



Combined Project Information Documents / Integrated Safeguards Datasheet (PID/ISDS)

Appraisal Stage | Date Prepared/Updated: 21-Jan-2018 | Report No: PIDISDSA22047



BASIC INFORMATION

A. Basic Project Data

Country Madagascar	Project ID P160442	Project Name Madagascar Basic Education Support Project	Parent Project ID (if any)
Region AFRICA	Estimated Appraisal Date 05-Feb-2018	Estimated Board Date 29-Mar-2018	Practice Area (Lead) Education
Financing Instrument Investment Project Financing	Borrower(s) Ministry of Finance and Budget	Implementing Agency Ministry of National Education	

Proposed Development Objective(s)

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

Components

Training the teachers with a focus teaching reading and math
 Improving attendance and readiness to learn through preschool construction and health
 Enhancing school-based management to increase learner promotion
 Supporting sector reforms, system building and project Implementation
 Contingent Emergency Response Component
 GPE Variable part
 Refund of Preparation Advance
 Unallocated

Financing (in USD Million)

Financing Source	Amount
EFA-FTI Education Program Development Fund	45.70
International Development Association (IDA)	55.00
Total Project Cost	100.70

Environmental Assessment Category

B - Partial Assessment

Decision

The review did authorize the preparation to continue



Other Decision (as needed)



B. Introduction and Context

Country Context

1. **Madagascar is an island nation with unparalleled biodiversity and many natural assets.** It is a country with great potential, but is prone to natural disasters and recurrent political crises. Per capita GDP in 2014 was only US\$271 (in constant 2005 dollars), approximately half of what it was in 1971 when it reached the post-independence peak of US\$501. As a consequence, Madagascar has one of the lowest GDPs per capita in the world. Madagascar's growth averaged only 1 percent per year between 2009 and 2014 (including the contraction in 2009), inferior to both the Sub-Saharan region's average of 4.7 percent in 2013, as well as to its high population growth (estimated to be around 2.8 percent). The population doubled between 1990 and 2013, with half of this increase taking place since 2003. Between now and 2030, the latest United Nations population projection suggests that the population of Madagascar will increase by around 50 percent to 36 million people, while the population aged 15-24 will increase by approximately 2 million. The Gini coefficient was 0.41 in 2012, similar to the low-income country average of 0.40. The poverty gap, at approximately 40 percent (2010 figures) is substantially worse than the mean for Sub-Saharan Africa (SSA) of 16.5, reflecting the depth of Madagascar's poverty.

2. **Madagascar's development challenges can be grouped around five themes** (World Bank 2015, Strategic Country Diagnostic Madagascar - n^o 99197): (i) Improving its poor governance, which partially finds its origin in poor dynamics among economic elites and political instability. Madagascar is classified as "fragile"¹. The end of the most recent political crisis in 2013 marks an opportunity for the country to turn the corner. However, political instability remains a risk, including frequent change of governments. This challenges long term planning and implementation, and raises the importance of building resilience and capacity at the community level; (ii) Strengthening public finance, including better revenue collection, but also re-instituting budget oversight mechanisms to create greater accountability and better performance on the expenditure side, and to mobilize non-state resources for development through Public-Private Partnerships (PPPs); (iii) Instituting policies that help unleash the private sector potential; (iv) Tackling poverty in particular improving the lives of the rural poor through a focus on agriculture and protection from natural disasters; and (v) 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 declines 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. 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 in order to contribute to poverty reduction. Madagascar 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.

Sectoral and Institutional Context

¹ According to the Country Policy and Institutional Assessment (CPIA) methodology, World Bank.



4. **Education in Madagascar is currently divided into six sub-sectors:** (a) Preschool, (b) five years of primary education, (c) four years of lower secondary, (d) three years of upper secondary. These four sub-sectors are governed by the Ministry of National Education and cater to 4.6 million learners; (e) a smaller TVET sub-sector catering for 40,000 is steered by the Ministry of Technical Education and Vocational Training, and (f) the higher education sub-sector enrolling 107,000 students in 2014. The higher education sub-sector is overseen by the Ministry of Higher Education and Scientific Research.

5. **Education is in a dire state in Madagascar.** 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 was 498,522. This results in a primary completion rate of 66%, 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 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 preparations through the PAUET project. 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 cross-cutting objective of the Education Sector Plan. In what follows, the sector issues of learning (quality) is first discussed 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 PASEC has declined from 1998 to 2015. In 2015, only 19 percent of learners in 2nd grade in public schools read at "sufficient level". This 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 (EGRA 2015) equally shows low learning – 24 correct read words in mother tongue (Malagasy) in 2nd grade, compared to 50+ in Indonesia, the US and other high income countries. However, both the EGRA and the Service Delivery Indicators (SDI) 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 Analamanga region (where the capital is located) perform better. There are 1-3 percent 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 lastly 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, as described below:

(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%. This malnutrition and poor health is combined with low stimulation of babies and children. Only 18 percent of children attends pre-school. Therefore, children arrive poorly prepared for school at



the age of six. Children who attended pre-school are statistically significantly more likely to reach an acceptable level of reading by 2nd grade. This important impact of pre-school 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 is the most important factor of learning among students. If correctly designed and implemented, teacher training on content relevant pedagogy 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 association 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.

- Teacher pedagogical approach and subject knowledge. About 80% of the teachers, that is 70,000 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 to 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.
- Teacher's actual teaching time is 3h09 per day. Learning at the primary education level requires constant teacher guidance and structure. Teacher class absenteeism is estimated at 38% compared to average of 40% in sub-Saharan Africa. Teacher absenteeism seems linked to: (i) lack of local accountability. For example, teacher absenteeism from school is 47 percent when the school director is also absent (which is often the case: 37 percent of the time). From international experience, improved oversight can raise class-room teacher's presence; (ii) 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 USD 500 per year and is disbursed with an average delay of 8 month). To improve the situation, the government could establish a career framework for teachers that links increased benefits to improved qualifications and teacher effectiveness. On-going 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.
- 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 and 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.

- 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-EU funds, many textbooks have recently been distributed expected to result in a 1:2 ratio for math and Malagasy along with support for usage of the textbooks.
- 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 Early Grade Reading Assessment shows that comprehension of words in Malagasy is about ten times higher than French in 2nd grade. Switching to French as language of instruction in 3rd class 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%) of learners repeat their class every year in public schools (only 7% 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 drop out and repetition:

- 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 has less than 15 minutes to school, but only 33 percent if the learner has more than 30 minutes to school. In public primary schools, 84% of learners the children live more than two kilometers away from their schools. Building class-rooms in rural areas to reduce time to school will therefore contribute to increase retention. Further, permanent class-rooms are statistically significantly linked to learning, (PER 2015, World Bank), and to teacher motivation.
- 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 them-selves. This leads to unnecessary high learner and teacher absenteeism. A more country tailored school calendar developed through public consultations will increase attendance.
- There is a culture of accepting repetition among teachers and parents believing that this raises learning, while it has been found to engender earlier drop out.
- The out-of-pocket costs reduces demand for schooling. The reduction in public spending during



the recent crisis forced more schools to ask for tuition fees to cover the cost 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 reason as the top reason for non-enrolment or drop out 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 run, the scale up of the cash transfers program will also be a cost-effective strategy.

- School management is not focused on improvements, supporting 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.
- Finally, sick children do not go to school. Children infected with intestinal worm are more often absent from school than non-infected 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 for 19 percent of primary level learners in Madagascar,** but primarily serves well-off and urban learners. Although, some confessional schools operate in remote areas. Further, the private sector is large in pre-school.

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 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 the external funding is expected to decline.** The 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 funds the PASSOBA program from 2013-2018 with €32.5 million 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. Proposed Development Objective(s)

Development Objective(s) (From PAD)

13. The project will improve learning and promotion within the first two sub-cycles of basic education.

14. The first two sub-cycles of basic education (six years) in the planned structure of the sector plan constitutes primary education. In the current structure, the two first sub-cycles of basic education correspond to the first five grades.

Key Results

15. Achievement of the Project Development Objectives (PDO) is measured by:

1. Average number of words per minute that a learner in 2nd grade in public schools reads in Malagasy correctly
2. Average promotion rate in the first two sub-cycles of basic education in public schools
3. Number of trained teachers deployed and redeployed in rural schools
4. Number of students using classrooms constructed under the project
5. Number of established community-based early childhood education centers in under-served areas

D. Project Description

Project Components

16. **The project is based on six principles agreed with the Ministry of Education:** (i) the project is fully aligned with the Education Sector Plan and, as such, supports government programs that will continue beyond the project's life cycle; (ii) the project will be national in scope whereas previous projects were concentrated in specific regions because of the political crisis; (iii) selectivity is important since one project cannot support all the objectives of the education sector plan; (iv) the Ministry of National Education implements the project through its departments with adequate capacity enhancements in place; (v) Decentralization, including community-based approaches is pursued to enhance sustainability, capacity, and the impact of activities; this is achieved as a cross-cutting objective across components; and (vi) part of the project funding is financed based upon results.

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

17. **The objective of this component is to improve teacher practices to better teach early grade reading and mathematics and to train uncertified teachers.** The key results indicators are: (i) the number of words per minute read correctly in Malagasy by learners in 2nd grade, and (ii) the number of teachers that have completed early grade teaching reading and mathematics training program. A total of 35,000 teachers will be trained. Each region will prepare a training plan for its teachers providing different combinations of three training courses:

- (i) Structured/scripted lessons for teaching early grade reading and mathematics. The target group is all teachers teaching the first two grades and their immediate supervisors;



(ii) comprehensive teacher training for uncertified teachers. This will train teachers using the existing modules for pre-service teacher 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; and

(iii) subject knowledge strengthening of teachers teaching French and mathematics in grade 3-5 using an existing modular training program of 8 modules of 5 days.

Regional plans will include human resources, material costs and partnerships at 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 advisors to follow up through the local professional teacher development days.

18. 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: the number of teachers trained, the first regional plan for each region, and an evaluation of the impact of the training on teacher behavior and student learning outcomes.

19. This component will also finance on a cost-basis institutional strengthening of the national teacher training institute (INFP). This will include technical assistance for curriculum development and certification of teacher training programs, central implementation support to the regions, monitoring and evaluation, 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)

20. The objective of this component is to improve attendance, reduce drop-out and better prepare children for school. The key results indicators are: (i) the number of students using classrooms constructed under the project; (ii) the number of children who participate in stimulation activities during the project; and, (iii) 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 and the quality of pre-school in underserved areas, build 800 classrooms, and support the national deworming campaign at schools.

Sub-component 2.1: Improving readiness to learn through Community-based preschool in underserved areas

21. This sub-component component 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 aged 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 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 4,000 pre-school educators from the community-based learning centers and in nearby public primary schools. The training will enable educators to lead pre-school 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 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 in existing facilities, capacity building for the management of the component, and monitoring and evaluation.

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

22. This sub-component 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. 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 under-served school administrative zones in terms of infrastructure. They must express a demand and demonstrate the need for the proposed school through a transparent process.

Sub-component 2.3: Increasing student attendance through School Health

23. This sub-component will continue to finance a targeted program to deliver basic treatment of deworming and neglected tropical diseases as well as provision of iron folate in close coordination of the regional authority 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 each year.

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

24. 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 (i) the percentage of schools receiving school grant funded by the project within the first month of the beginning of the school year, and (ii) the number of school principals and local supervisors who have been trained under the project.

- (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 schools meet basic operational needs, such as notebooks and paper, chalk, remuneration of already-hired



community teachers, urgent minor infrastructure repair, etc. 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 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: Supporting Sector Reforms, System building and Project Implementation (US\$ 14 million - 100 percent GPE)

25. The component seeks to strengthen the capacity of the Ministry and its decentralized structures to implement the ESP and to cover the project's administrative costs, including communication costs. The component will support the design and implementation of: (i) key reforms, including the change of school calendar to match the agricultural and weather calendar better; increased use of mother tongue as a teaching language; curriculum reforms to emphasize core subjects and studies on the third sub-cycle; (ii) strengthening the capacity of the system: support to education sector planning, monitoring and evaluation, technical assistance, and project management.

Component 5: Contingent Emergency Response Component (CERC) – (US\$0.00- 100 percent IDA)

26. A no-cost CERC will be included under the proposed project in accordance with Operational Policy (OP) 10.00, 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 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 to ensure a higher state of readiness should financing under this component be triggered.

GPE Variable part: Results-based financing of stretch goals to improve equity, learning and efficiency (US\$ 14.1 million - 100 percent GPE variable part)

Learning outcomes: Improve the monitoring of student learning of primary school through standardized evaluations of student achievement in Malagasy, mathematics and French. This seeks to provide regular evaluation of how much learners are learning in each subject (with regional and gender breakdown) to raise accountability and analysis for learning results. This evaluation is fundamental for an effective focus on learning. The specific results are: Creation of an evaluation unit within the Ministry and a detailed plan for the first two years of operation; Publication of the analysis of the results of the validated national evaluation that is representative at the regional level (up to 3 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 (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 effective implementation of the change in the school calendar year to align with the agriculture 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 CISCO level 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 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 2016/17; (ii) The number of selected plans provided by CISCOs which improve school promotion rate, and (iii) the Number of schools in eligible CISCOs that have increased the rate of promotion by 2 percentage point per year since 2016/17.

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 plan activities are: (i) better planning and planning tools for deploying and managing teachers in schools with need; (ii) consultation with teacher in training; (iii) monitoring and enforcement of requirements for qualifications for hiring and start of teaching; and, (iv) support 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: (i) Two consulted and approved plans for deployment of recruited trained teachers and the 4,500 trained teachers deployed in schools in rural and remote areas.

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 math	17.7	100% IDA		
Component 2: Improving attendance and readiness to learn through pre-school, construction and school health	32.0	100% IDA		
Component 3: Enhancing School-based management to increase learner promotion	13.4		100% GPE	
Component 4: Supporting Sector Reforms, System building and Project	14.0		100% GPE	



Implementation

Component 5: Contingent Emergency Response Component (CERC)	0	100% IDA	
Component 6: GPE Variable part	14.1		100% GPE
Refund of Preparation Advance	3.0	100% IDA	
Unallocated	6.5	35% IDA	65% GPE
Total Project Costs	100.7	54.6% IDA	45.4% GPE
Front End Fees			

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

- (i) The WB and GPE funding is separated by component to enhance clarity of GPE financing. This was at the request of development partners.
- (ii) Funding envelop across components have been determined based upon the sector plan priorities as expressed by the government, alignment of the GPE funding with GPE’s priorities and recommendations from development partners, technical assessment of the impact on learning, and implementation capacity.
- (iii) The unallocated amount is expected to be allocated around the mid-term review based upon implementation results, absorption capacity, and need for unforeseen activities desirable to achieve the project’s objective. The reallocation will be in accordance with the GPE and WB guidelines applying.
- (iv) About 30 percent of the GPE and the WB funding will be disbursed based on results. This share is in accordance with the GPE guidelines and seeks to introduce results-based financing in the education sector in Madagascar. Results-based financing has been selected for results that are more feasible to verify and that are produced at a decentralized level. This seeks to transfer incentives to perform to the decentralized level. The exceptions are the stretch goal of on undertaking learning assessments and changing the school calendar.
- (v) During the project, other partners will be invited to contribute to component 4, school-based management, to pilot co-funded development partner through a common fund.

Lessons Learned and Reflected in the Project Design



28. A large number of lessons learnt from previous WB and partner financed education projects, other WB financed projects in Madagascar and beyond are reflected in the design. First, the following main lessons learned from the GPE-financed PAUET and the WB-financed PAUSENS education projects have been incorporated: (i) a gradual shift in project implementation responsibility towards the government is working. For example, the payment of teachers was successfully transferred to the national payment system under the PAUET project. 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); (ii) Pedagogical teacher training increases student learning. This teacher training program will be scaled up and targeted more towards early grade learning; (iii) the community-based school construction worked and 266 quality class rooms were built at the lowest costs so far. The project will scale this approach up to build 800 classrooms. Many other incremental lessons from the PAUET project from various evaluations studies and workshops are reflected in each of the components, but too numerous for this document. 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, school grants, among others. Third, lessons from WB 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, a down-scale of the proposed activities within school-based management due to slow progress within a results-based public sector project in Madagascar, and the support for community-based approaches which are working well in the other social sectors in Madagascar and for school-based management elsewhere.

E. Implementation

Institutional and Implementation Arrangements

29. The project will be implemented by the Ministry of National Education with the Secretary General as the responsible person. The technical implementation is mainstreamed within the Ministry with the relevant department responsible for project activities falling within its mandate. For example, Component 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 performance of the component or subcomponent under its responsibility. A Coordination Committee will coordinate and review the progress of the activities across the ministry. The Secretary General will chair the committee. It will be attended by all the concerned directors as well as the Project Facilitation Unit.

30. Project implementation arrangements and activities have been designed to support the teacher in the classroom as much as possible, and therefore decentralized implementation arrangement closer to the classroom. Several project components have important and increased decision making for decentralized bodies. For example, community-based school construction, early childhood centers, and school grants both 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.

31. A Project Facilitation Unit will be in charge of overall financial management, internal audit, disbursement, procurement functions and technical assistance. It will also carry out the consolidation of project documents, including the project implementation manual, budgeted annual work plans,



monitoring and evaluation 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 technical assistance platform. This platform will provide technical assistance to the ministerial departments based upon a detailed technical assistance plan developed component by component.

32. Implementation will be guided by the approved Project Implementation Manual and the annually approved work programs. The Project Implementation Manual was approved by the Bank on 2018. The Manual describes how the project activities will be implemented and the relations, roles, and responsibilities of each contributing unit or institutions. PFU is in charge of updating the Project Implementation Manual on a regular basis. Each department will prepare a budgeted annual work plan to be consolidated by the Facilitation Unit and submit to the World Bank by November of each calendar year.

33. **This implementation arrangements represents a continued gradual and careful transfer of implementation responsibilities** from crises mode with an independent project implementation unit towards greater ministerial responsibility, while maintaining a unit to enhance fiduciary and implementation capacity. A detailed evaluation and consultation have decided whether a project activity should be implemented using the existing governmental procedures and flows of funds, and the required technical assistance. Further, the implementation arrangement has sought to emphasize decentralized implementation. This gradual change towards 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.

34. The project will be designed and implemented in collaboration with the PNESP (National Platform of Local Education Partners for the Education Sector Plan) made up of development partners and civil society organizations.

F. Project location and Salient physical characteristics relevant to the safeguard analysis (if known)

This is a national level project. A part of the financing will finance school rehabilitation and construction in accordance with the priorities of the education sector plan. The villages and sites of school construction will be evaluated, selected, and screened prior to project effectiveness. The classroom designs will follow the construction national standards and are expected to be contracted and supervised through local communities. As such, the construction will follow the same model of the on-going education project (PAUET). The project is expected to have no major negative environmental or social impact. Localized small scale impacts may occur if not managed properly or with insufficient mitigating actions. Therefore, the environmental category is B and two policies are triggered: OP/BP 4.01 (environmental assessment) and OP/BP 4.12 (Involuntary Resettlement).



G. Environmental and Social Safeguards Specialists on the Team

Peter F. B. A. Lafere, Social Safeguards Specialist

Andrianjaka Rado Razafimandimby, Social Safeguards Specialist

Marina Rachel Gery Ramaroson, Environmental Safeguards Specialist

SAFEGUARD POLICIES THAT MIGHT APPLY

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	OP 4.01 is triggered because of the potential environmental impacts resulting from project activities to build/rehabilitate classroom in the existing school site. However, those impacts are expected to be minimal, site-specific and manageable to an accepted level. Due to the difficulty inherent in defining what the real environmental impacts of envisioned sub-projects are, and determining what mitigation measures to put in place, an Environmental and Social Management Framework (ESMF) has been developed. The ESMF has formulated standard methods and procedures, along with institutional arrangements for screening, review, approval and implementation and monitoring of specific EMPs, including the preparation of environmental clauses to be inserted in contractors' bidding documents. The ESMF has been approved by the bank and will be disclosed in-country and at Bank InfoShop before Appraisal.
Natural Habitats OP/BP 4.04	No	There is no natural habitat site located in the potential sub-project classroom locations.
Forests OP/BP 4.36	No	There is no vegetation in the potential classroom site.
Pest Management OP 4.09	No	The project will not purchase or use pesticides.
Physical Cultural Resources OP/BP 4.11	No	This policy is not expected to be triggered. No physical cultural resources are located in existing potential school areas.
Indigenous Peoples OP/BP 4.10	No	There are no Indigenous Peoples living in Madagascar. The policy is therefore not triggered.



Involuntary Resettlement OP/BP 4.12	Yes	<p>The project interventions will avoid where possible adverse impacts on people, land and other economic resources and livelihoods. In situations where this cannot be avoided, the Borrower has prepared a Resettlement Policy Framework (RPF) to address the needs of persons who will be affected by loss of economic activities, access to resources, land acquisition and/or involuntary resettlement.</p> <p>The RPF has been approved by the Bank and will be disclosed in-country and at Bank Infoshop prior to appraisal stage.</p>
Safety of Dams OP/BP 4.37	No	This policy is not expected to be triggered by any of the project activities as the project will not be financing any activities related to dams.
Projects on International Waterways OP/BP 7.50	No	This policy is not expected to be triggered by any of the project activities and Madagascar is an Island.
Projects in Disputed Areas OP/BP 7.60	No	This policy is not expected to be triggered by any of the project activities.

KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT

A. Summary of Key Safeguard Issues

1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:

Madagascar Basic education Project is classified as an environmental and social Category B because activities funded under the project are not expected to have significant negative environmental and/or social impacts. Parts of the activities described within the part of proposed operation will focus on training and capacity building and institutional reform where no environmental and social safeguard aspect would be expected. The proposed component 3 will plan to finance the construction and rehabilitate of new classrooms with furniture and sanitation facilities which could produce some adverse negative impacts. The negative impacts would be moderated to minor and manageable with generic mitigation measures and with a relatively low risk of involuntary resettlement or land acquisition. No large scale, significant or irreversible negative impact is foreseen to be induced by the project activities. Two safeguards policies are triggered: OP/BP 4.01 (Environmental Assessment) and OP/BP 4.12 (Involuntary Resettlement). The OP 4.01 environmental assessment is triggered because the project will support civil engineering works that may generate site-specific risks and environmental impacts. The OP 4.12 is triggered because of the potential need for resettlement due to the construction of site-specific classroom.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:

The potential environmental and social impacts are foreseen to be small-scale and site specific, thus easily mitigated. No long term or cumulative impacts are foreseen during project implementation.



3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.

NA

4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.

For the proposed project, two required safeguard documents (Environmental and Social Management Framework (ESMF) and a Resettlement Policy Framework (RPF) have been prepared by the project in compliance with safeguard policies triggered. The ESMF has extensively reviewed the environmental and social impacts and potential risks of sub-projects that may be financed by the project. The RPF will define the terms and conditions for involuntary resettlement.

As construction will follow the same model as the on-going project (PAUET), simple ESMPs will be developed to guide the implementation of mitigation measures at selected sites. The ESMF has identified environmental impacts generic to the proposed project developments and suggested environmental screening process to be followed during project development, prior to implementation. The ESMF has also provided a framework for development of ESMPs where necessary, including monitoring and reporting formats. Grievance handling mechanism has been provided in the ESMF and this will be included in the Project Implementation Manual (PIM).

All structures to be constructed and/or rehabilitated must comply with national construction standards and gender requirements. The project will be coordinated and supervised by the MEN specifically by the DPFI (Direction du Patrimoine Foncier et des Infrastructures), which will be responsible of implementation and monitoring of all components, including all fiduciary aspects, monitoring and evaluation, and safeguards. The Ministry of Education under PAUET_PIU has demonstrated clear ownership of the issues related to the management of potential risks and negative impacts during the rehabilitation or construction of classroom under the current Bank's operation. All safeguard aspects will be led under the DPFI which has an operational civil works specialist and as well an environmental specialist in part time. This safeguard specialist focal point is responsible to ensure proper implementation, documentation, follow up and reporting of the mitigation measures (screening, execution of specific ESMP, etc.) recommended in the safeguard instruments. He is supported by the environmental specialist into the fiduciary agencies with relevant experience to ensure that all civil works of classroom constructions will be in compliance with the safeguard environmental and social requirements. The DPFI will oversee the agreed environmental and social measures of all sub-projects financed by the project. Local government and FEFFI (local school management committee) will participate in any consultations during the preparation of safeguards instruments as well as the implementation of mitigation/compensation measures. Local communities will contract and supervise the constructions. Enterprises will be responsible for applying the mitigation environmental and social measures proposed by the DPFI in compliance with the ESMF to each subproject to be financed. As part of the capacity-building to be provided for an environmentally implementation of the proposed project, the technical team within the DPFI, DREN, fiduciary agency and engineering office will be trained on the Bank's safeguard policies implementation requirements.

5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.

The RPF and ESMF will be disclosed in accordance with the Bank guidelines. The safeguard framework documents were prepared through a consultative process involving all stakeholders in the regional and national levels of the education sector. At any time, as necessary, the DPFI will consult with project-affected groups and local governments on the project's environmental and social aspects, and will take their views into account in the project implementation phase. The DPFI will initiate these consultations as early as possible, and for meaningful consultations, will provide



relevant material in a timely manner prior to consultation, in Malagasy language and a form that is easily understandable and accessible to the groups being consulted. The ESMF and RPF have been reviewed and approved by the World Bank and have been published on its Info Shop on October 31, 2017 and in the Country on November 7, 2017.

B. Disclosure Requirements

Environmental Assessment/Audit/Management Plan/Other

Date of receipt by the Bank	Date of submission for disclosure	For category A projects, date of distributing the Executive Summary of the EA to the Executive Directors
04-Sep-2017	31-Oct-2017	

"In country" Disclosure

Madagascar
06-Nov-2017

Comments

Published in two national newspapers: Midi Madagasikara and l'express de Madagascar

Resettlement Action Plan/Framework/Policy Process

Date of receipt by the Bank	Date of submission for disclosure
04-Sep-2017	31-Oct-2017

"In country" Disclosure

Madagascar
06-Nov-2017

Comments

Published in two national newspapers: Midi Madagasikara and l'express de Madagascar

C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting)

OP/BP/GP 4.01 - Environment Assessment

Does the project require a stand-alone EA (including EMP) report?

Yes

If yes, then did the Regional Environment Unit or Practice Manager (PM) review and approve the EA report?

Yes



Are the cost and the accountabilities for the EMP incorporated in the credit/loan?

Yes

OP/BP 4.12 - Involuntary Resettlement

Has a resettlement plan/abbreviated plan/policy framework/process framework (as appropriate) been prepared?

Yes

If yes, then did the Regional unit responsible for safeguards or Practice Manager review the plan?

Yes

The World Bank Policy on Disclosure of Information

Have relevant safeguard policies documents been sent to the World Bank for disclosure?

Yes

Have relevant documents been disclosed in-country in a public place in a form and language that are understandable and accessible to project-affected groups and local NGOs?

Yes

All Safeguard Policies

Have satisfactory calendar, budget and clear institutional responsibilities been prepared for the implementation of measures related to safeguard policies?

Yes

Have costs related to safeguard policy measures been included in the project cost?

Yes

Does the Monitoring and Evaluation system of the project include the monitoring of safeguard impacts and measures related to safeguard policies?

Yes

Have satisfactory implementation arrangements been agreed with the borrower and the same been adequately reflected in the project legal documents?

Yes

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APPROVAL

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Country Director:	Peter Anthony Holland	24-Jan-2018