.

32. The MEN will assume the ultimate responsibility for the project coordination. As such, the system mirrors the Central level PFM system and its weaknesses result in the risk of lack of transparency and accountability in the use of public funds. Given the weaknesses in the PFM system, the project will opt for the gradual use of the country PFM systems using a risk-based approach disbursement process, designated account opened at the Central Bank, relying in MEN departments for the implementation of component 2.

FM Requirement

33. The overall fiduciary risk rating is assessed as Substantial and the following mitigation measures will contribute to strengthening the internal control environment and maintain the continuous timely and reliability of information produced by the PFU.

Table 2.2. FM Actions Plan

Action	Responsible party	Deadline and conditionality
1- Develop and adopt the PIM including the FM component	PFU	Effectiveness
2- Select an independent verification agency for the certification of the accuracy of the DLI achievements	PFU	No later than 6 months after the effectiveness date

Details of Financial Management, Disbursements arrangements



34. **Staffing.** For the implementation of this project, the PFU will recruit on a contractual basis qualified staff, in accordance with TOR agreed with the World Bank: one Finance officer, two Accountants and one Financial Assistant. One additional Internal Auditor will be recruited to reinforce the audit unit under the PFU.

35. The World Bank will provide the project's fiduciary staff with trainings on the World Bank financed project financial procedures at the project launching but also during the regular FM review meeting.

36. **Budgeting.** The MEN with the Coordination of the PFU will prepare the project AWP and budget. The budget will be prepared in line with the regular government annual budget preparation cycle. The budget execution will be monitored on a quarterly basis. The budget execution report will be part of the Interim Financial Report and any variances will be explained and remedial measures indicated. Finally, the annual budget will be included in the government annual budget and thus, classified per the government chart of accounts. The procedures governing the budget preparation, execution and monitoring cycle will be developed in the PIM.

37. The MEN will ensure the appropriate provision in the government annual budget of funds that will help the EEPs financing as agreed in the DLI and EEP framework.

Disbursement arrangements

38. **Disbursements will be made in accordance with the *World Bank Disbursement Guidelines for Projects, dated February 1, 2017*.** The disbursement letter will detail the disbursement methods to be applied and the Designated Account (DA) ceiling. A DA in the Central Bank of Madagascar denominated in US Dollars will be opened of each financing source (IDA and GPE) to receive funds from the Bank. A secondary USD account will be opened at an acceptable commercial bank to enable payment of eligible expenditures. Upon the effectiveness of the financing, IFR based disbursement will be used. The credit will disburse 100 percent of eligible expenditures (inclusive of taxes). The DA for the IDA credit will receive an initial advance of up to the ceiling amount of US\$3,500,000, equivalent to four months of forecasted expenditures and will be replenished regularly through monthly Withdrawal Applications supported with Statements of Expenditures (SOEs). The DA for the GPE grant will receive an initial advance of up to the ceiling amount of US\$1,200,000, equivalent to four months of forecasted expenditures and will be replenished regularly through monthly Withdrawal Applications supported with Statements of Expenditures (SOEs).

Disbursement Arrangements for the Results-based Financing

39. Disbursements under Component 1 and GPE financing will partially be made against the identified Eligible Expenditure Program (EEP), and the triggers will be the actuals values of pre-defined DLIs set-up at selected sectorial investment programs level. Decisions over compliance and disbursement against indicators will be made based on annual reports prepared by the government and submitted to the Independent verification agency with necessary documentation assuring that they have been satisfied. The World Bank will receive the EEPs spending and DLI assessment report by a schedule agreed upon in the PIM and will finally advise on the amount to be reimbursed to the government which should not exceed the actual value of the EEPs that generates the results or DLI levels to be paid. A dedicated account



in the name of the Malagasy Public Treasury will be opened at the Central Bank of Madagascar to receive disbursement against EEPs and DLIs per Component. The funds on this subaccount will be exclusively used towards future EEPs under the project enabling the achievement of the subsequent DLIs. The credit balance of said account will be transferred to the Treasury's current account at the end of the Project.

40. Carry forward of amounts not disbursed. If the World Bank has received only partial evidence of compliance under the DLIs, and/or the Recipient has not presented enough Eligible Expenditures under the EEPs to disburse the full planned disbursement amounts, only part of the full planned amount will be disbursed. The World Bank may, at its option, authorize that the unwithdrawn portion of the Financing resulting from this lack of evidence be carried forward to the subsequent withdrawals. If this occurs, the amount to be disbursed by the World Bank, in the aggregate under all subsequent withdrawals, shall not exceed 100 percent of the sum of the total amounts of EEPs incurred at that time.

41. Distribution of carried forward disbursements. The amounts carried forward for subsequent withdrawals due to the non-achievement of DLIs may be disbursed, only if at the time of the subsequent withdrawal: (a) the applicable DLIs have subsequently been achieved; and (b) the Recipient has submitted documentation of Eligible Expenditures in the amount at least equal to the withdrawal amount requested; and the amounts carried forward due to lack of documentation of Eligible Expenditures in the amount at least equal to the amount requested for withdrawal, may be disbursed at the time of the subsequent withdrawal only if such amount of Eligible Expenditures is then submitted.

42. Final disbursement. If any amount allocated to concerned Categories (Category 4 for component 1 and Category 6 for Component 6 (the GPE variable part) remains to be withdrawn from the Financing Account after the fourth application for withdrawal due to partial evidence of compliance with the DLIs and/or lack of documentation of Eligible Expenditures, the World Bank may, at its option, authorize such remaining amount to be disbursed as an exceptional disbursement, prior to the Closing Date, in accordance with the DLI Formula, and provided the Recipient has submitted documentation of Eligible Expenditures in the amount at least equal to the withdrawal amount requested.



Table 2.3. Disbursement Categories for the IDA financing

Category	Amount of the Financing Allocated (expressed in SDR)	Percentage of Expenditures to be Financed (inclusive of Taxes)
(1) Goods, works, non-consulting services, and consulting services for Component 1.2 and 2 of the Project	13,820,000	100%
(2) School grants under Component 3.1 of the Project	0	100% of amounts disbursed
(3) Community Subgrants under Component 2 of the Project	9,980,000	100%
(4) EEPs under Part 1.1 of the Project	10,300,000	100% of amounts spent in compliance with DLI amounts set out in Schedule 4 to this Agreement as reported under the interim unaudited financial report for each withdrawal
(5) Goods, works, non-consulting services, and consulting services for Component 5 the Project	0	To be defined if and when Component 5 becomes active under a crisis scenario.
(6) EEPs under Component 6 of the Project	0	
(7) Refund of Preparation Advance	2,100,000	Amount payable pursuant to Section 2.07 (a) of the General Conditions
(8) Unallocated	1,600,000	
TOTAL AMOUNT OF IDA FINANCING	37,800,000 (US\$55,000,000 equivalent)	



Table 2.4. Disbursement Categories for the GPE financing

Category	Amount of the Financing Allocated (expressed in USD)	Percentage of Expenditures to be Financed (inclusive of Taxes)
(1) Goods, works, non-consulting services, and consulting services for Parts 3.2 and 4 of the Project	\$17,000,000	100%
(2) School grants under Part 3.1 of the Project	\$10,400,000	100%
(3) Community Subgrants under Part 2 of the Project	0	
(4) EEPs under Part 1.1 of the Project	0	Not applicable
(5) Goods, works, non-consulting services, and consulting services for Part 5 the Project	0	Not applicable
(6) EEPs under Part 6 of the Project	\$14,100,000	
(7) Refund of Preparation Advance	0	Not applicable
(8) Unallocated	\$4,200,000	
TOTAL AMOUNT OF GPE FINANCING	\$45,700,000	

43. **Internal controls and Internal audit.** Internal controls will comprise, but not be limited to the following: clear segregation of duties, monthly reconciliation of accounting, frequent reporting, contract management and internal audit plan, DLI verification mechanism. The internal controls system and procedures will be detailed in the PIM. The Internal audit unit will carry out a risk based audit covering project activities and will produce quarterly reports.

44. **Accounting and Reporting.** The project accounting system will be maintained on a modified accruals cash basis with disclosure of commitments and will comply with the Malagasy General chart of accounts (*Plan Comptable Général* 2005) which is broadly in line with the International Accounting Standards IAS/IFRS. All information on the budget execution will be entered ex post in the government IFMIS. To that end, the PFU will send the budget execution report to the Ministry of Finance and Budget (MFB). An accounting system will be purchased to enable the project’s accounting, budget follow-up and reporting. The detailed procedures governing the budget execution report preparation and monitoring will be developed in the PIM.

45. The Project will submit the IFR to the World Bank within 45 days after the end of each reporting period. The format of the IFR will be agreed upon during the negotiation of the project.

46. **External financial Audit.** The external audit of the project financial statements will be carried out by the auditors appointed per TOR agreed with the World Bank. The audit will comply with the International Standards on Auditing. In line with the new access to information policy, the project will



proposed FM arrangements for this project are considered adequate subject to the implementation of the mitigation measures, and meet the Bank's minimum fiduciary requirements under Bank Policy and Directive.

Procurement

49. The procurement will be carried out in compliance with the Bank's practices and cited in the project's operations manuals which will be approved by the World Bank. The following guidelines in terms of procurement, consultants and fight against corruption will apply to the project: a) "guidelines on the prevention and fight against fraud and corruption in projects financed by IBRD loans and IDA credits and grants", of 15 October 2006 and revised in January 2011 (Anti-corruption guidelines); and b) "procurement guidelines for borrowers requesting financing for investment projects (IPF).

50. Depending on the needs, the weaknesses in purchasing capacity and the lack of experience in the World Bank procedures for PFU will be mitigated by the technical support of the World Bank staff. PFU will globally be responsible for the procurement activities of the project as a whole. The PFU staff already comprises an expert in the field of procurement. Evaluation of the PFU procurement capacity, including the need for training has been assessed as part of the project preparations. The procurement project risk is assessed as substantial. Once the mitigation measures are implemented, the residual risks remain substantial.

51. A procurement strategy and a 18-month initial procurement plan was approved as part of the negotiations. They cover the procurement activities designed in the project. Once approved by the Board, it will be published in the MFB's website and on the World Bank's external website. The procurement plan will be updated in accordance with the World Bank at least once a year or whenever necessary to reflect the real needs in terms of project implementation and institutional capacity improvement. The prior review thresholds cited in the procurement plan will be reviewed from time to time and revised throughout the project implementation if need be.

52. To determine the adequate and optimal procurement strategy for the best market response, the PPSD considers, among others, the market situation, operational context, past experiences and risks. Moreover, the Project Implementation Manual will define all aspects of the procurement procedures.

53. Any contract financed by the World Bank must be detailed in the Procurement Plan which will be updated on a regular basis and approved by the World Bank. The approved Procurement Plan will be submitted through the World Bank's STEP system and published in the website of the Ministry of Education.

Construction Procurement

54. The PAUET's experience has shown that procurements by the school management committees FEFFIs have so far been satisfactory. During the Bank's monitoring mission, the procurement documents consulted on the spot have shown that the procedures have indeed been followed by FEFFIs: local advertisements have been made through posters and rural radios; the number of bids was high, public bid openings have largely been overseen by the communities, mostly gathered in a school, evaluations have been made well where the lowest price offer was always the one to be accepted. Transparency



mechanisms were put in place through posters and activities by the community communication and transparency committee: the funding received by FEFFIs, the procurements amount, company and general contractor payments were known by the community members.

55. All contracts under school construction procurements will be awarded by the midterm review of the project.

56. Under the project, procurements will be the responsibility of the communities / FEFFI, as under PAUET. The achievements on which the project will be based are:

- Standard Procurement Documents by Local Call for Bids (AOL), as well as all contract templates (business and project management, including TORs of the latter ones) are available. Some parts have already been translated into Malagasy and the translation will be extended to the other parts.
- The School based management training modules for Community procurements are available (trainer guides and community-illustrated manual)
- The validation of the tenders proposed by FEFFIs before signing the contracts could be made by the regional DPFI engineers under the supervision of the central DPFI/UAT engineers.

Audits

57. The Community school construction component will have to undergo an annual financial audit, the same as the other components of the project according to the usual rules of the projects financed by the Bank / GPE, and a technical audit with the same annual schedule. It is recommended that: a) the financial auditor's contract explicitly states that it also covers the audit of the FEFFI accounts on the basis of random samples; b) the technical auditor's contract is prepared, like that of the financial auditor, before the project comes into effect - even if this is not a conditionality of financing; c) the communities are informed that they will be audited; and d) the auditors' conclusions are presented to the communities meeting in general assemblies and published by posting.

Environmental and Social (including safeguards)

58. **Environmental.** The project is classified as Category B. The Environmental Assessment Policy (OP/BP 4.01) applies to the project because it includes the construction of classrooms by the communities through grants to FEFFIs, requiring the identification, reduction and monitoring of possible negative environmental and social impacts. Possible negative impacts are linked to the implementation of sub-component 2.2 "School Buildings", which includes new construction, rehabilitation and extension of school infrastructure at the primary school level.

59. **Possible negative impacts on the environment during site preparation and construction/extension of classrooms.** Possible negative impacts on the environment during site preparation and construction/rehabilitation are: (a) increased noise, dust, and other emissions from civil works, land clearing; (b) production of waste of any kind during construction or civil works; (c) disorder in vehicle traffic and risk of accidents; and (d) health and safety problems for workers and the community. However,



these potential impacts are assessed low to moderate, temporary, site-specific and reversible, and risk mitigation measures can be rapidly developed. The project is therefore proposed as a Category B from an environmental point of view.

60. **ESMF.** An ESMF has been prepared by the borrower to ensure that the activities financed by the project will not create negative impacts on the environment and local communities and that residual or unavoidable impacts will be adequately mitigated. The ESMF reviews the environmental and social impacts and potential risks of sub-projects that could be financed by the project. The ESMF establishes the measures necessary for screening sub-projects regarding safeguards, impact assessment and development of mitigation measures, including: (a) the Environmental Code of Practice (ECOP) for construction activities; (b) preparation of the backup documentation and the example of Terms of Reference for Environmental and Social Impact Assessment (ESIA), if necessary; (c) implementation of safeguards, supervision, monitoring/evaluation and reporting; (d) institutional building and training program; and (e) institutional arrangements and budget. The ESMF has been reviewed and approved by the World Bank. It was published in Infoshop and in the country on November 6, 2017.

61. **Public Consultation and Information.** The affected populations and communities and other participating entities were consulted during the ESMF development. The feedback of these consultations was incorporated into the project design and the ESMF.

62. **Social.** The project is classified as Category B because the activities funded under the project are not expected to have significant negative environmental and / or social impacts. The project triggers Operational Policy OP 4.12, Involuntary Resettlement because of the potential need for resettlement due to the construction of site-specific classrooms. The exact number of schools to benefit from school construction will not be greater than 400.

63. **The RPF** defines the terms and conditions for involuntary resettlement. If resettlement issues are identified during implementation, appropriate RAPs will be prepared in consultation with the relevant individuals and communities to address the specific impacts, the proposed mitigation measures and compensation issues. The preparation and implementation of the RAPs will be based on national laws and the OP / BP 4.12 policy of the World Bank. The RPF was disclosed with the ESMF in Infoshop and in the country on November 6, 2017.

64. **Acquisition of land and securing construction areas.** If need be, the project will favor voluntary land transfers. A clear process is defined in the RPF. The project will contribute to securing land for new infrastructure during the life of the project.

65. **Code of Conduct for Workers.** The construction of the school infrastructure will require contracting a company which in most cases does not come from the construction site. Although the number of emigrant workers during the execution of the work is not significant for each site, each company will be responsible for respecting the morals and for the behavior of their employees vis-à-vis the community. A code of conduct for workers should be scrupulously enforced and respected by the company.

66. **Civic engagement, stakeholder engagement.** The project will contribute to strengthening the social dynamics and the reinforcement of the accountability of the different actors. The project will



continue to implement the activities outlined in the strategy to strengthen the social accountability and anti-corruption framework in the education sector.

67. **Consideration for gender aspects.** The project will include investments that especially favor girls' school attendance and learning, notably toilets and water in schools. Further, gender analysis has shown that there are few gender differences in access, promotion and learning in primary education in Madagascar.

68. **Complaint management mechanism.** In addition to the standard GRS complaint mechanism, a complaint management mechanism will be developed by the project to address the various complaints at all levels on (a) the issues of corruption; and (b) the non-respect for the rights of each beneficiary within the project's actions (such as the management of the various school grants).

69. **Public Consultation and Information.** Affected populations, communities and other participating entities will be consulted during the development and the implementation of the RPF/RAP.

Monitoring and Evaluation

70. **Results Framework.** A framework for results M&E was developed and agreed with the government. The outcome framework defines the baseline, indicators and targets to assess progress in the project implementation. It also defines disbursement indicators, sources, data collection officers and data verification procedures.

71. **Strategy.** Each component of the project will be implemented by different directorates of the Ministry. For each component, a team composed of persons from those directorates will be assigned to M&E. A representative from the Directorate of Planning of Education (DPE) will work with each team and will be the leading person regarding M&E of the project. All M&E teams combined will constitute the M&E network of the project. The M&E network of the Ministry (through DPE) will be responsible for submitting reports to the World Bank. They will receive support from the PFU technical platform.

72. For each component, the data regarding the achievements of the projects will be collected by the leading directorate. All the data will be gathered and compiled by the DPE which will be the unique data source regarding the activities of the project and the Ministry. The data from the Ministry will feed the indicators reported in the results framework.

73. Some indicators from the results framework will be fed by annual surveys that will be carried out during the project. Surveys regarding learning achievements will be carried out by the official national evaluation team. The latter will be attached to the Ministry and will be responsible for (a) providing the indicator values related to learning achievements; and (b) writing and dissemination of the reports. A private firm will be recruited to collect data for SDI and light-SDI surveys. These firms will be under the aegis of the Ministry. The SDI and light-SDI reports will be written by the Ministry.

74. The achievements of DLIs will be ascertained by a third-party verification. The latter will produce reports that certify the achievement of the results. The World Bank will disburse the amounts related to DLIs on the basis of the reports.



75. **Activities of M&E.** Under the responsibility of the Directors who are in charge of a component, the monitoring unit (see above) will be responsible for monitoring and evaluating the activities (budgeted annual work programs) of the various departments involved in the project activities. In addition, the M&E activities will be strengthened through third-party mechanisms. In particular, monitoring can be carried out by activities internal auditors, a verification by NGOs, civil society representatives, FRAM at school level and within the framework of the project external audit.

76. **Periodic Evaluations.** Each project activity will be evaluated periodically to ensure that implementation is on the right track, that results are achieved and that the impact of interventions is captured, and to learn and inform the project implementation. The evaluation results will determine the corrective measures to be taken if necessary, in particular by the Coordination Committee.

77. **Reports.** Reports will be prepared twice a year on the implementation progress and the project results as well as updated data on performance indicators. The activities evaluation and specific analytical work will be carried out periodically to measure the project impact on beneficiaries and service delivery effectiveness. The Facilitation Unit shall ensure that reports are produced on time and forwarded to the Project Coordinating Committee for discussion and approval before being communicated to the Bank and partners.

78. **Agreed indicators shall be monitored.** The indicators cover all four components and are included in the results framework including the DLIs.

Role of Partners

79. Technical and Financial Partners (PTFs) operating in Madagascar are fully supporting and committed to the ESP (2018-2022) implementation. For specific themes of the ESP (Reforms, Education Planning, Teachers Training, Pedagogical Support and Community Based Management of Schools), there is an agreement among PTFs that one PTF is nominated, as focal point. The designated PTF is setting up meetings on a regular basis jointly with the MEN Directorate in charge of the theme. A review of the progress of the ESP activities is done based on the planning annexed to the ESP and feedback is given to the Directorate in charge. Planning is evaluated and re-scheduled as needed during the meeting. PTFs are now organized in a more proactive and interactive way with MEN, on ESP activities and on each Partner's activity than past limited adhoc consultation. Discussions are moving ahead between PTFs on the development of a mechanism to channel funds jointly on common activities. An Education Support Fund (*Fonds Commun*) is currently under consideration and some exchanges of views have started with MEN. It is the view of MEN that it will take the first period of the project to assess the feasibility of a Fund and that the MTR will be the right time to decide based on shared experiences and studies. The Project will support this approach and will finance TA to assess the predictability of the financing among partners and the design of the Fund.



Table 2.3. Development Partners support to the Education Sector

	Preschool	HR Management	Training	Supervision	School Fund	School Construction	MEN Reinforcement	Reform of Curricula	Other Subsectors
UNICEF	Teacher training US\$300,000 Period: 2017-19		Training for primary and secondary teachers US\$2,400,000 2017-2018	Training for CISCO and ZAP US\$1,000,000 2017-2019		Construction and rehabilitation US\$9,000,000 2017-19	Support at DREN level and at central level for planning and local supervision US\$3,000,000 P2017-19	Support to remedial education, didactic material, curriculum reform, and emergency case and resilience US\$11,500,000 2017-2019	
WFP									School feeding in three regions in the South
USAID								Early reading program for grade 1 in Malagasy. 2017- 2018 US\$800,000.	
EU in 9 regions 2013 - 2018 Euro 32.5 Million		Activity type: Normalization of FRAM teachers and teacher management Including software, design, guides	Training of local supervision in the 9 regions: DAAF, DPE (school mapping, data collection, analysis, and so on) and	Training in administration management, team management Training ZAP on data	NA Amount: Period Activity type : Testing the PEC financing			School books: Curriculum for all grades in EPP in the 9 regions (Analanjirifo -Anosy-	Rehabilitation of CISCO and DREN buildings and 3 CRINFP, including Computers and office furniture, and



	Preschool	HR Management	Training	Supervision	School Fund	School Construction	MEN Reinforcement	Reform of Curricula	Other Subsectors
		and Training, and supervision on the 9 regions	pedagogical training in scripted learning, testing, Support to (Madagascar Support to the Teaching of and in French Project) MAPEF – 5000 teachers, Headmaster’s guide – 9500, language trainings	management, including Capacity building in supervision, logistic and operational support	in MENABE and SAVA			Atsinanana-Betsiboka-Boeny-Atsimo Andrefana-Menabe-Sava – Vakinankaratra)	Motorbikes for chefs ZAP and advisors in the 9 regions
France MAPEF (2013-2018) PAGESUPRE (2017-2018)	N/A	N/A	Training on linguistic and methodology 6,900 teachers for primary and 960 teachers for secondary Amount: 585 500 euros Period: 2014-2016	Training of School principals, including in the use of teachers Networks, teaching-learning and classroom observations (INFP/CRINFP) Euro 210,500 2014-18			Language Training and management of languages in the curricula Euro 60,000 2014-2018		Higher Education: PAGESUPRE Project (governance et employability) Amount : 238 000 euros Period : 2017-2018
AFD Improvement of the Quality of Education in Madagascar	N/A	Modernization of HR management 484,000 Euros	Training 5,000 Headmasters Euro 1,280,000 Training/refreshe	Training 1,500 ZAP, 700 Network facilitators and 134			Capacity building of local supervision 396,000 Euros		<u>Secondary education:</u> Training in Sciences, IT, labs and



	Preschool	HR Management	Training	Supervision	School Fund	School Construction	MEN Reinforcement	Reform of Curricula	Other Subsectors
(AFD project) Project 2017–18: Euro 10 Million			r on languages and teaching for 10.000 FRAM teachers Euro1,500,000	Animators CRPuro360,000			Support to Planning and Statistics Euro 280,000 Support to Finance management Euro 327,000		schoolbooks for lower and upper secondary education Euro 4 million Capacity building for CRINFP : Euro 453,000s
UNESCO - OFID - HIV/AIDS	N/A	N/A	Training 2,000 teachers on Mathematics Pack and 600 teachers in IT. US\$390,000 2015–2017	Training 300 local supervisors in Mathematics US\$110,000 2015–2017					Support to sex education including HIV prevention US\$100,000 2016–2017
<i>Organisation internationale de la Francophonie</i> (French Speaking International Organization)			IFADEM: Distance training for teaching French					Elan: Learning reading and writing in multi-lingual countries	
JAPAN (JICA)						Construction of 88 classrooms in Atsinanana JPY 800 million 2017 – 2019	Support to participative school management in 2 regions JPY 400 million 2016 – 2020		



ANNEX 3: IMPLEMENTATION SUPPORT PLAN

COUNTRY : Madagascar Madagascar Basic Education Support Project

Strategy and Approach for Implementation Support

1. The objective of the implementation support plan is to provide adequate support to MEN departments in the implementation of the above-mentioned project, focusing on results. The project supervision team will aim to ensure effective implementation of the project. Support to implementation by the World Bank will include at least two regular support missions each year. The Bank's staff may carry out additional technical missions as required. Results and progress will be shared to the government and the LEG members by using regular Aide memoires.
2. A MTR will be undertaken jointly with the government to review overall project implementation progress.

Implementation Support Plan and Resource Requirements

3. The World Bank team will provide direct support to implementation and additional consultants may be invited to provide TA as required. During the first 12 months of the project it is required that the World Bank team mentioned below travel frequently until the project is up and running. This table does not include ad hoc consultants based on the need for reinforcing the implementation.

MEN Involvement in Implementation Support

4. On the side of the MEN, based on previous projects implementation (PAUSENS and PAUET projects), a monitoring body has been set up, under the leadership of the Secrétaire General, to coordinate and monitor activities disseminated in different Directorates (at central or decentralized levels) and take actions when needed. This mechanism which ensured the implementation of more than US\$100 million in the span of five years will be the counterpart of the Bank's team during project implementation.
5. For each of the components (or sub component) during project implementation, there will be a lead Director in the Ministry as follows: Component 1: INFP; Component 2: DEPA; Component 3: DEF and DEIPEF; and Component 4: DPE, DCI and DTIC. DAF Director will be the financial support to the project since financing will be channeled through his department, particularly for school construction. These Directors will be interacting closely with World Bank teams during mission support and on a daily basis with the TTL based at the World Bank office. A national workshop will be held on annual basis to ensure monitoring and involvement from the MEN.

Preparation Project Advance (PPA)

6. The government has received a Project Advance of US\$3.0 million for financing the period



December 2017-July 2018 or until the project is expected to become effective. PPA financed activities (studies, recruitment of consultants, preparation of procurement packages for the first year of implementation) support some early tasks scheduled in the first year of project implementation and it allows the MEN to be ready to start the project right at effectiveness (readiness for implementation).

Time	Focus	Skills Needed	Resource Estimate	Partner Role
Year 0 before project effectiveness and first twelve months	Following completion of baseline and achievement of operational, manual, launch of key project activities related to the project	Lead Education economist, Education Specialist, Implementation Specialist, Architect, Procurement Specialist, Financial Management Specialist, M&E Specialist, Social and Environmental Safeguard Specialists, Pedagogical coaching, Early Child Development Specialist, Teacher Training Specialist	US\$440,000	Participate in regular PNESP meetings to follow-up on implementation progress
12-48 months			US\$660,000	

Skills Mix Required

Skills Needed	Number of Staff Weeks	Number of Trips	Comments
Lead Economist (TTL)		4	In year 1, it will require 4 trips for key focal point of each component and then 2 trips will be undertaken per year depending on the progress.
Education Specialist	40		
Sr. Procurement Specialist	2		
FM Specialist	2		
Social Development Specialist	2		
Sr.Social Development Specialist	2		
Sr. Environmental Safeguard Specialist	2		
Sr. Legal Counsel	2		



Skills Needed	Number of Staff Weeks	Number of Trips	Comments
M&E Specialist	10		
ECD Specialist	10		
Specialist in project implementation	10	4	
Teacher training Specialist	10	4	
Architect	10	4	
Specialist in school management and pedagogical coaching	10	4	
Team Assistant	20		

Partners

Name	Institution/Country	Role
Andreas Blom	WB Head Quarter	Lead Economist (TTL)
Anna Olefir	WB Head Quarter	Education Specialist
Rary Adria Rakotoarivony	WB Madagascar CO	Education Specialist
Sylvain Rambelison	WB Madagascar CO	Sr. Procurement Specialist
Maharavo Harimandimby Ramarotahiantsoa	WB Madagascar CO	FM Specialist
Andrianjaka Rado Razafimandimby	WB Madagascar CO	Social Development Specialist
Noro Rakoto Joseph	WB Consultant CO	ECD Specialist
Peter Lafere	WB Head Quarter	Sr. Social Development Specialist
Siobhan McInerney-Lankford	WB Head Quarter	Sr. Legal Counsel
Rija Lalaina Andriantavison	WB Madagascar CO	M&E Specialist
Christian Rey	WB Consultant	Specialist in project implementation
Sophie Cerbelle	WB Consultant	Teacher training Specialist
Serge Theunyck	WB Consultant	Architect
Jean Emmanuel Bui	WB Consultant	Specialist in school management and pedagogical



		coaching
Landy Angelina Rakotonalina	WB Madagascar CO	Team Assistant

ANNEX 4: ECONOMIC AND FINANCIAL ANALYSIS

Introduction

1. This annex presents the economic and financial analysis for the Support to Basic Education Project in Madagascar, that will assist and facilitate the ESP currently being carried out by the MEN.
2. The first part presents the cost-benefit analysis. It quantifies the economic benefits and costs associated with the project implementation, which is expected to increase the number of students who graduate from primary education, generated by the increase in access to education, as well as the expected decrease in dropout and repetition rates. The analysis considers, from 2018 to 2030, the difference in the number of graduates in two scenarios: the base scenario, where the number of graduates is estimated as if the project did not exist; and the intervention scenario, where the project implementation yields a higher graduation rate.
3. The second part comprises the cost-effectiveness analysis which compares the school construction costs under the project community-based approach and the centralized MEN procurement system. Finally, a fiscal sustainability study is presented, evaluating the impact of the costs related to the project in the MEN's budget.

Expected Benefits

4. Evidence shows that investments in education can increase human capital, productivity and lead to higher economic growth. More educated and productive individuals receive higher salaries. In Sub-Saharan Africa, returns to primary secondary and tertiary education have been estimated in 13.4, 10.8 and 21.9 percent, respectively.² One additional year of schooling in Madagascar yields an 11 percent rate of return.³
5. Besides private returns, education can generate social benefits, related to the reduction in crime and risky behaviors, and increased political participation. Other benefits related to more years of schooling refer to the increased payment in taxes, as individuals earn more, and the decrease in the likelihood to receive government social assistance.
6. To assist the development of the education sector in Madagascar, the project is expected to impact the number of graduates from the first two cycles of basic education by supporting the following activities: (a) improve access to preschool and early childhood education through the use of a community-

² Montenegro, C. E., and H. A. Patrinos. 2014. *Comparable estimates of returns to schooling around the world*. Policy Research working paper; no. WPS 7020. Washington, DC: World Bank Group.

³ Bashir S., Lockheed, M., Ninan Dulvy, E., and J. P. Tan. (forthcoming). *Facing Forward: Schooling with Learning in Africa*. Washington DC: World Bank Group.



based approach; (b) provide teacher training to improve their qualifications and effectiveness; (c) improve access to primary education through the use of a community-based school construction model and health interventions; (d) improve school-based management through the provision of school grants and training principals and local supervisors; and (e) assisting sector reforms being carried out by the MEN.

7. In the baseline scenario, enrollment numbers without the project were estimated considering: (a) the first two cycles of basic education including the first year of lower secondary, as it is expected that primary level will be expanded from 5 to 6 years; (b) the population projections from UNDP for the corresponding age groups – 6 to 11 years old; (c) enrollment in first grade considering the population in the entrance age and the estimated gross intake ratio; (d) cohort intake is adjusted by the average reduction in the out of school rate; and (e) estimated promotion and repetition rates based on historical averages from UIS data.

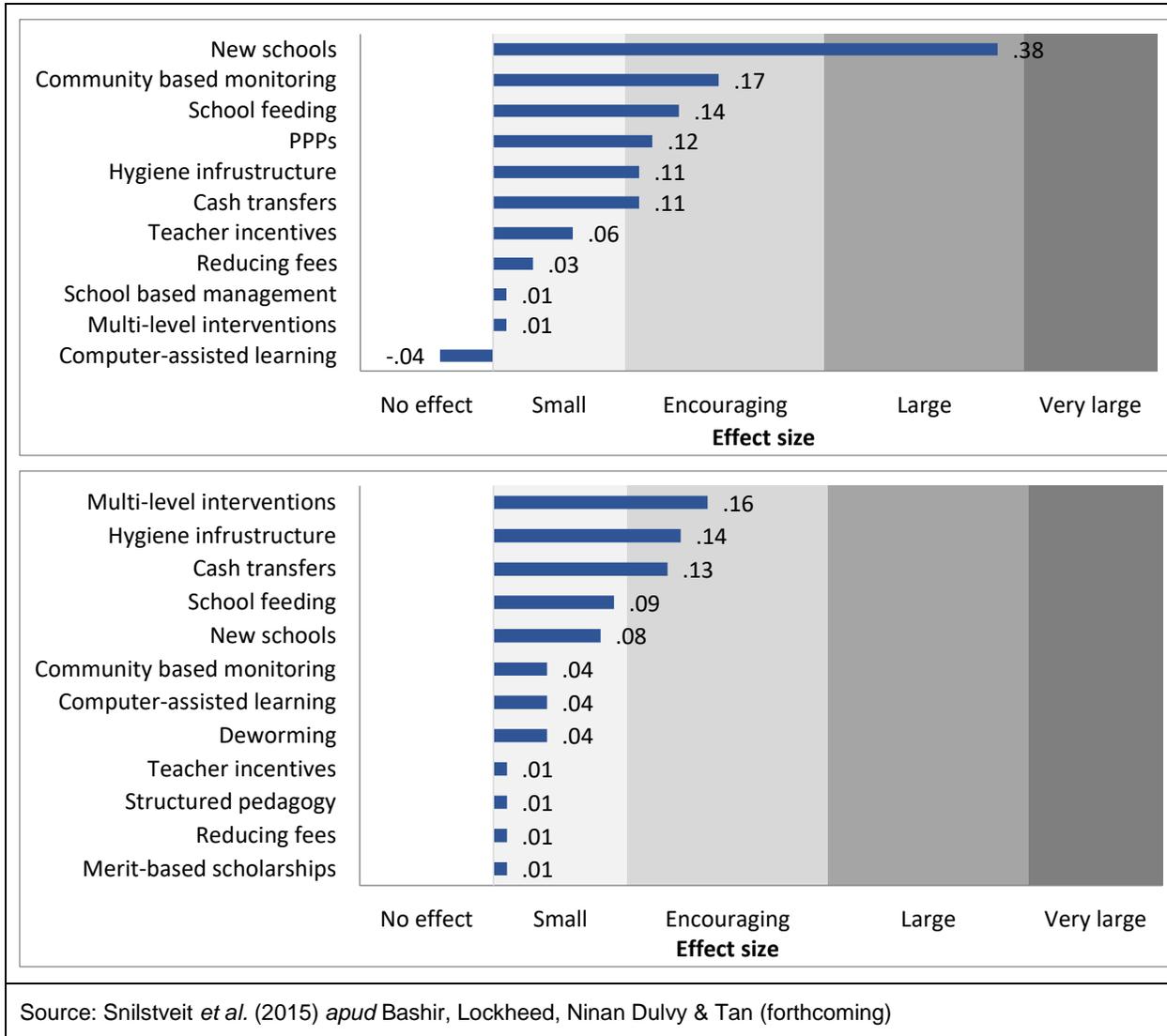
8. The intervention scenario considers that, because of project implementation, there will be an increase in the number of students enrolling in primary education, as well as a positive impact in progression, related to lower dropout and repetition rates. Estimating this impact is challenging, as the different components of the project reinforce or complement each other. The assumptions behind these estimates consider that the gross intake ratio will decrease at a lower rate, and that dropouts and repetitions will be reduced by one third during the period of project implementation – which will generate higher progression rates.

9. Recently, there has been an increase in the availability of meta-analysis covering the impact of education interventions on access and learning. As presented in Bashir, Lockheed, Ninan Dulvy & Tan (forthcoming), the International Initiative for Impact Evaluation (3ie) prepared a review of studies that covers 52 low-income countries, including 21 SSA countries, from 1990 to 2015. It shows that some interventions are more effective in promoting enrollment in school while others have a higher impact on learning.⁴

⁴ Snilstveit, B., Stevenson, J., Phillips, D., Vojtkova, M., Gallagher, E., Schmidt, T., Jobse, H., Geelen, M., Pastorello, M., and J. Evers. 2015. *Interventions for improving learning outcomes and access to education in low- and middle- income countries: a systematic review*, 3ie Systematic Review 24. London: International Initiative for Impact Evaluation (3ie).



Figure 4.1. Interventions that improve student enrollment and attendance, low- and middle-income countries





10. For instance, building new schools and community-based monitoring that are essential components of this project are reported to increase enrollments by 38 and 17 percent or more of a standard deviation, respectively. These two interventions have also a lower but positive impact on attendance. In its turn, deworming appears to have a small impact on student attendance as well, but costs of deworming is substantially lower than school construction.

11. Looking in more detail into the evidence for each component, evidence shows that preschool education can enhance learning with impacts that go beyond school and extend over time. In Jamaica, a parenting program provided tutoring to mothers of malnourished children from 9 to 24 months old over a 2-year period. Mothers were taught how to stimulate their children through play, which resulted in better educational attainment, improved behavior and a 25 percent increase in earnings in adult life.⁵ In the 1970s, in North Carolina, a randomized experiment provided full-time childcare services and showed impacts on cognitive achievement of children, lower repetition and dropouts, as well as improved learning outcomes later in life.⁶ Another study, that analyzed the impact of school construction to support the expansion of universal preschool education in Argentina found that one year of preschool education improved cognitive skills and generated an 8 percent increase in the mean of third grade test scores.⁷

12. The second and fourth components focus on providing training to teachers and principals to improve learning. While evidence is mixed regarding the impact of teacher qualifications, evidence shows that teacher knowledge and practices inside the classroom can enhance student learning. Low levels of effective instruction time and the teachers' lack of knowledge related to both curriculum and pedagogical practices are pointed out as the reasons behind the fact that despite increases in enrollment, students are not learning in a SSA countries. Moving students from a low-quality teacher to one with the minimum content and pedagogical knowledge would increase student achievement by 0.7 standard deviation.⁸ In the Gambia, an experiment that combined grants and school management training to principals, teachers and community representatives generated an important decrease in student and teacher absenteeism, after 3 to 4 years. However, the impact on learning was conditional on the baseline local capacity.⁹

13. Related to component 3, as presented above, school and classroom construction can have the largest effects on access to education. They can also represent the second most important educational expenditure, behind teacher salaries.¹⁰ In SSA, infrastructure investments are needed to account for the

⁵ Gertler, P., Heckman, J., Pinto, R., Zanolini, A., Vermeerch, C., Walker, S., Chang, S. M., and S. Grantham-McGregor. 2014. "Labor Market Returns to an Early Childhood Stimulation Intervention in Jamaica." *Science (New York, N.Y.)* 344 (6187): 998–1001.

⁶ Campbell, F. A., Pungello, E. P., Miller-Johnson, S., Burchinal, M., and C. T. Ramey. 2001. "The Development of Cognitive and Academic Abilities: Growth Curves from an Early Childhood Educational Experiment." *Developmental Psychology* 37 (2): 231–242.

⁷ Berlinski, S., Galiani, S., and P. Gertler. 2009. "The Effect of Pre-Primary Education on Primary School Performance." *Journal of Public Economics* 93: 219–234.

⁸ Bold, T., Filmer, D., Martin, G., Molina, E., Rockmore, C., Stacy, B., Svensson, J., and W. Wane. 2017. "What Do Teachers Know and Do? Does It Matter? Evidence from Primary Schools in Africa." Policy Research working paper no. WPS 7956. Washington, DC: World Bank Group.

⁹ Blimpo, M. P., Evans, D., and N. Lahire. 2015. "Parental Human Capital and Effective School Management: Evidence from The Gambia." Policy Research working paper no. WPS 7238; Impact Evaluation series. Washington, D.C.: World Bank Group.

¹⁰ UNESCO. 2015. *Global Monitoring Report 2015: Education for all 2000–2015: Achievements and Challenges*. UNESCO, Paris, France.



growth in enrollment related to demand-side incentives, fee abolition and high fertility rates. An evaluation of education reforms in Mozambique revealed that school construction and the effort to abolish user fees allowed an increase in net enrollment ratio in lower primary by almost 35 percentage points, from 1997 to 2008.¹¹ In Madagascar, public primary education is free, however, indirect costs related to transportation and school uniforms makes school attendance difficult. Increasing the availability of classrooms in disadvantaged areas is expected to have a significant impact on school attendance.

14. Finally, health interventions are expected to improve students' health and lead to impacts in their absenteeism and learning. Evidence on school-based deworming shows that there are consistent and positive impacts on students' participation and learning, as well as future employment and earnings.¹² In Tanzania, a low-cost deworming treatment reduced school children prevalence of anemia by one quarter and this effect was even higher in the case of moderate to severe anemia, 15 months after the intervention.¹³ In Kenya, a school-based deworming program was responsible for a one-quarter decrease in absenteeism in treatment schools. Furthermore, it presented evidence of positive externalities, as untreated children also benefit from the overall lower incidence of infections.¹⁴

Cost-Benefit Analysis

15. Project benefits were estimated from 2018 to 2030, considering the difference in the number of graduates in two scenarios: the base scenario, where the number of graduates is estimated as if the project did not exist; and the intervention scenario, where the project implementation generates an increase in overall enrollment in primary education and a higher graduation rate, driven by smaller rates of repetition and dropouts when compared to the baseline scenario. Under a conservative model, the average repetition and dropout rates will drop from 18 and 15 percent in 2017 to 11 and 9 percent by 2030, respectively. This represents an increase in the promotion rate from 67 to 81 percent over the same period.

¹¹ Fox, L., Santibanez, L., Nguyen, V., and P. André. 2012. *Education Reform in Mozambique: Lessons and Challenges*. Directions in Development; Human Development. Washington, DC: World Bank.

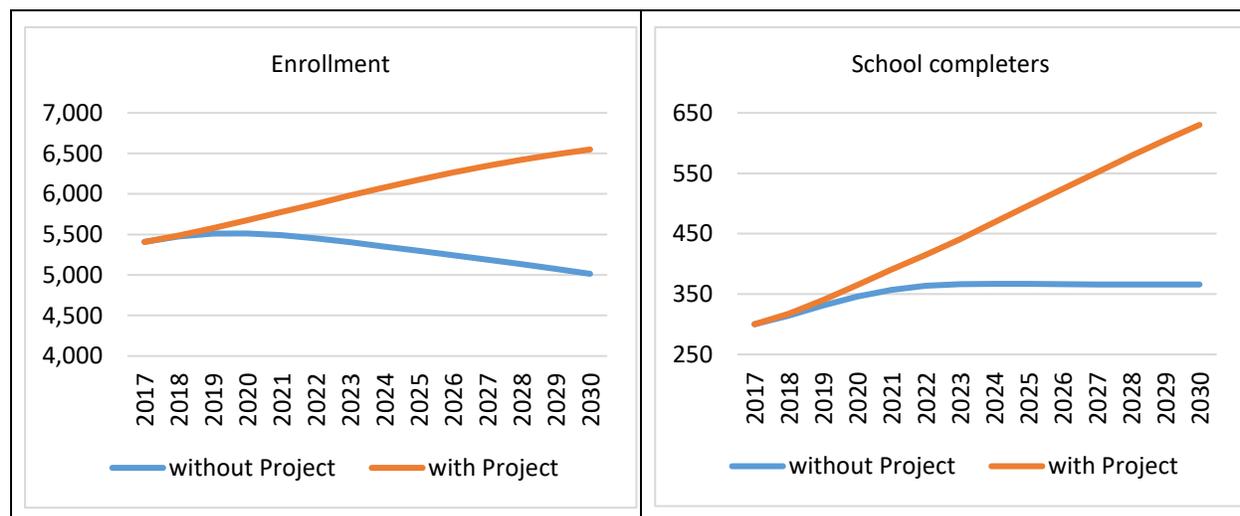
¹² Ahuja, A., Baird, S., Hicks, J. H., Kremer, M., Miguel, E., and S. Powers. 2015. "When Should Governments Subsidize Health? The Case of Mass Deworming." *The World Bank Economic Review* 29 (suppl 1): S9–S24.

¹³ Guyatt, H. L., Brooker S., Kihamia C. M., Hall A., Bundy D. A. P. 2001. "Evaluation of efficacy of school-based anthelmintic treatments against anaemia in children in the United Republic of Tanzania." *B World Health Organ.* 79 (8): 695–703.

¹⁴ Miguel, E, and Kremer M. 2004. "Worms: Identifying Impacts on Education and Health in the Presence of Treatment Externalities." *Econometrica* 72 (1): 159–217.



Figure 4.2. Expected Enrollment and Graduates in Primary Education



Source: Own calculations based on UIS-UNESCO and UNDP population projections data.

Note: Decrease in enrollment in baseline scenario is observed due to decrease in Gross Intake Ratio into grade 1.

16. Project costs include the following components: the actual cost of the project, given by the estimated project disbursements; the costs related to the increase in the number of students enrolled in the system - including the increased need for public funding as well as increased household expenditures on education; and, finally, the opportunity costs for those that stay longer in the education system who could be engaged in economic activity otherwise. It is important to notice that, even though this represents a cost that we translate into benefits just after graduation from primary, extra years of schooling would also have an impact in productivity and future earnings.

17. Based on the effectiveness of the project’s expected impact, the NPV was estimated in US\$122 million, with an IRR of approximately 13 percent, for a discount rate of 8.3 percent. The ESP for 2017–2022 argues for more ambitious impacts in repetition and dropout rates.¹⁵

Table 4.1. NPV Based on Project’s Baseline Scenario (in US\$, millions, Discount Rate 8.3 percent)

	Present Value of Benefits by New Income Differential	Present Value of Total Costs	NPV
Baseline	0.0	0.0	0.0
2018	5.7	4.2	1.5
2019	15.3	25.5	-10.3
2020	30.2	51.8	-21.6
2021	50.2	75.8	-25.7
2022	71.7	95.9	-24.2

¹⁵ Accelerating the decrease in repetition or dropout rates can result in even higher returns. Repetition rates are, on average, almost 20 percent. Reducing this rate can have an important impact in the system efficiency. Given the initial project impact scenario, changing the decrease in repetition or dropout rates by 1 percentage point after the start of project implementation in 2018 would increase the IRR to 34 and 27 percent, respectively.



2023	98.6	110.3	-11.7
2024	126.6	120.4	6.2
2025	152.3	136.5	15.8
2026	174.6	149.8	24.7
2027	193.2	160.6	32.6
2028	208.5	169.1	39.5
2029	220.7	175.5	45.2
2030	230.0	180.2	49.8
NPV	121.9		
IRR	13%		

Cost-Effectiveness Analysis

18. A cost-effectiveness analysis was performed by comparing the costs of different alternatives of school construction, the major contribution from the third component of this project, which includes investments in school construction and health interventions. As discussed earlier, one way to increase access and reduce dropouts is by reducing the distance to schools and expanding service delivery in targeted administrative zones – particularly rural areas. The school construction packages refer to an infrastructure set comprising two equipped classrooms, a block of toilets and a water point, whenever needed. The expected number of classrooms to be delivered by the end of the project is 800. Their purpose is to accommodate the expected influx of children into the primary education system, allow for smaller classrooms and replace previous and inadequate infrastructure.

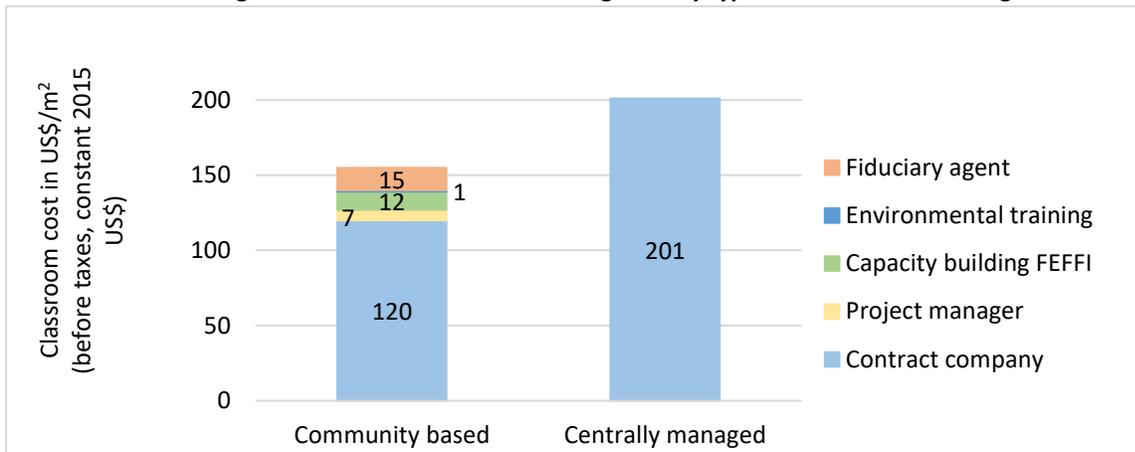
19. As presented in a technical note prepared for the PAUET16, the average unit cost for classrooms built by FEFFI is US\$8,955 (constant 2015 US\$), with a corresponding cost of US\$144 per square meter (US\$/m²). When taxes are discounted, the direct cost of the average classroom square meter is reduced to US\$120. There are some indirect costs related to the community-based school construction: project manager, capacity building at the FEFFI, environmental training and fiduciary costs. These can represent up to 28 percent of the total direct costs.

20. The alternative for comparison is the cost of building schools under the centralized MEN system. Considering classrooms were delivered under similar structure and timeframe, the unit cost—before taxes—corresponds to US\$12,500, with an average cost per square meter of US\$201. In this scenario, even though the indirect costs are not measured, the community-based construction model is more cost-effective than the centralized approach. The explanation for that is that under the MEN system, the centralized procurement process favors eligible large firms, while in the decentralized community-based approach, there is higher competition among small firms, with smaller fixed costs and prices.

¹⁶ Theunynck, S. 2012. *Constructions scolaires à Madagascar. Projet d'Appui d'Urgence à l'Éducation Pour Tous. Mission de supervision de la Banque Mondiale du 13 au 22 novembre 2016. Note Technique.*



Figure 4.3. Classroom cost in Madagascar by type of construction management



Source: Adapted from Theunynck (2012)

21. Furthermore, in addition to the lower costs of community based school construction, other indirect benefits are expected, related to the employment opportunities created for community development workers and construction companies and their technicians at the local level.

Financial Analysis

22. To analyze the Project’s fiscal sustainability, an estimate of the impact of project costs on the public budget allocated to education was prepared. The total value for the resources allocated to education was available in the ESP 2017-2022, in billions of 2017 Ariary. They include the current expenditures (operational costs and salaries) and investments.

23. The costs of the project considered in this analysis consist of the US\$100.7 million related to project investments, as well as the additional costs related to the increase of the number of students enrolled in the system due to project implementation. These are associated with the expansion (and maintenance) of the primary education infrastructure, including the hiring of new teachers and other operational costs, and are incorporated into the model as the cost per primary student in the system. The maximum impact of the project on the total educational budget is estimated to be 7.3 percent in 2022, decreasing to 5.2 percent by 2030.



Table 4.2. Financial Impact of the Project

	2014	2015	2016	2017	2018	2019	2020	2021	2022	2025	2030
In 2017 billions of Ariary											
Current expenditures	833	780	851	959	975	1009	1045	1066	1084	1560	2641
Investments	49	43	73	120	143	190	218	238	257	163	172
Total Budget allocated to education	882	823	924	1079	1118	1199	1263	1304	1341	1723	2813
In 2017 US\$ millions											
Current expenditures	270	253	276	311	317	328	339	346	352	506	857
Total Budget allocated to education	286	267	300	350	363	389	410	423	435	559	913
Project disbursements	0.0	0.0	0.0	0.0	2.3	12.5	22.2	26.3	24.1	0.0	0.0
Additional costs	0.0	0.0	0.0	0.0	0.3	2.2	5.7	10.4	16.2	38.6	86.1
Total costs	0.0	0.0	0.0	0.0	2.6	14.8	27.9	36.7	40.3	38.6	86.1
In 2017 US\$ millions											
Total costs	0.0	0.0	0.0	0.0	2.5	13.4	24.2	30.3	31.7	26.5	47.3
As % of current expenditures	0.0%	0.0%	0.0%	0.0%	0.8%	4.1%	7.1%	8.7%	9.0%	5.2%	5.5%
As % of total budget	0.0%	0.0%	0.0%	0.0%	0.7%	3.4%	5.9%	7.2%	7.3%	4.7%	5.2%

Source: Own calculations based on project costs and education budget from Education Sector Plan

Notes: Exchange rate in 2017 is 1 US\$ = 3080 Ar. Total costs include project disbursements and increase in public expenditures related to increased enrollment in primary education. Current costs converted in 2017 values using the GDP growth rate from the World Economic Outlook Database - IMF, April 2017



ANNEX 5: GPE VARIABLE PART

1. **Variable part and Eligible Expenditure Programs.** This Project is co-funded by the allocation of the GPE. The part of the project funded by the GPE follows the funding model introduced in May 2014. The latter includes a "variable part" of the maximum allocation, with an incentive nature. This variable part supports the adoption of transformative policies and strategies to improve: (a) learning outcomes, (b) efficiency, and (c) equity in basic education. Of the US\$45.7 million allocated to the GPE-funded project, 30 percent - US\$14.1 million - is dedicated to this variable part. Access to resources under this variable part will be granted, subject to the achievement of the objectives related to the indicators and measurements that condition the disbursement within the agreed deadlines. These indicators are selected on the basis of their transformative character in each area, including improved equity, efficiency and learning outcomes in basic education and may be linked to the process, outcome or output. The Local Education Partners Group is part of the selection process and will be involved in endorsing the indicators chosen by the government.
2. The variable part of the GPE funding finances activities related to the indicators that meet the criteria set out above. The aim of this approach is to encourage the government to undertake fundamental reforms while enabling the funding of the entire program supported by BESP and linked to the ESP.
3. The "stretch" indicators: the indicators determining the disbursement of the variable part under the BESP are as follows:
 - **Learning outcomes:** Improve the monitoring of student learning at the beginning and at the end of primary school through standardized assessments of student achievement in French, mathematics and Malagasy;
 - **Efficiency:** Improve the promotion rate in the first two sub-cycles of basic education (primary), enabling more students to complete the primary cycle;
 - **Equity:** Ensuring more trained teachers in rural and remote areas and their more equitable distribution.
4. **Indicator 1: Learning outcomes.** The objective is to improve the monitoring of student learning outcomes through standardized evaluations in French, math and Malagasy. A standardized approach will allow for the comparability of the evaluation over time. These evaluations will be carried out through sampling, with a regional representation. The national results will be made public and the results of each region will be disseminated within each DREN and CISCO to allow the appropriation of the results at decentralized level.
5. **Activities:** to properly carry out this exercise, an official unit responsible for the evaluations at national scale and for the dissemination of the results at deconcentrated levels will be set up within the MEN. This unit will be supported by a TA in evaluations. It will also be responsible for ensuring that the evaluation results are widely disseminated in the decentralized units. Three evaluations are planned: at the end of the year 2018/2019 for the grade 2 and 5 students in French and math - the PASEC evaluation of the CONFEMEN; at the end of the 2020 school year for grade 2 and 5 students in French, Math and Malagasy and finally at the end of the 2021 school year for 3rd year students for Grade 6 students in

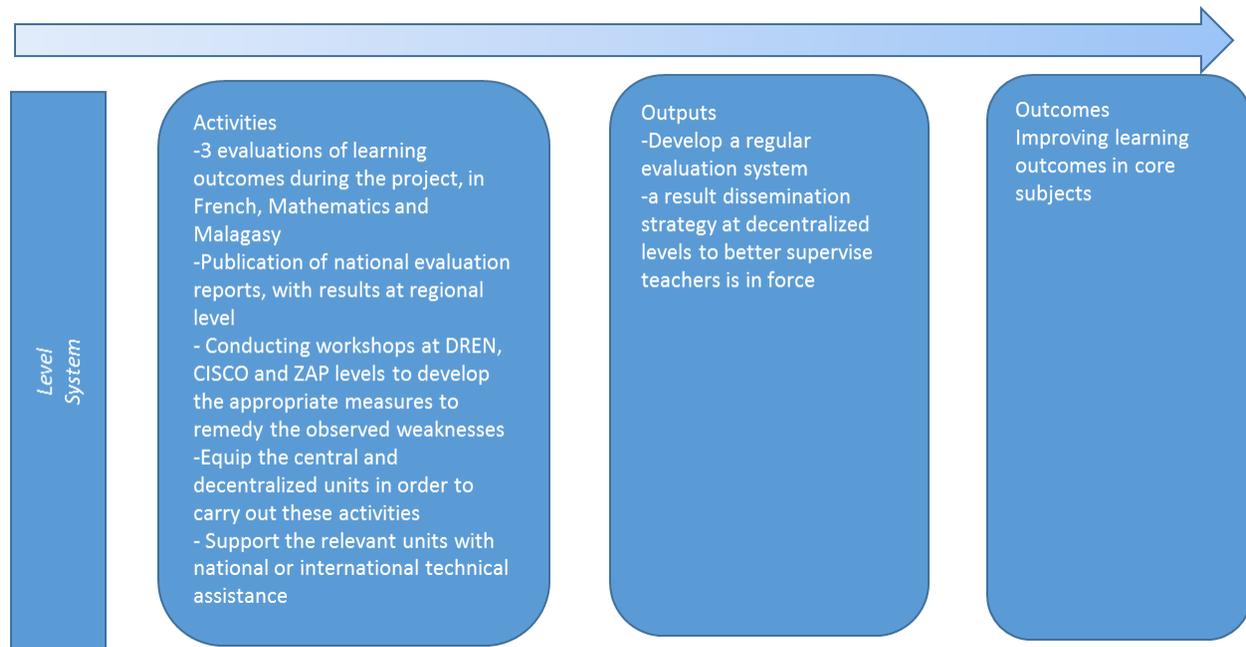


French, Math and Malagasy. The proposed timetable considers three reforms planned in the ESP: the new school calendar, the introduction of the 6th year of primary education in 2020, and the introduction of Malagasy as a teaching language in the first basic education sub-cycle. If the funding earned under this DLI exceeds the associated costs of the above activities, the surplus can equally finance teacher training or school-based management activities that promote learning.

6. **Context and arguments:** the evaluation of learning outcomes is an essential tool to identify the weaknesses in learning and develop appropriate strategies for the supervision units, as well as to identify remediation practices for the teachers themselves. The last international evaluation was during the PASEC 2015. The results of PASEC 2015 evaluations demonstrated poor academic achievements at the end of the primary cycle (grade 5) in both reading and math. Indeed, the results of the 2015 evaluation showed that only 17.2 percent of Malagasy students have passed the sufficient threshold of reading skills (against an average of 41 percent in PASEC countries), and 20.7 percent in math (Compared with an average of 42.7 percent in PASEC countries). The results also show that there are wide variations across the six provinces of the country.

7. The results of the learning will be used to develop teacher training and coaching strategies. As mentioned earlier, these new evaluations will be representative of the 22 regions and a regular dissemination will be done at regional and national level.

Figure 5.1. Results Chain





8. **Compliance with GPE requirements relating to stretch indicators:** this indicator is consistent with the objective of the GPE to improve school learning and learning outcomes for schoolchildren.

9. **Description of the indicator:** The indicator to be followed in relation to this objective is the number of evaluations of learning outcomes during the 4 years of GPE funding (see results framework). This indicator will therefore measure the implementation of a system of evaluation of learning outcomes that will be done on a regular basis and will evaluate the basic disciplines such as French, math and Malagasy. Each evaluation will be followed by a national report showing the results for each of the 22 DRENs.

10. **Indicators relating to disbursement.** Total allocation to this DLI : US\$4,700,000 distributed as follows:

- **DLI 4:** Creation of an official evaluation Unit, with a detailed plan for the first two years of operation is available: US\$470,000
- **DLI 5:** Publication of the analysis of the results of the validated national evaluation representative at the regional level (up to 3 evaluations): US\$1,410,000 per eligible evaluation published

11. **Indicator 2: Efficiency:** The objective is to improve the promotion rate in the first two sub-cycles (the primary), i. e.: the flow of students within primary education, enabling more students to complete this cycle.

12. **Activities:** The BESP project includes several activities aimed at, among the expected results, improving the promotion rate at national level. This will be achieved through the change of school calendar to be adapted to the agriculture, rainy, cyclonic and drought season (December to March), change of practices in classrooms and professional school management. The ESP plans to change progressively the school calendar through starting successively the school year one month later after each start date of school year during the next 5 years and to fix the school calendar from March to December from 2022.

Table 5.2 School Calendar

School Year	2018–2019	2020	2021	2022
Period	November 5, 2018–September 2019	February 1, 2020–December 2020	February 28, 2021–December 2021	March 1, 2022–December 2022

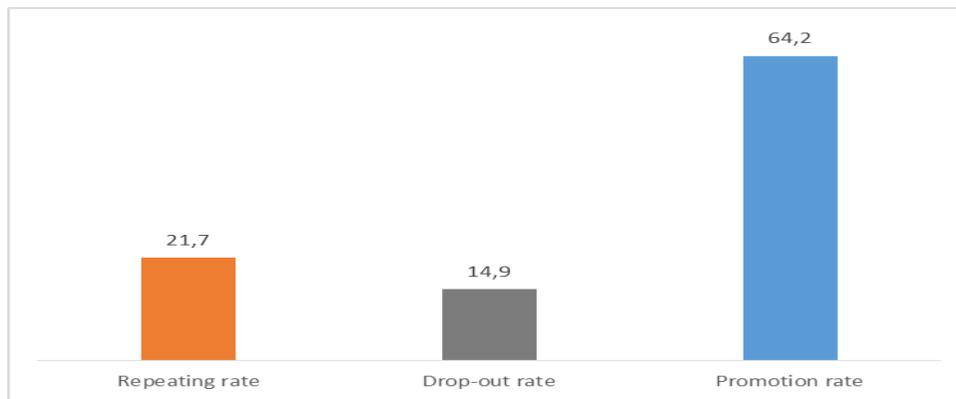
13. The project will reward the start of the school year in February in 2020. This implies a shift of four months of the first school day from the baseline of 2016/17. Changes of teachers practices in classrooms and improvement of promotion rate at school level will be incentivized in a pilot program. A competition of an improvement of promotion of students with a focus on early years will be launched at CISCO level. Plans from 10 CISCOs per year will be selected and 300 randomly selected schools in the five selected CISCOs will receive information and training on remedial education and other strategies to increase the



promotion of students such as support on pedagogical coaching. Successful schools will be rewarded and will receive additional school grants. If the funding earned under this DLI exceeds the associated costs of the above activities, the surplus can equally finance the implementation of the curriculum reform and the language policy.

14. **Context and arguments.** The internal inefficiencies which persist in the Malagasy education system, in particular, high repetition and dropout rates, hamper the progress of students in the education system and thus contribute to the low promotion rate in primary education. In this case, the improvement in the retention of students in the primary cycle is closely linked to the decrease in student repetition and dropout. In addition, there are several studies¹⁷ which show that repetition contributes to school dropout, and has negative consequences on private returns to education. As shown in the graph below, the primary repetition rate is about 21.7 percent in 2014. There is also a high dropout rate in the first year of primary (19.6 percent in 2014). In addition, the repetition and dropout rates broken down by school year indicate that the problem begins in the first years of elementary school. Besides, in addition to the official repeating rate, there is also a phenomenon of additional inefficiency that creates "bottlenecks" in the first years, especially children who "dropout" during the school year and who return to the classroom in the following academic year, and are coded as new students. This phenomenon contributes to the overcrowding of some schools and is often associated with an absence of pre-school or community learning spaces.

Figure 5.3. Repetition, Dropout, and Promotion - Primary Cycle



Source: ISU

15. **The reasons for low promotion rates** and huge repetition rate are the lack of school remediation, the lack of differentiated teaching methods, the lack of prioritization in the school curriculum, a generalized culture that institutionalizes repetition, and the distance between schools and communities and the school calendar. The school calendar is not aligned with the agriculture and weather seasons and it creates problems for access to schools during the rainy, cyclonic and drought seasons. This leads to potentially unnecessary high learner and teacher absenteeism. In addition, the main reasons for non-enrollment among children aged between 6 and 10 years old in Madagascar are mainly related to the cost borne by families (ENSOMD, 2012). The key objective with these results-based indicators is to raise

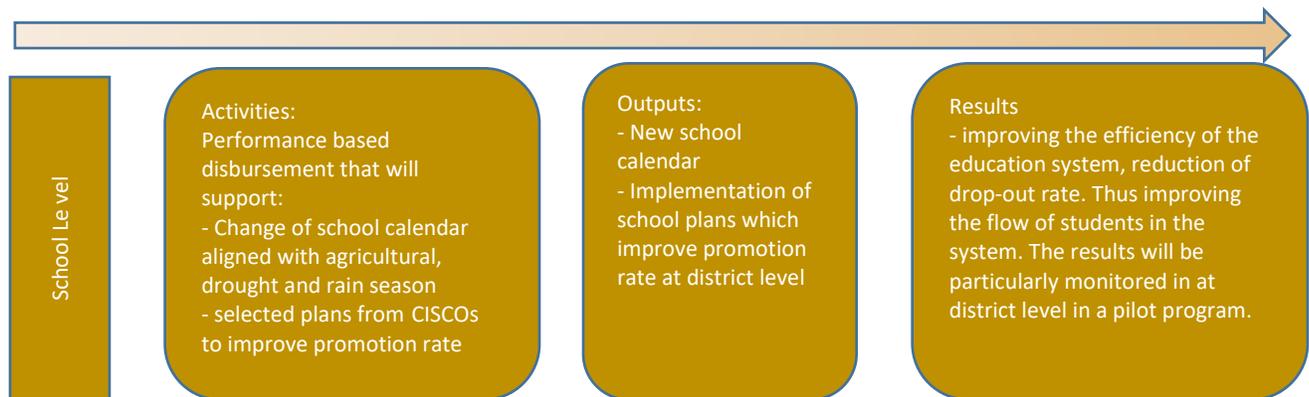
¹⁷ Cf. S. Ndaruhutse (2008) for an abstract.



accountability and attention to the low promotion rate at the school level.

16. **There are solutions to raise promotion rates.** The ESP plans to implement reform including change of school calendar, language policy as well as curriculum reform, teacher training, pedagogical support and professionalization of school principals to improve efficiency of the education system. The change of the school calendar will contribute to reduce absenteeism as during drought and rainy seasons, teachers and students’ absenteeism are particularly high. The objective of the ESP is to improve the classroom teaching time from 3h 09 min to 5h 46 min per day through promoting school attendance during the adapted school calendar. High school attendance will contribute to reduce repetition rate and improve promotion rate. In addition, activities funded by the project such as the support to preschool, teacher training, pedagogical support and professionalization of school principals, will contribute to improve promotion rate in schools. A pilot program to incentivize schools to improve the promotion rate will be financed. A competition will be launched at district level and CISCOS which benefited from activities funded by the project will submit competitive plans to improve the promotion rate.

Figure 5.4. Results Chain



17. **Compliance with the GPE requirements for stretch indicators:** this indicator corresponds to the objective of the GPE to improve the efficiency of the Malagasy education system. The proposed activities seek to improve internal efficiency through, also, a significant improvement in the efficiency of the school itself, using a results-based approach to funding. This result will be particularly monitored in 10 CISCOS whose plans to improve the promotion rate are selected.

18. **Description of the indicator:** The first indicator to be monitored is the official start date of the school year in February. This implies a shift of four months of the first school day from the baseline of 2016/2017. The second indicator is the number of selected plans provided by CISCOS which improve school promotion rate. The third one is the number of schools in eligible CISCOS that have increased the rate of promotion by 2 percentage points per year since 2016/2017.

19. **Indicators related to disbursement:** Total allocation to this DLI: US\$4,700,000.

- **DLI 6:** the official and effective first day of the school calendar falls in February US\$1,600,000



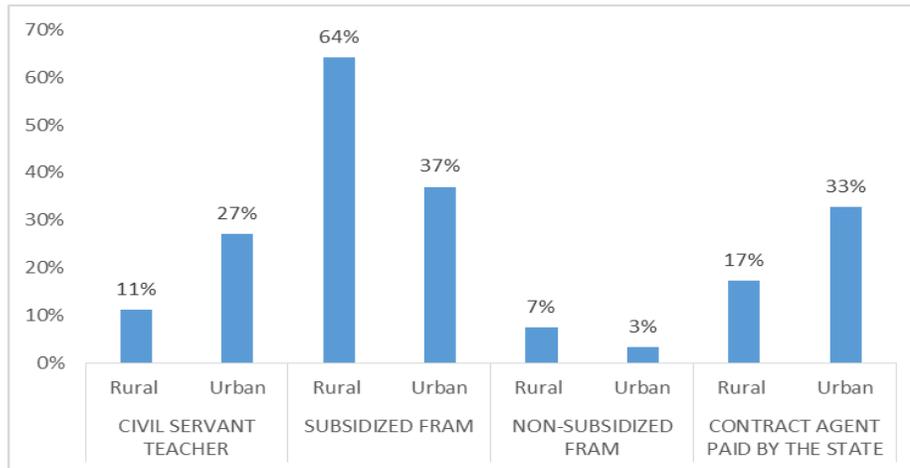
- **DLI 7:** Number of selected plans provided by CISCOS which improve school promotion rate. Amount US\$35,000 for each selected plan with a maximum of 57 CISCOS
- **DLI 8:** Number of schools in eligible CISCOS that have increased the rate of promotion by 2 percentage points per year since 2016/2017. Amount US\$100 per school per year with a maximum of 11,050 schools.

20. **Indicator 3: Equity:** A better distribution of trained teachers assigned in rural and remote areas.

21. **Activities:** Four activities are planned for this purpose (a) development and implementation of the assignment plan deployment/re- deployment of teachers in school; (b) consultation with teacher students; (c) monitoring and enforcement of requirements for qualifications for hiring and start of teaching; (d) support the establishment of teacher management system to better foresee and plan teacher force developments, and other capacity building activities. The implementation of these activities in a coherent and coordinated manner will ensure that rural and remote areas are adequately staffed to ensure more equitable education across regions and areas.

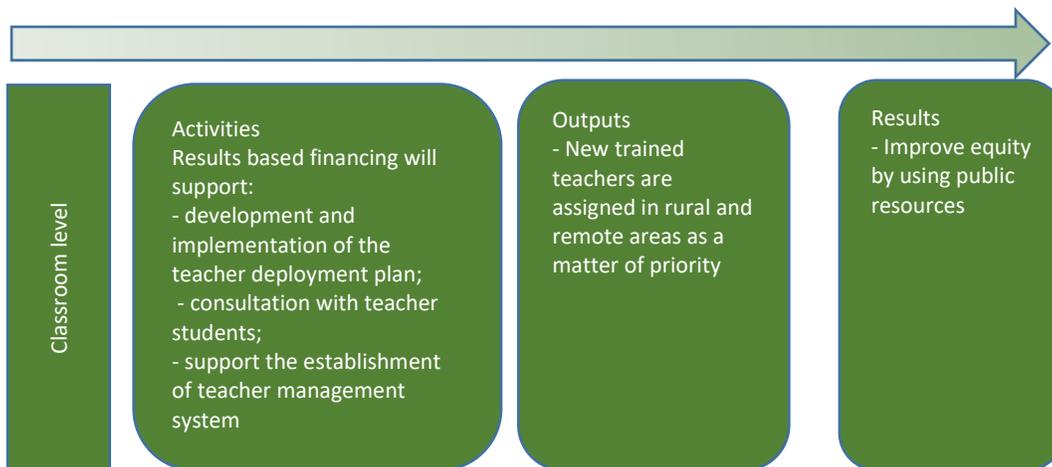
22. **Context and arguments:** In Madagascar, there are significant disparities between urban and rural areas in terms of the ratio of teachers to learners, in particular between trained teacher / learner and non-trained teacher / learner ratios. In fact, the ratio of teacher to learner is 1/42 in urban areas compared to 1/47 in rural areas. To this is added the disparities in terms of civil servant teachers. While there is 1 civil servant teacher (who is better trained and more present) for 96 students in urban areas, this ratio is 1 civil servant teacher for 196 students in rural areas. Rural areas tend to receive more FRAM teachers (64 percent of all rural teachers in 2016/2017), who rarely have the required or adapted in service and pre-service training. This situation puts students at a disadvantage in rural areas. Indeed, this unequal distribution of civil servants, i.e.: trained teachers, between urban and rural areas is one of the sources of the most important disparities in the Malagasy education system. This therefore contributes to the perceived inequalities in the education system in terms of learning. The project activities described above seek to remedy this disparity and thus reduce the inequalities associated with this unequal distribution and the Ministry of Education can play a major role on this (decision for assignment).

Figure 5.5. Distribution of teachers by Type and medium



Source: EMIS 2016/2017.

Figure 5.6. Results Chain



23. **Compliance with the GPE requirements for stretch indicators:** this indicator corresponds to the objective of the GPE to reduce inequalities within the Malagasy education system. The proposed activities seek a better distribution of trained teachers in remote areas, which would contribute to a better distribution of public resources for education¹⁸. **Indicator description:** Number of teachers trained and assigned in schools in rural and remote areas (see results framework). A trained teacher is defined as having obtained a certificate. Rural and remote areas are defined as area 2 and 3 as defined by DRH.

Indicators Related to Disbursement

24. **Total allocation to this DLI: US\$4,700,000.** About 6,000 teachers are expected to be trained and

¹⁸ Indeed, since teachers' salaries account for the largest share of public expenditure in the sector: 90 percent (Public Expenditure in Education Sector, 2015)



recruited by 2021, of which 70 percent will be located in rural and remote areas: US\$470,000. For each teacher trained and assigned in rural and remote areas, there will be a disbursement of US\$625 per teacher.

- **DLI 9:** Consulted and approved plan for deployment of recruited trained teachers 2018-2022: US\$470,000
- **DLI 10:** Number of new trained teachers assigned in rural and remote areas: US\$625 / teacher

25. The disbursement will be used to reimburse the activities that will be carried out in advance, including training activities, preparation of the GPEC, implementation of the deployment / redeployment policy for trained teachers and the study on decentralization options for the recruitment. At the same time, it will be necessary to stop the recruitment of untrained FRAM teachers.



Disbursement-Linked Indicators, Disbursement-Linked Results and Allocated Amounts Applicable to the GPE Variable Part

	Total DLI Financing (USD million)	DLI	DLRs and Indicative timeline for DLR achievement					Verification Protocol	Formula	
		Base line	2018	2019	2020	2021	2022			
DLI 4: Creation of an official evaluation Unit, with and a detailed plan for the first two years of operation	470,000	0	1	0	0	0	0	0	Decree establishing an evaluation unit as part of the MEN with staff and equipment and a detailed work plan. The verification will be conducted by the World Bank based upon documentation submitted by the Recipient.	Not scalable US\$ 470,000
<i>Allocated amount:</i>	<i>470,000</i>		<i>470 000</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>		
DLI 5: Publication of the analysis of the results of the validated national evaluation representative at the regional level	4,230,000	0	0	1	1	1	0	0	An analysis and results of the national and regional evaluation of learning outcomes have been approved by the Ministry and made publicly available, according to the detailed description in the PIM. The verification will be conducted by the World Bank following a submission by the MEN.	Scalable per publication US\$ 1,410,000 per evaluation published
<i>Allocated amount:</i>	<i>4,230,000</i>		<i>0</i>	<i>1,410,000</i>	<i>1,410,000</i>	<i>1,410,000</i>	<i>0</i>	<i>0</i>		
DLI 6: The official and effective first day of the school calendar falls in February	1,600,000	November	0	0	February	0	0	0	Ministerial official communication on the School Calendar to document the date of the official school start. The effective start date of the school year will be verified by an independent verifier based upon a sample of school visits verifying the first day of teaching of students in the school year, as further defined in the PIM.	Not scalable
<i>Allocated amount:</i>	<i>1,600,000</i>		<i>0</i>	<i>0</i>	<i>1,600,000</i>	<i>0</i>	<i>0</i>	<i>0</i>		
DLI 7: Number of selected plans provided by CISCOs which improve school promotion rate	1,995,000	0	10	20	27	0	0	0	The recipient provides selected and approved plans that seek to improve promotion of students designed by eligible CISCOs that meet the eligibility criteria described in the PIM. The World Bank will verify whether the selected plans meet the above criteria.	Scalable per eligible CISCO plan US\$ 35,000 per eligible CISCO plan



<i>Allocated amount:</i>	1,995,000		350,000	700,000	945,000	0	0		
DLI 8: Number of schools in eligible CISCOs that have increased the rate of promotion by 2 percentage points per year since 2016/2017	1,105,000	0	0		1,750	3,800	5,500	The recipient will provide a report based upon a school information survey detailing which eligible schools have met the performance criteria and qualify for the performance increase to the school grant as laid out in the Project Implementation Manual. An independent verifier will, in accordance with ToRs agreed with the Association, verify the promotion rate at the schools on a sample basis. Based upon the verification results, the overall share of schools qualifying for the performance bonus will be calculated as described in the PIM.	Scalable per school US\$ 100 per school that met the result per year
<i>Allocated amount:</i>	1,105,000		0	0	175,000	380,000	550,000		
DLI 9: Consulted and approved plan for deployment of recruited trained teachers 2018-2022	940,000	0	1	0	1	0	0	The plan must meet the criteria for disbursement described in the PIM. The deployment and re-deployment plan will be verified by the World Bank once the plan has been submitted by MEN.	Scalable per plan US\$ 470,000 per plan
<i>Allocated amount:</i>	940,000		470,000	0	470,000	0	0		
DLI 10: Number of new trained teachers assigned in rural and remote areas	3,760,000	0	916	1,500	1,800	1,800	0	Eligible deployed or redeployed trained teachers must meet the criteria described in the PIM with regards to: (i) haven taken up active service at the location; (ii) the eligible definition of an underserved location, and (iii) the level of qualification for a teacher to be considered as trained. The achievement of the results will be verified by an Independent verifier based upon information submitted by MEN.	Scalable per eligible trained teacher deployed or redeployed US\$ 625 per teacher
<i>Allocated amount:</i>	3,760,000		572,500	937,500	1,125,000	1,125,000	0		
Total GPE Financing for the Variable part (USD million):	14,100,000		1,512,500	2,697,500	5,480,000	3,860,000	550,000		