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End review of the government of Norway's support to two UNICEF education programmes in Madagascar (2008-2011)

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Executive summary

Background

This end review analyses core issues related to the implementation, results and sustainability of the Government of Norway's support to two UNICEF education programmes; *Ensuring the Right to Quality Education for All Children in Madagascar (2008-2011)* and *Minimizing the Impact of the Political Crisis on Education in Madagascar (2009-2010)*. The first programme had a budget of NOK 48 million and the second programme a budget of NOK 34 million. The review examines how the two programmes have been implemented relative to the objectives set out, assesses UNICEF's ability to manage the programme and identifies lessons learnt and recommendations which can be used by UNICEF, Norway, the Ministry of National Education and other partners in the education sector in Madagascar.

The two UNICEF programmes have evolved against the challenging political, economic and social context in Madagascar in recent years. In the early 2000s, the government of Madagascar started a fundamental transformation of its education system, frequently referred to as the Education Reform. A core element of this transformation was to make the teaching and learning process more child-centered and relevant to children's daily lives. To achieve such a change, Norway and UNICEF have provided significant financial and technical support to the government of Madagascar in such areas as pedagogical reform, mother tongue instruction, new school materials and teacher training. Following the outbreak of the political crisis in Madagascar in 2009, the conditions for Norway's and UNICEF's further support to the education sector changed dramatically. Many programme areas had to be put on hold and the upstream work on the Education Reform was no longer possible. A critical point of departure for this end review is that the reviewed programmes have been implemented during a period of instability in the country, with important implications for the design and implementation of both programmes.

A mixed set of methods was used to generate and analyse data on the two programmes. The main source of data was a series of interviews with key stakeholders in the education sector in Madagascar, most notably representatives from the Ministry of National Education, UNICEF and Norway. This was supported and complemented by a review of relevant documentation, some data analysis and case studies in three different types of school districts (CISCOs), including visits to schools and interviews with education officials, teachers, students and parents.

Overall conclusions

Ensuring the Right to Quality Education for All programme: The overarching conclusion of this programme is that it has largely been fit for purpose and has, in spite of the political instability, achieved most of the planned activities. Key achievements include:

- Establishing of nearly 3,500 teacher training networks in 79 of the country's 114 CISCOs, with training of network facilitators and development of training modules as two essential contributions of the programme.
- The development and validation of a national framework for inclusive education and integration of differentiated pedagogy in the modules for the teacher training networks.

- More than 3,000 schools have developed school improvement plans (CPRS), benefiting about 480,000 pupils at the end of 2011. As part of the CPRS, nearly 50,000 excluded children have been identified through mapping of excluded children.

UNICEF has contributed with strong technical expertise and a large number of stakeholders express appreciation for the Agency's ability to adapt to the changing environment and intensify its support during the crisis. UNICEF's strategy of focusing on the school level while at the same time staying engaged at the national policy arena is identified as a critical factor for the programme's effectiveness. Following the political crisis, the Agency's re-programming towards an even stronger focus at the local level was timely, well-argued and appropriate.

At the same time, some weaker areas of the programme are identified. This is particularly the case with regard to curriculum development and UNICEF's internal system for monitoring and evaluation. The review finds that UNICEF should, as initially planned, have required an independent evaluation of the Competency-Based Approach before agreeing to support the development of new school manuals based on a new curriculum approach (the so-called APS). In terms of monitoring, the programme reporting is found to be too fragmented and activity-focused. The programme design and results matrix rely on the fulfillment of a large number of quantitative activity target, making this the primary 'driver' of the programme. The review team sees room for major improvement in UNICEF's reporting procedures and think the programme would have gained in effectiveness if it had been able to adjust its work based on information at the outcome and impact levels.

Minimizing the impact of the political crisis programme: The overall conclusion of this programme is that while the Education Reform content is found relevant to better meet children's learning needs, the review team finds it challenging to understand how UNICEF expected the Reform to work at scale in the 20 pilot CISCOS. There is clearly a group of technical staff at the Ministry, the ENS and in some CISCOS that sees the relevance and continues to promote the implementation of the Reform. However, on the whole, the programme objectives of supporting the Reform have not been in tune with the national priorities and the programme design has not been based on a coherent and well reasoned theory of change.

The review team recognises that most development partners, including UNICEF and Norway, thought the political crisis would not last for such a long time. It is to some extent understandable that UNICEF and Norway wanted to keep the momentum going on work that had already started on the Education Reform prior to the crisis in 2009. Yet, it is the review team's clear impression that it over time became increasingly clear that the strong political support needed for the implementation of the Reform was not sufficiently present. In addition, the fact that UNICEF was only able to engage in technical, and not political, dialogue with the Ministry of National Education until late in 2011 created additional complications and risks for UNICEF's support to the Reform. In hindsight, the review team questions the urgency for students and teachers of going to scale with the Reform in the 20 pilot CISCOS during an unstable transition period.

Despite the major contextual constraints, the programme has achieved a high degree of its targets, most notably with regard to teacher training and school manuals for the new curriculum. In total, the programme has financed training for more than 17,000 teachers, representing nearly three-quarters of the total teaching working force in the 20 pilot CISCOS in 2010/2011. In addition, the

programme has developed, printed and distributed more than 6 million school manuals for the new curriculum for the seven primary grades in the 20 CISCOS. UNICEF's technical advice on teacher training and school manuals have been of high quality, with several national stakeholders expressing appreciation for UNICEF's strong presence and technical expertise in these areas.

As with the first programme, the review finds that UNICEF's monitoring and reporting have been too weak and have focused too heavily on the reporting of activities. The programme has lacked in-built mechanisms to capture the overall effects of the programme on children's retention and learning. This weakness is particularly serious in relation to the relevance, distribution and use of the new school manuals, representing more than half of the programme's total expenditures.

In relation to the implementation of the Education Reform, the review findings point to the following:

- The Education Reform is largely understood as the extension of the primary cycle from five to seven years. Limited attention is paid to the language of instruction.
- Teacher training stands out as the missing piece of the Reform puzzle, with the limited engagement of the national teacher training institute acting as a major barrier for the success of the Reform.
- There is a great deal of confusion about the official curriculum in the pilot reform CISCOS.
- Weak communication on the Reform from the central level is identified as one of the main reasons why its implementation has been fragmented and have created confusion and uncertainty.

A key lesson learnt from this programme is how inherently difficult it is to implement politically sensitive reforms during periods of political instability. This is a key lesson with relevance not only for UNICEF's future programming, but more broadly for all education key stakeholders in Madagascar. The Education Reform entails a complete shift of paradigm. Without strong political support, accompanied by coherent communication, substantial progress is unlikely.

Recommendations

UNICEF is recommended to:

- Continue to advocate for strengthening curriculum and mother tongue instruction, but bide it's time with further support to the Education Reform until there are strong signs of national support for its implementation. Meanwhile, UNICEF may consider support to well targeted and well planned efforts that evaluate and communicate the relevance of a strengthened curriculum for children's learning. Future support to a strengthened curriculum should be better coordinated with AFD.
- Teacher training networks, school improvement planning and inclusive education stand out as particularly promising areas for continued support, worth further consolidation of results at outcome and impact levels and promotion in the dialogue with the Ministry.

- Give high priority to the functioning of the teacher training networks in UNICEF's priority regions, including stronger engagement of the ATRs in capacity development at decentralised levels.
- As an important platform for further expansion, conduct a solid impact evaluation of the CPRS and the extent to which it contributes to children's access and quality of education.
- In close collaboration with the Ministry, Norway and other actors, consider an external audit of the production and distribution of the new school manuals. UNICEF should also ensure that the ATRs, in the regions where they are present, give high priority to assisting the DRENs in monitoring the distribution of the new school manuals.
- Support the government in building a stronger evidence-base on education results for Malagasy children. This will not only help to leverage additional funding for children's education in Madagascar, but also be helpful for influencing national policy-making and for more informed decision-making.
- Keep its strong focus on capacity development by continuing to place capacity building activities at the heart of all its work. There appears to be room for more collaborative work in the UNICEF education team on how to work with capacity development, in particular by building on UNICEF's important experiences on developing capacities for the CPRS.
- Improve the Agency's methods and procedures for assessing risks in the planning and implementation of its education programme, followed by stronger risk mitigating strategies.
- Develop more systematic monitoring and evaluation of UNICEF's support to education, including more results at outcome and impact levels. Indicators developed in plans and proposals need to be measurable and there needs to be a concrete plan for how data will be collected for each indicator.
- Ensure that Norway's continued support to UNICEF Madagascar is completely aligned with the Agency's own education programme and if this is not the case, request a redesign of Norway's contribution.

Norway is recommended to:

- Continue to advocate for the importance of mother tongue instruction, but make sure there is strong national political support for its implementation before making substantial financial investments.
- Completely align its support to UNICEF Madagascar's education programme by providing core thematic support to its implementation (i.e. unearmarked support to UNICEF Madagascar's education programme).
- Ensure a much closer follow up of UNICEF Madagascar's efforts in strengthening its monitoring and evaluation system, including mechanisms to assess and report results at

outcome and impact levels. Such a closer follow up in Madagascar could also provide useful inputs to Norway's global dialogue with UNICEF HQ on improved reporting of its thematic funding.

- Assist the government of Madagascar and UNICEF in fostering a stronger monitoring and evaluation culture by requiring reporting of results at outcome and impact levels; through dialogue, capacity development and financial support.

The Ministry of National Education is recommended to:

- Continue to evaluate, debate, refine, consolidate and communicate the results of the new curriculum and the use of mother tongue instruction on children's learning, in close collaboration with key partners at national and decentralised levels.
- Improve its communication on the Education Reform, in particular with regard to the training, deployment and supervision of teachers in the 20 pilot CISCOS and the language of instruction.
- Foster a stronger monitoring and evaluation culture, whereby key results for children's education access, retention and learning are better captured in the planning process and can inform strategic adjustments in the implementation of the EFA Plan. One way to do this is to develop a stronger results framework, including the monitoring of a limited number of Key Performance Indicators at the input, output, outcome and impact levels for the implementation of the EFA Plan.
- Give high priority to the expansion of teacher training networks, in particular by developing a solid national strategy for the upgrading of teachers professional status (certification and salaries) and invest in and develop the capacity of support functions at decentralized levels.
- As a sound approach for engaging the local community in school improvement efforts, consider the gradual expansion of the CPRS to all regions in Madagascar.

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Abbreviations

AFD	Agence Française de Développement
APS	Approche par les situations
ATR	Assistant Technique Regional (UNICEF staff supporting the targeted regions)
CBA	Competency Based Approach
CEPE	Certificat d'Etudes Primaire Élémentaire (end of primary exam)
CISCO	Circonscription Scolaire (school district)
CPRS	Contrat Programme de Réussite Scolaire
CRINFP	Centre Régional de l'Institut National de Formation Pédagogique
DCI	Direction des Curricula et des Intrants
DREN	Direction Régionale de l'Education Nationale (regional education directorate)
EFA	Education for All
ENS	Ecole Normale Supérieure
ESS	Enseignement Semi-Spécialisé
FRAM	Fikambanan'ny Ray Aman-drenin'ny Mpianatra (parents' association, also used to refer to community teachers)
FTI	Fast Track Initiative
INFP	Institut National de la Formation Pédagogique
MAP	Madagascar Action Plan (2007-2012)
MNE	Ministry of National Education
NGO	Non Governmental Organisation
NOK	Norwegian Kroner
UNICEF	United Nations Children's Fund
ZAP	Zone d'Appui Pédagogique (Pedagogical support zone)

Chapter 1: Introduction

Schools have been closed for periods of time; children have not attended school during periods of insecurity; and families affected by increased poverty have been forced to take their children out of school. In urban areas of Antananarivo, Ambositra and Fianarantsoa, UNICEF has assessed attendance in affected schools and have noted a drop of between 3 and 60% in attendance—depending on the location of the school—in the three first months of 2009 compared with the three last months of 2008. The same schools report that children have difficulties concentrating and that performance is affected, increasing the risk of repetition.

UNICEF's first progress report to Norway

1.1 Purpose and objectives of the end review

The purpose of this end review is to analyse core issues related to the implementation, results and sustainability of the Government of Norway's support to two UNICEF education programmes; *Ensuring the Right to Quality Education for All Children in Madagascar (2008-2011)* and *Minimizing the Impact of the Political Crisis on Education in Madagascar (2009-2010)*.

More specifically, the main objectives of the end-review are to:

- Examine how the two programmes have been implemented relative to the objectives set out
- Assess UNICEF's ability to plan, implement and monitor the two programmes
- Identify lessons learnt and recommendations which can be used by UNICEF, the Embassy section, Norway, the Ministry of National Education and other partners in the education sector in Madagascar

Further details on the assignment are found in the Terms of Reference, see Appendix 1.

The assignment is an end review of the two programmes and will, as such, identify key experiences that can feed into the new Education for All programme. While including a strong summative element to assess the performance of UNICEF, the review is primarily formative in nature. This implies that the aim is to contribute to the development and further refinement of UNICEF's work and not to pronounce any definite or irreversible verdict on that role.

As highlighted in the quote above, the two UNICEF programmes have evolved against the challenging political, economic and social context in Madagascar in recent years. Hence, a critical point of departure for the review is that both programmes have been implemented during a period of instability in the country, with important implications for the design and implementation of both programmes.

1.2 Review approach and methodology

To respond to the main objectives of the review, the work has focused on the key evaluation criteria of relevance, effectiveness and sustainability. Although the work undertaken is not a 'fully fledged' evaluation, but rather an end review, the team has found it helpful to use these three evaluation criteria as key tools to guide its work. The way in which the team operationalised the criteria are shown in the review matrix in Appendix 2.

The review matrix was developed to structure and steer the work of the team throughout the review process. As such, it has formed the main analytical framework for the end review. For each of the questions, the review matrix details indicators, methods and sources of data. Different forms of evidence – quantitative, qualitative, primary and secondary – have been drawn on to provide the best possible assessment of the evidence in relation to the review questions. The end review has relied on a mixed set of methods, including:

- Review of relevant documentation
- Data analysis
- Semi-structured interviews
- Qualitative fieldwork in case study districts

The methods are discussed briefly below.

Review of relevant documentation: The work has included an important element of document review. The desk study component of the review aimed at making a maximum use of already existing information and research related to the review questions. The initial review of the programme documentation was also helpful for the development of the review matrix and for the planning of the field work. The list of reviewed document is found in Appendix 3.

Data analysis: Some descriptive quantitative data have been used to highlight education status and trends related to the review questions at national and decentralised levels. At the same time, it should be recognised that many of the review questions cover issues that are not easily captured in quantitative measures.

Semi-structured interviews: To assess the extent to which the programme objectives have been achieved and UNICEF's contributions to them, semi-structured interviews have been conducted with stakeholders with knowledge and experiences in relation to the review topics. A special effort has been made to include a wide range of stakeholders at different organisational levels (i.e. from the school to the national level), as well as UNICEF staff. The list of interviewed stakeholders is found in Appendix 4.

Case studies: District case studies were carried out in three school districts known as CISCOS in the north-western part of Madagascar; in the Antsohihy CISCO (Sofia region), in the Marovoay CISCO and in the Mahajanga II CISCO (Boeny region). The selection of these three CISCOS was made in consultation with UNICEF and the government of Norway and represents a structured sample of three different types of CISCOS in relation to the implementation of the Education Reform:

1. Antsohihy CISCO: Represents one of the 20 CISCOS where the Education Reform has been piloted with important financial and technical support from UNICEF and Norway. According to UNICEF's experience, the administrative and political support for the Education Reform is relatively weak.
2. Marovoay CISCO: Represents one of the 20 CISCOS where the Education Reform has been piloted with important financial support from UNICEF and Norway. According to UNICEF's experience, the administrative and political support for the Education Reform is relatively strong.
3. Mahajanga II: Represents a CISCO where the Education Reform has not been piloted and where no significant support has been provided by UNICEF and Norway.

As far as possible, the review team has selected CISCOS with similar poverty levels, education status on basic education indicators and population composition. The case studies included field visits to schools and interviews with as many different stakeholders as possible, including teachers, students and parents, for details see Appendix 5.

Chapter 2: Ensuring the right to quality education

2.1 Programme description

The government of Norway and UNICEF signed a new agreement in support of UNICEF's work in the education sector in Madagascar in August 2008. The programme, titled 'Ensuring the Right to Quality Education for All Children in Madagascar', had a total grant budget of NOK 48 million and covered the period September 2008 to December 2011.

In many ways, the new programme was a continuation of Norway's previous support to UNICEF. The previous programme, implemented from 2005 to 2007, focused on assisting the government of Madagascar in strengthening the quality of teaching and learning in the country's primary schools. The national government had since the early 2000s embarked on a fundamental transformation of its education system, frequently referred to as the Education Reform. A core element of this transformation was to make the teaching and learning process more child-centred and relevant to children's daily lives. To achieve such a change, the Norway-funded UNICEF programme provided financial and technical support to the government of Madagascar in such areas as pedagogical reform, mother tongue instruction, school materials and teacher training.

The end review of the 2005-2007 programme concluded that the most remarkable results had been achieved in the introduction of the Competency-Based Approach (CBA) in education and the *Contrat Programme de Réussite Scolaire* (CPRS). It was noted that the development of the new curriculum, materials, the training of teachers and the distribution of the pedagogical materials had been largely successful and that the Ministry of Education had showed commitment and courage in engaging in such a complex pedagogical reform. With regard to UNICEF, the end review concluded that the agency had played an important role in strengthening the capacity of national education stakeholders and that UNICEF had added value in such areas as innovation, rapidity, efficiency and advocating for children's rights. At the same time, the end review pointed to several areas where UNICEF should improve its work. Most notably, this included further capacity building for ensuring sustainability of UNICEF supported activities, stronger focus on sector dialogue and communication among key education stakeholders (including public and private partners) and improved programme and financial reporting.

Building on previous achievements of the UNICEF supported programme, the goal of the 2008-2011 programme was 'to ensure UNICEF's contribution and added value to the overall Madagascar EFA Plan's goal of extending primary education to 7 years and reaching 78% completion of 5th grade by 2010/11' (Norwegian Ministry of Foreign Affairs and UNICEF, 2008). To achieve this overall goal, the following objectives were set for the programme:

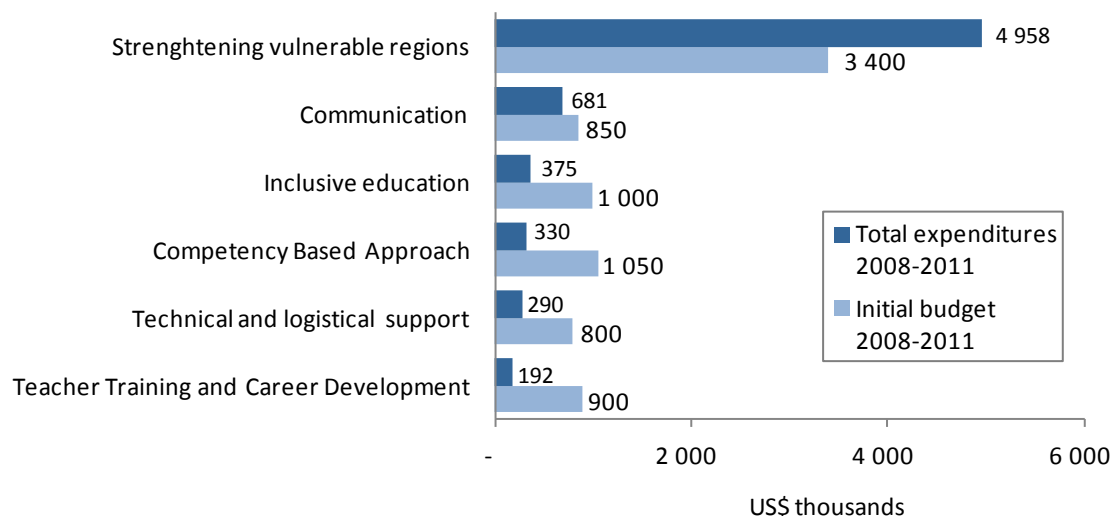
1. Ensure continuity in the pedagogical/curriculum reform, specifically by ensuring that the reform retains and expands on achievements obtained through the implementation of the Competency-Based Approach (CBA).
2. Support the development and implementation of a flexible in-service teacher training and career development system, particularly for FRAM teachers, implemented in teacher networks with local pedagogical support.

3. Ensure the educational rights (in terms of access and achievement) of excluded children and children at risk of dropping out, with specific attention to children with disabilities.
4. Strengthen MNE capacity to communicate efficiently and effectively internally within the education system and externally to communities and the Malagasy population in general, to mobilize support for the Educational Reform.
5. Improve local capacity to implement the EFA Plan in at least 4 selected regions (Melaky, Atsimo Atsinanana, Sofia and Diana), to contribute to reduced disparities and overall national improvement in access and completion of primary education.

For each objective, a set of activities and indicators were specified. Table 1 in Annex 6 includes an overview of the results matrix of the programme.

Following the outbreak of the political crisis in Madagascar in January 2009, the conditions for the implementation of the programme changed dramatically. Many activities were put on hold and the upstream work on the Education Reform was no longer possible. The whole education system, including those at regional and local levels, had become politicised and UNICEF could no longer transfer financial resources through the national system. In recognition of the sudden difficulties, UNICEF and the Government of Norway agreed to some important adjustments in the design and focus of the programme. In April 2009, UNICEF and Norway decided to scale up the direct support to the school level in vulnerable regions and thereby minimise the impact of the crisis on school children. The main vehicle for the direct support to schools was the CPRS, already an important activity of the original programme. The agreed programme amendments are shown in Table 2 in Annex 6.

Figure 1 highlights the distribution of financial resources across the five programme components. Initially, the programme amendment only covered the period from April to September 2009. But as the political crisis continued, the programme kept a strong focus on direct support to vulnerable regions for the remaining part of the programme period. However, besides the CPRS/support to vulnerable regions, the programme gradually engaged in some upstream policy work. This was especially the case with regard to teacher training and inclusive education.

Figure 2.1: Total expenditures and programme adjustment per component, as of 31 December 2011

Sources: UNICEF (2012b; 2008b).

2.2 Review findings

This section presents findings on the relevance and effectiveness of the Ensuring the right to quality education programme in Madagascar. It is based on information gathered through interviews, as well as a review of relevant documentation.

2.2.1. Programme relevance

Key finding: There was at the outset of the programme a strong rationale for UNICEF to engage in the proposed activities, which at the time were coherent with the national priorities and fit well with children's learning needs. However, with the political crisis in 2009, the conditions for programme implementation changed. The review team finds UNICEF re-design towards focusing even more strongly on the school level sensible and appropriate.

Relevance to children's education needs: The programme components, focusing on UNICEF's support to the pedagogical reform, in-service training of teachers, inclusive education, communication and support to vulnerable regions, are all found relevant for the fulfillment of the extension of the primary cycle and for improved completion rate by grade 5. Together, these components form a comprehensive set of key issues addressing children's education needs in Madagascar. As shown in Norway's appraisal of the programme in May 2008, the components also reflect areas of work where UNICEF has previous relevant experience and can add value.

However, in terms of UNICEF's programme proposal and reporting, the end-review finds that UNICEF's assessment of the relevance of the agency's work in relation to children's education needs is often made in an implicit, rather than an explicit way. One striking example is the

pedagogical reform. The review team finds that there is very limited mentioning or use of evaluations, research or study results on the relevance of the pedagogical reform efforts for keeping children in school in either the programme proposal or the progress reports. This is despite the fact that UNICEF worked with the Competency Based Approach (CBA) for a number of years and should therefore be able to state a strong case for its relevance. While it is recognized that the research base for the CBA was explored and documented by MNE, UNICEF and Norway for the development of the EFA Plan in 2007, it would have at least been appropriate to recall the case for the CBA in the programme proposal.

Coherency with national education policies: The review finds that the goal of the programme, as well as its main components, were aligned with the priorities in the Madagascar Action Plan (MAP) 2007-2012 and the EFA Plan endorsed by development partners in the beginning of 2008. Together, these overarching strategies set out an ambitious agenda for a profound transformation of the Malagasy education system.

With the political crisis in 2009, the ambitious agenda of the Ministry of National Education (MNE) lost its momentum. As such areas as the pedagogical reform, including the introduction of mother tongue instruction, were viewed to be strongly linked to the former president and his government, the new Minister of Education appointed by the transition authority in March 2009 declared that the education reform should no longer continue. While the development partners in June the same year managed to negotiate the continuation of the education reform in the 20 pilot CISCOS, the strong political support for the reform was no longer present.

Against the challenging political situation and uncertainty as to the official policy, the review team finds UNICEF's and Norway's decision to redesign the 'Ensuring the right to quality education programme' by focusing even more strongly on the school level to be sensible and appropriate. The main arguments for the programme amendment presented by UNICEF to Norway in April 2009 were the following:

- Upstream activities related to the Education Reform are not possible to implement due to the political crisis.
- The education system is politicized and direct transfers to the central, regional and district levels have been stopped.
- Since children's right to education is threatened, it is important for UNICEF to provide direct support to schools and families to minimize the negative impact of the crisis.
- The CPRS approach to mobilizing communities for school improvement is well suited for providing direct support to the school level. It also provides an opportunity to implement the Child Friendly School concept in Madagascar.

These arguments largely coincide with descriptions made in interviews with key stakeholders at central, regional and district levels.

At the same time, UNICEF made it clear that the agency was willing to stay engaged in upstream policy work, but assessed that it would not require the same volume of financial resources as

initially planned. With the crisis, the importance of UNICEF's role increased and created an even stronger rationale for UNICEF's engagement at the national level.

2.2.2. Programme effectiveness

Key finding: The programme has largely been fit for purpose and has, in spite of the political instability, achieved most of the planned activities in the areas of teacher training, inclusive education and support to vulnerable regions. UNICEF's dual strategy of focusing strongly on the local level while at the same time staying engaged at the national policy arena has been key for the programme's achievements. So has UNICEF's strong technical expertise. However, the review team sees room for major improvements in UNICEF's reporting procedures and think the programme would have gained in effectiveness if it had been able to adjust its work based on information at the outcome and impact levels.

An important point of departure for the assessment of the programme effectiveness is UNICEF's strong focus on inputs (financial resources) and outputs (education activities) in the planning, implementation and monitoring of the programme. As pointed out in the agreed framework at the planning stage of the review, the lack of data and analysis at the outcome level make it challenging to properly assess the fulfillment of the programme objectives at the end of the programme period. Without in-built procedures for collecting and analysing data at the outcome level throughout the programme period, this end review is to a large extent limited to an assessment and analysis of the effectiveness of UNICEF's programme activities at the output level.

This being said, based on the interviews conducted and the review of relevant documentation, it is still possible to draw some conclusions regarding the effectiveness of the programme components and UNICEF's contributions. As agreed at the inception stage, the review highlights in particular the areas of the programmes concerned with education quality and inclusive education.

Support to the Competency-Based Approach: Building on UNICEF's instrumental role in introducing and developing the CBA with national stakeholders in Madagascar from the mid 2000s¹, the 2008-2011 programme intended to further reinforce the CBA approach into the curriculum development, teacher training and the end of primary school exam (CEPE). However, with the political crisis and the Ministry of National Education's unclear position on the CBA approach from 2009 and onwards, UNICEF's further support to the approach proved difficult. As a result, activities under this programme component were no longer undertaken from mid 2009.

Yet, prior to the crisis and until the end of the 2008/2009 school year, some important steps were taken. Most notably, more than 20,000 5th grade teachers were trained in the CBA CEPE exam during the 2008/2009 school year. The other key achievement was the introduction of the competency based CEPE exam in all CISCOS at the end of the 2008-2009 school year. With the new end of primary exam, based on competencies, just above 80% of students passed the exam. This was significantly higher than the year before, when only 66% of students passed the non-competency based exam. However, in 2009 and 2010, the new Ministry leadership showed

¹ With financial support from Norway under the previous 2005-2007 UNICEF education programme.

scepticism towards the high competency based exam results, expressing that the exam had been too easy (UNICEF MTR). At the technical level, UNICEF tried to influence the Ministry's position on the competency based exams, but with limited success.

Overall, the review team finds that UNICEF played an important role in assisting national stakeholders with the reinforcement of the CBA approach prior to the crisis. The fact that UNICEF was not allowed to engage with the political leadership after the crisis seriously hampered the agency's possibility to discuss and influence the strategic direction of the Ministry's work, including the continuity of the pedagogical reform.

Teacher Training and Career Development: The main purpose of this component was to support the in-service training and upgrading of primary school teachers, focusing, in particular, on the rapidly growing number of community teachers with limited or no pre-service training.² Following the training strategy adopted in 2008, UNICEF focused its efforts on providing financial and technical support to so-called teacher training networks. As face-to-face training of sufficiently large numbers of teachers is costly and beyond the capacity of the regional teacher training institutions (CRINFP), the Ministry of National Education opted for mobilising teachers to study together in networks as a key strategy, supplemented by local pedagogical support through network facilitators and district pedagogical advisors.

Before the outbreak of the political crisis, the programme supported the establishment of teacher training networks in 45 of the country's 114 CISCOS. In 2008/09, nearly 30,000 teachers were reported to have participated in those networks, representing about one-third of the country's primary school teachers³. However, contrary to what was initially planned, teachers participating in the networks were not evaluated and did not receive credits to be able to upgrade their professional status.

Starting from 2009/2010, further progress on the in-service training component was hindered by the crisis situation. The new MNE leadership did not seem willing to pursue the work, causing important delays in the training of network facilitators and the refinement of training modules. To keep up the momentum of the work, UNICEF conducted an assessment of the implementation of the teacher training networks in three districts in 2009. The assessment stressed the viability of the networks as a strategy, at the same time as it pointed to the needs for stronger collaboration between the actors at the local level. In particular, the assessment pointed to the need to clarify roles and responsibilities between CISCOS and the CRINFPs.

However, in early 2011, the MNE announced the remobilisation of the teacher training networks and launched an action plan for how to increase the number of active networks. Interviews conducted for this review reveals that UNICEF, together with UAT, has played, and continues to play active roles in the remobilisation of the networks, under the leadership of the national teacher training institute (INFP). To motivate teachers, clarification on certification and rewarding completion with higher salaries stand out as critical issues for the effectiveness and sustainability of the teacher training networks.

² Madagascar has an exceptionally high share of community teachers, representing 68% of the total teaching working force at the primary level in 2010/11. The number of community teachers at the primary level saw a further 27% increase over the programme period, increasing from 41,000 in 2008/09 to 52,000 in 2010/11.

³ Only teachers in the first five grades of primary school.

On the whole, the review team finds that considering the difficult circumstances, UNICEF has been able to promote the teacher training networks and stay engaged in the upstream work as far as has been possible. While UNICEF's reporting to Norway is surprisingly silent about the constraints and opportunities, other documents and interviews detect that the agency has engaged and tried to negotiate the continuation of the networks during times of uncertainty.

Support to Inclusive Education: UNICEF's objective in the area of inclusive education over the programme period has been to ensure the educational rights of excluded children by introducing and developing the concept of inclusive education in Madagascar. In contrast to the other programme components, the upstream work on inclusive education has been less affected by the political crisis. One reason for this is probably because the work on inclusive education was still at the inception stage at the beginning of the programme period and hence less sensitive and less politically connected to the 'transformation agenda' of the former president. While progress has been slower than expected, most of the targets set for the programme had been achieved by the end of 2011. The two major achievements over the programme period are:

- **The development and validation of a national framework for inclusive education.** UNICEF provided technical support to the establishment of steering and technical committees on inclusive education within the Ministry of National Education. These committees were responsible for the development of the national framework. UNICEF also assisted financially and technically in the communication and distribution of the framework to facilitators of teacher training networks.
- **Integration of differentiated pedagogy in teacher training modules.** UNICEF has worked together with the MNE to develop modules on inclusive education for the in-service training of teachers. The work was conducted in close collaboration and with helpful inputs from NGOs, DPOs and special schools. At the end of the programme period, the training of facilitators, education officials and teachers in a limited number of pedagogical zones (ZAPs) had started.

Interviews and written correspondence for the end review shows that UNICEF has played a critical role for the advancement of inclusive education in Madagascar, in technical as well as in financial terms. UNICEF's contributions seem to be well planned and the initial results matrix followed a logical theory of change for what to be achieved. At the same time, the review team finds that UNICEF's work on inclusive education suffers from some clear weaknesses in terms of documentation. The reporting to Norway does not do justice to the work that UNICEF has undertaken in the area of inclusive education. It would, in particular, have been helpful to see a consolidated analysis of network facilitators, teachers, and education officials' own assessment of the training provided on the differentiated pedagogy.

Support to Vulnerable Regions: Covering nearly three-quarters of the total expenditures, the effectiveness of this component has a strong bearing on the success of the programme as a whole. Its objective has been to improve the local capacity to implement the EFA Plan in four of Madagascar's most vulnerable regions⁴ and thereby contribute to reduced disparities in access

⁴ Atsimo Atsinanana, Diana, Melaky and Sofia, with weak education indicators and not covered by the Local Catalytic Fund

and completion of primary education. As previously discussed, the political crisis led to a further reinforcement and additional funding for this component, focusing in particular on the *Contrat Programme de Réussite Scolaire* (CPRS). The major achievements of UNICEF's support to the four vulnerable regions are:

- More than 3,000 schools have developed CPRS, benefiting about 480,000 pupils at the end of 2011. At the national scale, this translates into approximately one out of ten of Madagascar's primary pupils.
- As part of the CPRS process, nearly 50,000 excluded children in the four regions have been identified by working with 'excluded children mapping'.
- More than 4,000 girls across more than 2,000 vulnerable schools have been assigned a big sister as part of the girl-to-girl strategy.
- Rehabilitation and reconstruction of 253 classrooms and 69 latrines.
- Improved access to potable water in 187 schools, benefiting nearly 45,000 students.
- Distribution of school kits to more than 53,000 children across the four vulnerable regions.

Overall, the review team finds that this component stands for several of the most tangible and important achievements of the programme as a whole. This is particularly the case with regard to the CPRS. Throughout the review period, the team repeatedly heard positive comments about the ways in which the school planning have contributed to a new way of mobilising the local community for school improvements.

The review team identifies several mutually reinforcing factors which on UNICEF's side have contributed to the effectiveness of the CPRS during the years of the crisis. The first decisive factor is the recruitment of UNICEF's field technical staff. Since 2009, the four regions covered by this programme benefit from strengthened human resource capacity through four *Assistants Techniques Regionales* (ATR). The main role of the ATR is to support the planning and monitoring of education in the UNICEF supported regions.

The second decisive factor concerns UNICEF's intensified work with NGOs. Following the government change in 2009 and the cancelling of direct support to regions and districts, UNICEF increased its collaboration with NGOs. Instead of working directly through the region and districts, UNICEF had to build up a parallel delivery system by working through NGOs. UNICEF's staff expresses that the setting up of such parallel structures added a considerable workload and cost to the management of the programme. At the same time, it has opened up for closer collaborations with NGOs.

Thirdly, and perhaps most importantly, the CPRS is found to have developed a solid system for monitoring and reporting. Regional coordinating activity committees, led by the regional directors of DREN and including all the school district directors and other key stakeholders, meet on a regular basis to plan and assess progress. Other important aspects are the strong and continuous focus on training education officials at decentralised levels, the use of results indicators, mid term reviews and regional appraisals of the annual achievements.

Besides the many positive aspects of the CPRS, the review team also identifies some areas for improvement. The review team questions the logic behind the planning of the programme amendment in 2009. The results matrix is found to be too detailed and difficult to follow (see Annex 6). This is especially the case with regard to the focus on the 300 vulnerable schools. Contrary to the CPRS logic of adopting a holistic approach, the programme amendment splits up the various kinds of supports to those schools into a too large number of sub-areas. This makes the overall reporting to Norway of UNICEF's support to vulnerable regions fragmented. Considering the growing demand for CPRS, it would also seem important to conduct a proper impact evaluation of the influence of this school improvement tool on children's access and quality of education.

Chapter 3: Minimizing the impact of the political crisis

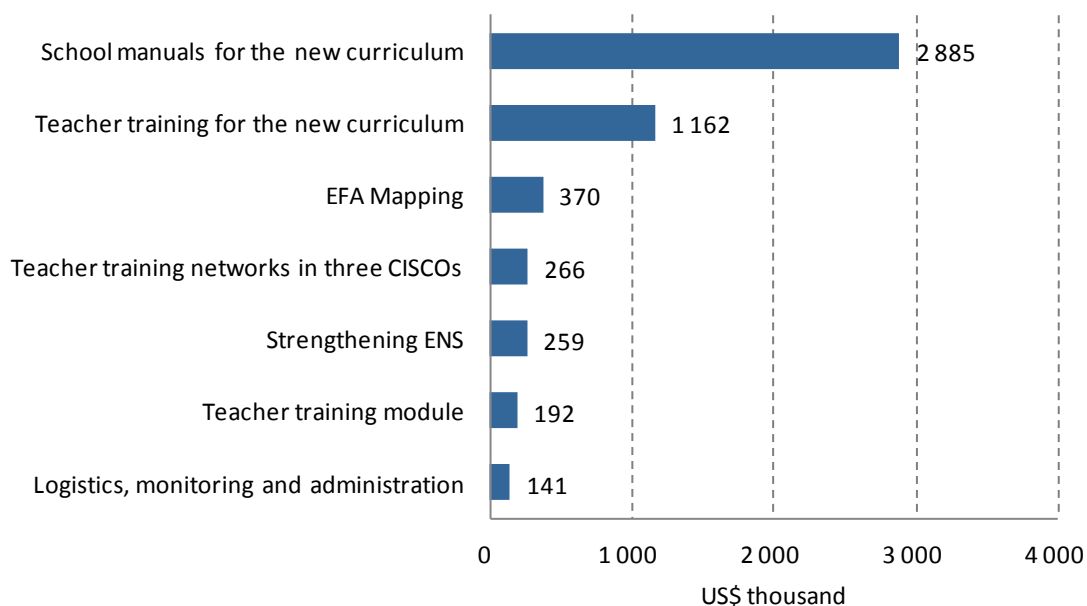
3.1. Programme description

The second programme under review, titled 'Minimizing the impact of the political crisis in Madagascar', started in August 2009 and was initially planned to end in December 2010. Due to the persistence of the crisis, the programme was extended to the end of 2011. With a total budget of NOK 34 million, the overall purpose of the programme was 'to contribute to ensure that the education reform is successfully implemented in the 20 pilot school districts for the school year 2009-2010' (Norwegian Ministry of Foreign Affairs and UNICEF, 2009).

In terms of activities, the agreement specifies the following expected results for the programme:

1. Teacher training for the new curriculum in 20 pilot CISCOS. 2,714 ESS teachers updated in 6th grade curriculum and trained for 7th grade curriculum. 6,600 1st grade teachers upgraded for 1st grade curriculum. 12,500 2nd and 3rd grade teachers trained in new curriculum, 300 teachers from private junior secondary schools upgraded for 6th grade curriculum and 520 teachers from private colleges upgraded for 7th grade curriculum.
2. Strengthening of ENS: ENS has developed a curriculum research plan and at least 10 staff have the capacity to carry out curriculum research. At least 3 research reports developed.
3. Development and printing of school manuals for the new curriculum: 1,100,000 fascicules printed for grade 1 and 6. 1,687,500 fascicules edited and printed for grade 2, 3 and 7. 750,000 fascicules edited and printed for grade 4 and 5.
4. Development of teacher training module in Malagasy as Language of Instruction: module developed printed and used in teacher training.
5. Teacher training in Anosy, Androy and Ampanihy: 300 networks functioning. 4,500 teachers trained.
6. EFA Mapping: Various studies on the state of implementation of the EFA strategies: Comprehensive perspective of the sector development so far used as a base for further policy development by MNE.

As shown in figure 2, the two largest budget posts have been for teacher training and school manuals for the new curriculum, with the support to school manuals representing as much as 55% of the total programme expenditures.

Figure 3.2: Total expenditures per programme component, as of 31 December 2011

Source: UNICEF (2012a).

3.2. Review findings

3.2.1. Programme relevance

Key finding: While the Education Reform is found relevant to better meet children's learning needs, the review team finds it challenging to understand how UNICEF expected the Reform components supported by the programme to work at scale in the 20 pilot CISCOS. The goal of the programme as well as most of its objectives have not been in tune with the national priorities after 2009 and the programme has not been based on a coherent and well reasoned theory of change. In hindsight, the review team questions the urgency of going to scale with the Education Reform in the 20 CISCOS without strong political backing and think that other areas of support would have been more appropriate to minimize the impact of the crisis on children's education.

The launch of this programme is intimately linked to the changing political situation in Madagascar in the beginning of 2009. Just a year after the start of the first Norway-supported programme, the change of political leadership put the on-going efforts to transform the education system at risk. As previously discussed, the Ministry showed reluctance to engage in the Education Reform and in March 2009, the new Minister announced the ending of the Reform. However, by mid-2009, and as it became clearer to the Minister that substantial external funding (FTI Catalytic Funding grant) was linked to the continuation of the Reform, it was allowed to continue in the 20 pilot CISCOS.

As two strong promoters of the Education Reform, Norway and UNICEF did not want the work on the Reform to get lost with the crisis. To foster further progress on the reform, Norway asked UNICEF to start up a new programme, focusing in particular on teacher training, development and distribution of school manuals for the new curriculum and capacity building for the use of Malagasy as the language of instruction.

The programme proposal, progress reports and the minutes from the annual meetings between UNICEF and Norway include limited analysis of the key issues at stake for the relevance and success of the programme. In particular, the review team finds that the programme is not based on a well-documented and reasoned theory of change and it has been challenging for the review team to understand UNICEF's (and Norway's) assumptions behind why and how the programme was expected to work. In reviewing the two Norway supported programmes together, it is particularly strange to find that at the same time as the first programme, due to the political situation, moved away from upstream policy work on education quality, this second programme was launched for exactly that purpose. To a very minimum, it would have been appropriate for the programme proposal to explain why and how the upstream work on the education reform was expected to work in this programme (and not in the other), considering the challenging political, as well as administratively weak, context.

Because of the limited documentation over the programme period, the review team's assessment of relevance is largely based on data gathered through interviews. The following findings emerge:

- UNICEF staff and key stakeholders at the central (ENS, DCI), district (pedagogical advisors), and local levels (directors, teachers) express that the new curriculum, accompanied by the new school manuals and teacher training, are relevant to children's learning needs. The main issue raised is that the new curriculum and manuals correspond better to Malagasy children's daily lives.
- The programme objectives have not been aligned with national priorities, but rather the opposite. In 2009, the new Minister was pushed to the decision to continue the Education Reform in the 20 pilot CISCOS and there is a sense that the Reform has largely been driven by donors. The complete reliance on external funding for the rolling out of the Reform further reinforces this. At the same time, there is clearly a core group of technical staff at the Ministry, the ENS and in some CISCOS that sees the relevance and continues to promote the implementation of the Reform.
- From the point of view of the main target groups of the programme (i.e. students and teachers), the review team questions the urgency for UNICEF and Norway to support such a far reaching and politically sensitive reform package during an unstable transition period. The additional financial burden put on families for paying for education appears to have been a more urgent issue to address than the implementation of the education quality reform.⁵

⁵ A programme with the objective of addressing families' financial burden would also have fitted better with the name of the programme; 'Minimizing the impact of the political crisis'.

The review team recognises that most development partners, including UNICEF and Norway, thought that the political crisis would not last for such a long time. It is to some extent understandable that UNICEF and Norway wanted to keep the momentum going on work that had already started on the Education Reform prior to the crisis in 2009. Yet, it is the review team's clear impression that it over time became increasingly clear that the strong political support needed for the implementation of the Reform was not sufficiently present. In addition, the fact that UNICEF was only allowed to engage in technical, and not political, dialogue with the Ministry of National Education until late in 2011 created additional complications and risks for UNICEF's support to the Reform.

3.2.2. Programme effectiveness

Key finding: The programme has, bearing the major contextual constraints in mind, achieved a high degree of its quantitative targets, most notably with regard to teacher training and school manuals for the new curriculum. UNICEF has also provided high quality expertise in the development and design of those areas. At the same time, the review finds that the programme has suffered from weak planning, monitoring and reporting and has focused too narrowly on the achievement of quantitative targets. It is the review team's assessment that the limited progress on the Education Reform in the 20 pilot CISCOS is largely due to the lack of political support and communication from the central level, as well as weak human resources. In this challenging environment, UNICEF would have gained from putting a stronger focus on ensuring and documenting the relevance of the provided teacher training and school manuals for improving children's learning and thereby making a better case for the continuation of the Reform.

This section presents the review team's assessment of the extent to which the 'Minimizing the impact' programme has achieved its overall purpose and expected results. It also pays attention to UNICEF's contributions. Table 3 in Annex 6 shows UNICEF's detailed results matrix. As with the first programme, UNICEF's activity-based focus and the lack of inbuilt mechanisms to monitor progress at the outcome level (i.e. degree of implementation of the education reform in the 20 pilot CISCOS) has put clear limits to the review team's work. Yet the following conclusions can be drawn on the effectiveness of the programme, focusing in particular on the teacher training and the school manuals:

Teacher training: In total, the programme has financed the training for the new curriculum of more than 17,000 teachers, representing nearly three-quarters of the total teaching workforce in the 20 reform CISCOS in 2010/2011.⁶ The strongest focus has been on 2nd and 3rd grade teachers with more than 13,000 teachers trained, followed by training of nearly 2,500 new semi-specialised teachers (ESS) for the 6th and 7th grade. Compared to what was planned for the programme as a whole, this represents 75% coverage of the initially planned number of teachers. The main reason for the lower coverage rate is that the upgrading of 1st grade teachers did not take place as planned. UNICEF's explanation for this is that the planning and implementation of the teacher training has been challenging and taken longer than expected. Following the delays, the Ministry

⁶ UNICEF's final report states training for more than 15,000 teachers on page 6. However, adding up all the different trainings showed in the results matrix on page 21 gives a total number of trained teachers of 17,175.

and UNICEF found it more important to train teachers who had not had any training on the new curriculum.

However, in looking beyond the numbers, the review team finds that the teacher training component has suffered from some major weaknesses:

- A first fundamental challenge has been the lack of interest and engagement with the national teacher training institute (INFP). Interviews with UNICEF and national stakeholders reveal that technical staff responsible for the new curriculum at the Ministry (the DCI) and UNICEF have not managed to collaborate with INFP for the teacher training for the new curriculum. One reason given is that INFP has been close to the political part of the Ministry and without strong signals from the Minister on moving ahead with the reform, the INFP has not been willing to engage in the training of teachers according to the new curriculum.⁷
- The second challenge, partly linked to the limited role of INFP, concerns the quality of the teacher training. Both UNICEF and DCI express that they are not satisfied with the training provided. The training for the 2nd and 3rd grade teachers, the majority of them being community teachers with limited or no pre-service training, lasted for only five days. UNICEF assesses that it is unrealistic to expect teachers to learn enough and be able to apply the new curriculum based on such a brief introduction.
- On the UNICEF side, the review team finds that the Agency's monitoring and reporting of the teacher training component for the new curriculum have been too weak. UNICEF's progress reports to Norway have nearly exclusively reported on the number of teachers trained, without adequately explaining or analysing the complex environment in which the teacher training was implemented. The issues involved include political, as well as management and human resource constraints. It would have been appropriate for UNICEF to analyse the assumptions, risks and mitigating actions in the progress reports to Norway.⁸ It would also have been appropriate to monitor and report not only on the quantity of training, but also the quality of the training provided.⁹

On the positive side, the review finds that UNICEF's technical advice on teacher training has been of high quality. Several national stakeholders expressed appreciation for the strong presence of UNICEF's technical expertise in the design, as well as the implementation of training activities.

⁷ It should be noted that the one year training of the semi-specialised teachers for the new 6th and 7th grade teachers, all financed by this programme, have taken place at the regional institutes for teacher training (the CRINFPs), under the direction of the INFP. However, only two cohorts of such teachers have been trained, one in 2007/2008 and one in 2008/2009.

⁸ The first progress report does include some more analysis than subsequent reports.

⁹ For instance, at the very basic level, it is not clear to the review team whether teachers after each training activity have filled in a standard evaluation form and the extent to which these have been consolidated.

School manuals: In total, the programme has developed, printed and distributed more than 6 million school manuals for the new curriculum for the seven primary grades in the 20 pilot CISCOS.¹⁰ This is significantly above the programme target of 3.5 million manuals.

Overall, the review team finds it challenging to properly assess the effectiveness of this component. A solid assessment of the development, printing and distribution of such a large number of school manuals (covering seven grades, with up to seven subjects and up to three manuals per year per subject) would require an audit on its own. This being said, the review team is able to make the following remarks:

- The DCI at the Ministry of National Education has a core group of technical staff with a strong commitment to the new curriculum and the accompanying new school manuals. Yet the too ambitious objectives, high turnover of education officials at all levels of the system, lack of strong political backing for the Education Reform and weak communication on the Reform have had negative effects on the production and distribution of school manuals. One of the clearest signs of this is that the process of developing, printing and distributing school manuals under the programme has taken much longer than expected. While it was initially expected that the Ministry would be able to complete manuals for two grades at the same time, the human resources needed to do this was not in place.
- UNICEF's staff has played an important technical role in the conception and development of the school manuals. This has included testing of every manual and further refinement following reactions from students and teachers. It has also included the elaboration of a new working relationship between the *Ecole Normale Supérieure* (ENS) and the DCI. UNICEF encouraged the involvement of ENS for the content checking and systematic feedback of the manuals drafted by the DCI. While both the DCI and the ENS initially hesitated and showed some reluctance to collaborate, UNICEF helped to overcome the initial barriers. A formal agreement specifying each partners roles and responsibilities have allowed for more efficient use of time and resources of the two entities.
- The donor coordination between UNICEF and l'Agence Française de Développement (AFD) has been weak. Over the programme period, AFD financed the curriculum design for grades 3, 4 and 5 and the remediation of the curriculum for grades 1, 2, 6 and 7, while UNICEF financed the design, printing and distribution of the school manuals based on the new curriculum. Interviews with AFD, DCI and UNICEF show that although all parties agree to the interdependency of the curriculum design and the new school manuals, all expressed that AFD and UNICEF's support has not been sufficiently coordinated.
- The two spotchecks conducted by UNICEF to verify the distribution and use of the school manuals show that the majority of schools have received the manuals, but that their use is a frequent challenge. The first small-size spotcheck, conducted by UNICEF over a period of six days in three CISCOS, reports that most of the eight visited schools had by the end of 2010 received most of the expected manuals for grade 1, 2, 6 and 7. The second, significantly larger spotcheck was conducted in May 2012 to verify the availability and use

¹⁰ The headline figure given in UNICEF's final report on page 6 is 3.3 million school manuals. However, when adding up the total number of manuals reported in the results matrix on page 23, the review team counts the total number of printed school manuals to 6,123,615.

of the distributed school manuals for grade 3 and 4.¹¹ It included a sample of 192 schools across all the 20 CISCOS. The second spotcheck found that the large majority of the grade 3 school manuals had been distributed from the 20 CISCOS, had been received and were used by the sampled schools and teachers. By contrast, the distribution and use of the school manuals for grade 4 was found problematic. The spotcheck showed that the number of manuals received at CISCO level exceeds the number of manuals distributed. It was also found that only less than half of the schools in the sample had received the grade 4 manuals and just above one third of the teachers used the manuals. It should however be noted that none of the spotchecks explains the sampling methods used for the selection of schools and teachers and it is therefore not possible to know whether the sampled schools and teachers are representative. This undermines the validity of both of these important monitoring exercises.

- The review team thinks that UNICEF's support to the school manuals for the new curriculum has suffered from poor monitoring and reporting. While UNICEF has been involved in the testing and quality control of school manuals at the development stage, the results of these efforts have not been reported upon to Norway. More broadly, the review team finds that UNICEF should have developed a plan for how to ensure the quality of the development, printing and distribution of the manuals. This would in turn have provided a framework for better monitoring and reporting of this major programme component. Such a plan should also have defined the role of the ATRs in relation to monitoring of the distribution of the school manuals. The team's visit to the Antsohihy CISCO revealed that a relatively large number of school manuals have stayed at the CISCO level. It was not clear to the team what role the UNICEF ATR is supposed to have in the monitoring of the distribution of school manuals. As UNICEF's mandate is to support the national education system and therefore should avoid establishing a parallel verification system, it would seem reasonable that the ATRs, in the regions where they are present, give high priority to assisting the DRENs in monitoring the distribution of school manuals.

The Education Reform as a whole: Throughout the review, the team has collected qualitative data through interviews and analysed some quantitative data on the implementation of the education reform. This section includes a brief overview of the most notable findings, as well as the role of UNICEF in the reform process. In addition, the case studies from the Boeny and Sofia regions in Annex 5 include further details.

- *The Education Reform is largely understood as the extension of the primary cycle from five to seven years.* The growing number of children enrolled in grade 6 and 7 in the 20 reform CISCOS is the most visible effect of the Reform. The draft 2013-2015 Interim Plan for Education (28 September 2012 version) reports that the reform CISCOS have increased the share of children enrolled in grade 6 and 7. It reports that what is called the retention rate for grade 6 have improved from 24% in 2006/2007 to 34% in 2010/2011 and for grade 7 from 20% to 24% over the same period in the 20 reform CISCOS. Although this does not represent an immense improvement, it does compare favorably with the public education system as a whole, where the retention rates for the equivalent grades in junior secondary

¹¹ The spotcheck was also meant to verify the manuals for grade 5, but due to distribution delays the spotcheck coincided with the actual distribution of the manuals made such verification premature.

education have remained stable since 2006/2007. From the central to the local level, the interviewees for this review saw the extension to seven years of primary education as the major, and often the only, achievement of the Reform. At the local level, parents repeatedly said that the extension has allowed them to keep their children for a longer period in a school close to their home.

- *Limited attention is paid to the language of instruction.* One of the core elements of the Education Reform is instruction in the mother tongue in grade 1 to 5, followed by the use of French as language of instruction from grade 6 and onwards. However, very few interviewees spontaneously mentioned, or appeared to see the use of mother tongue as an integral part of the reform efforts. While it is understandable that parents' knowledge about the key elements of the Reform is limited, surprisingly few education officials or teachers mentioned mother tongue instruction as being part of the Reform. For teachers, one likely explanation for this is that they already to a large extent use the mother tongue in the classroom.
- *Teacher training stands out as the missing piece of the Reform puzzle.* As previously discussed, the lack of engagement by the national institute of teacher training (INFP) has meant that the curriculum development and new school manuals have not been sufficiently accompanied by teacher training. The end of the one year training of semi-specialised teachers for grade 6 and 7 after the school year 2008/2009 and the subsequent placing of many of those teachers in junior secondary schools have not only hindered, but actually worked against the realization of the reform. The most recent national data show that only 700 teachers teach grade 6 and 7 in the 20 reform CISCOS, while the programme has financed the training of nearly 2,500 such teachers.
- *There is a great deal of confusion about the official curriculum in the reform CISCOS.* Several teachers, school directors and education officials expressed that it was not clear to them what the official curriculum is for the primary schools in the reform CISCOS. The confusion seems mainly to come from the change in curriculum approach in 2008. Since the mid-2000s, the Ministry had with financial support from UNICEF and Norway developed and implemented the Competency-Based Approach (CBA) for the country's primary schools. However, the CBA was abandoned by the Ministry in 2008, in favour of another curriculum approach called *Approche par la Situation* (APS). In some of the visited schools, the two approaches coexist. The review team was also told that some teachers have gone back to the original PPO curriculum approach. UNICEF and national stakeholders are well aware of the confusion, with some stressing that this is one of the clearest signs of the weak communication of the reform. One key stakeholder questioned the sudden change and saw a need for an evaluation of the APS.
- *The lack of communication and coherent directives from the central level on the Education Reform has been detrimental for its implementation.* Education officials at central, regional and district levels identified the weak communication on the reform as one of the main reasons why the implementation has been fragmented and have created confusion and uncertainty. Several stakeholders at the national level also pointed out that the weak communication is not solely due to the political crisis. Even before the crisis, the

communication on the reform was not strong and suffered from a lack of good dialogue between the central Ministry and the CISCOS.

- *There is great and widespread appreciation for UNICEF's ability to adapt to and increase its support to Madagascar during the crisis.* A large number of stakeholders express that UNICEF has played a central role among development partners to ensure continuity in the education sector since the outbreak of the crisis in 2009. The major assessment of the state of implementation of the EFA Plan during the first half of 2010 (financed by this programme), as well as the mini reviews and joint review in 2011 have motivated the Ministry and partners to move forward with the implementation of the EFA Plan. At the same time, a few stakeholders mention that UNICEF, as well as others, have underestimated the difficulties in implementing a ground-breaking curriculum reform in a politically unstable environment.

Chapter 4: Sustainability

Key finding: UNICEF's measures to ensure sustainability of the activities included in the two programmes have in most cases been appropriate. This is particularly the case with the refocusing of the first programme towards the school level. The support to the CPRS has helped to build a critical mass of people with a strong engagement and knowledge of tools for local school improvements. The continued strong demand from teachers for more training networks is an important sign of the viability of UNICEF's engagement for a feasible bottom-up approach for teachers professional development. UNICEF's central role for fostering upstream policy work and a strong local donor group during the challenging years of the crisis has contributed to continuity in the education sector.

The persistence of the political crisis in Madagascar since 2009 has a profound negative effect on the development of the education system and the fulfilment of children's right to education. Change in leadership and high technical staff turnover at the central, regional and district levels have put the benefits of the education efforts supported by Norway and UNICEF at risk. This is particularly the case with regard to more child-centered teaching and learning. The large cuts in national and international funding available for education put the primary education of a whole generation of children at risk. The political instability, weak management capacities, and the growing number of families living in poverty are identified as the 'killing factors' for the sustainability and lasting benefits of the activities of both of the reviewed programmes.

In this challenging context, the following strategic choices made by UNICEF emerge as particularly important for the sustainability of the supported activities:

- *Bottom-up approach:* The refocusing of the Ensuring the right to quality education programme towards the school level stand out as the most critical factor for sustainable results. The CPRS has through its bottom-up approach been able to engage communities, schools, local education officials and NGOs in a new way. The approach has been allowed to develop gradually over time, with in-built mechanisms for quality improvements. While UNICEF was forced to set up new parallel structures for the channelling of financial resources in 2009, the agency continued to engage with school districts and regional education authorities as far as was possible.
- *Engaging with teachers:* UNICEF has played a key role for the professional development of community teachers. Despite its weaknesses, the focus on mobilising local teacher training networks appears sensible. The growing demand from teachers themselves for more and better supported networks is a strong sign of the networks' viability¹². The high priority given to teacher training, including further expansion of the teacher networks, in the recent draft 2013-2015 Interim Plan for Education is another positive sign of the sustainability of investing in the teacher networks. Strong involvement of the CISCOs pedagogical support staff and the regional teacher training institutes in the supervision of the networks seem

¹² The demand for more teacher networks, as well as more financial and pedagogical support for the networks was stressed by a relatively large number of interviewees.

however essential for the networks long term sustainability. So is the need for a clear national policy on the professional status of community teachers.

- *Technical collaboration:* To ensure continuity, UNICEF has fostered collaboration with technical staff at the national level. In particular, the work of the DCI on curriculum development and school manuals for the new curriculum was identified as a window of opportunity to keep the Education Reform alive through the political crisis. The review team finds that this approach has been appropriate for the conception and development stages of the new curriculum, but questions the effectiveness of its implementation in the 20 reform CISCOS.
- *Upstream policy work:* UNICEF has worked hard to keep the EFA Plan alive. The lack of an internationally recognised and democratically elected government led to the suspension of direct political dialogue from early 2009 to late 2011. As lead partner, UNICEF has still managed to remain in technical dialogue with key Ministry officials and has fostered a strong local donor group. The major assessment of the implementation of the EFA Plan undertaken in 2010 (financed by the Minimizing the impact programme), as well as several small and one bigger sector review have contributed to continuity in the sector development. Without those efforts, it is likely that the development of the current Interim Plan and the recently organised regional consultations on the 2013-2015 Interim Plan would have been far less smooth.

It should finally be recognised that over the programme period, UNICEF has had to shift from a development to more of a short-term emergency mode of working. With no doubt, the meaning of sustainability is not the same in an emergency context. While the issues involved remain the same, the review team finds that the expectations in terms of sustainability cannot be the same.

Chapter 5: Conclusions and recommendations

The final chapter of the review presents conclusions and recommendations based on the findings provided earlier in the report. Conclusions are first presented separately for each programme, followed by joint recommendations for UNICEF and Norway based on findings from both programmes.

5.1. Conclusions : Ensuring the right to education quality programme

The overarching conclusion is that this programme has largely been fit for purpose and has, in spite of the political instability, achieved most of the planned activities. Key achievements include:

- Establishing of nearly 3,500 teacher training networks in 79 of the country's 114 CISCOS, with training of network facilitators and development of training modules as two essential contributions of the programme.
- The development and validation of a national framework for inclusive education and integration of differentiated pedagogy in the modules for the teacher training networks.
- More than 3,000 schools have developed CPRS, benefiting about 480,000 pupils at the end of 2011. At the national scale, this translates into approximately one out of ten of Madagascar's primary pupils. As part of the CPRS process, nearly 50,000 excluded children in the four vulnerable regions covered by the programme have been identified by working with mapping of excluded children.

UNICEF has contributed with strong technical expertise and a large number of stakeholders express appreciation for the Agency's ability to adapt to the changing environment and intensify its support during the crisis. UNICEF's strategy of focusing on the school level while at the same time staying engaged at the national policy arena is identified as a critical factor for the programme's effectiveness. Following the political crisis, the Agency's re-programming towards an even stronger focus at the local level was timely, well-argued and appropriate.

At the same time, the review identifies some weaker areas where UNICEF's contributions are less clear. This is particularly the case with regard to the the Agency's support to the Competency-Based Approach and the sudden shift to the APS. The review finds that UNICEF should, as initially planned in the programme, have required an independent evaluation of the achievements of the CBA and should not have agreed to support the development of new school manuals based on the APS (under the second programme) without such an evaluation.

While the programme is able to point to a number of positive outputs, the review finds the programme reporting too fragmented and activity-focused. The review team identifies several reasons for this fragmentation. First, the programme design and results matrix rely heavily on the fulfillment of a large number of quantitative activity targets, making this the primary 'driver' for programme implementation and reporting. Second, there would have been a need for more systematic monitoring and evaluation of the effects of the programme on the quality of education. This is not only to be able to report results at outcome and impact levels to donors such as Norway, but even more importantly to be able to make informed decisions for planning and

implementation and make adjustments during the life of the programme. The CPRS has a well-developed monitoring system, while such systems seem more embryonic for the teacher training networks and inclusive education. Yet the contributions of the CPRS, the teacher training networks or the piloting of the differentiated pedagogy have not focused on assessing the contribution to children's performance.

Following the overall conclusions of this programme, several important lessons for the Ministry of National Education, UNICEF and the government of Norway emerge. Key lessons learnt include that:

- It is important for all actors involved to have the flexibility to adjust education sector activities during times of political instability. This programme is a good example of UNICEF's ability to modify its work during times of uncertainty, mainly by adopting a stronger bottom-up approach and support to local communities. Yet a closely related lesson is that to reach large number of teachers and students, clear political support from the central level and working through the national education system are necessary elements for success.
- Participation of local communities in school improvements can help enhance sustainability, alongside adopting innovative approaches that respond to local needs. While Madagascar's education system remains highly centralised, UNICEF's support to local school improvement planning shows that it is worth seeking opportunities for decentralised management.
- Teacher training networks appear to be a viable strategy for in-service pedagogical training. High demand from teachers and relative cost effectiveness are two important factors for the networks' viability. The further expansion and long term sustainability of the teacher training networks will however depend on a clear - and well communicated - national strategy to upgrade the professional status of teachers, as well as further investments and capacity development of decentralised support functions such as the CRINFP and the 'conseiller pédagogiques'.
- Capacity development should be placed at the heart of all education sector activities, and not as afterthought to having developed strategies and programmes. A strong success factor behind UNICEF's support to school improvement planning is its strong, and regular, emphasis on capacity development of a large number of stakeholders at different levels in the education system.

5.2. Conclusions : Minimizing the impact of the political crisis

'We have been good soldiers, but the results of the reform are not really there'

UNICEF staff interviewee

The overall conclusion of this programme is that while the Education Reform content is found relevant to better meet children's learning needs, the team finds it challenging to understand how UNICEF expected the Reform to work at scale. There is clearly a group of technical staff at the Ministry, the ENS and in some CISCOS that sees the relevance and continues to promote the implementation of the Reform. However, on the whole, the programme objectives of supporting the Reform have not been in tune with the national priorities and the programme design has not been based on a coherent and well reasoned theory of change.

The review team recognises that most development partners, including UNICEF and Norway, thought the political crisis would not last for such a long time. It is to some extent understandable that UNICEF and Norway wanted to keep the momentum going on work that had already started on the Education Reform prior to the crisis in 2009. Yet, it is the review team's clear impression that it over time became increasingly clear that the strong political support needed for the implementation of the Reform was not sufficiently present. In addition, the fact that UNICEF was only able to engage in technical, and not political, dialogue with the Ministry of National Education until late in 2011 created additional complications and risks for UNICEF's support to the Reform.

In hindsight, the review team questions the urgency for students and teachers of going to scale with the Reform in the 20 pilot CISCOS during an unstable transition period. UNICEF would together with national stakeholders have gained from putting a stronger focus on ensuring and providing evidence on the relevance of the Reform for children's learning. This would have implied another kind of programme design, with an emphasis on showing outcomes for children's learning.

Despite the major contextual constraints, the programme has achieved a high degree of its quantitative targets, most notably with regard to teacher training and school manuals for the new curriculum. In total, the programme has financed training for more than 17,000 teachers, representing nearly three-quarters of the total teaching working force in the 20 pilot CISCOS in 2010/2011. In addition, the programme has developed, printed and distributed more than 6 million school manuals for the new curriculum for the seven primary grades in the 20 CISCOS.

The review team finds that UNICEF's technical advice on teacher training and school manuals have overall been of high quality, with several national stakeholders expressing appreciation for UNICEF's strong presence and technical expertise in the design and development stages of the school manuals and teacher training.

As with the first programme, the review finds that UNICEF's monitoring and reporting have been too weak and have focused too heavily on the reporting of activities. This weakness is particularly serious in relation to the relevance, distribution and use of the new school manuals, representing more than half of the programme's total expenditures. UNICEF's reporting has paid too limited attention to explaining or analysing the complex environment in which the programme was implemented. For instance, the review finds that the limited engagement of the national teacher

training institute was a major barrier for the success of the training component of the programme. But UNICEF's progress reports do not analyse this issue. It would have been appropriate for the Agency to better analyse the assumptions, risks and mitigating actions behind the programme implementation in the progress reports to Norway.

In relation to the implementation of the Education Reform, the review findings point to the following:

- a) The Education Reform is largely understood as the extension of the primary cycle from five to seven years. At the local level, parents repeatedly said that the extension has allowed them to keep their children for a longer period in a school close to their home. Recent national data detect that the retention rate to grade 6 has improved from 24% in 2006/2007 to 34% in 2010/2011 and for grade 7 from 20% to 24% in the 20 reform CISCOS.
- b) Limited attention is paid to the language of instruction, with very few interviewees spontaneously mentioning or appearing to see the use of mother tongue as an integral part of the reform efforts.
- c) Teacher training stands out as the missing piece of the Reform puzzle. The lack of trained teachers for the new curriculum and the subsequent placing of many of the newly trained grade 6 and 7 teachers in junior secondary schools have not only hindered, but actually worked against the realization of the reform. The most recent national data show that only 700 teachers teach grade 6 and 7 in the 20 reform CISCOS, while the programme has financed the training of nearly 2,500 such teachers.
- d) There is a great deal of confusion about the official curriculum in the pilot reform CISCOS. The sudden shift from the CBA to the APS curriculum approaches has not been well communicated and has created confusion.
- e) Education officials at central, regional and district levels identified the weak communication on the reform as one of the main reasons why its implementation has been fragmented and have created confusion and uncertainty.

Key lessons that can be learnt from this programme are that:

- It is inherently difficult to implement politically sensitive reforms during periods of political instability. This is a key lesson with relevance not only for UNICEF's future programming, but more broadly for all education key stakeholders in Madagascar. The Education Reform entails a complete shift of paradigm. Without strong political support, accompanied by coherent communication, substantial progress is unlikely.
- A closely related lesson is about the importance of local capacity building for the ability of the education system to implement the Education Reform. In hindsight, even if the Ministry that initiated the Reform was highly capable at the central level, it appears as if the rolling out strategy of the Reform in the 20 pilot CISCOS did not pay adequate attention to local capacity building.

- To ensure the proper use of the Norwegian funds, it would have been appropriate for UNICEF to give higher priority to the monitoring and evaluation of the Education Reform. While the ultimately responsibility lies with the Ministry of Education, it did become increasingly clear to UNICEF and Norway that the Reform was not implemented as planned. It would at this point have been appropriate for UNICEF to undertake a more thorough assessment of the results of the Reform. This should also have included an external audit of the production and distribution of the new school manuals.

5.3.Recommendations

Following the review findings and lessons learnt presented in this report, several sets of recommendations arise.

UNICEF is recommended to:

- Continue to advocate for strengthening curriculum and mother tongue instruction, but bide it's time with further support to the Education Reform until there are strong signs of national support for its implementation. Meanwhile, UNICEF may consider support to well targeted and well planned efforts that evaluate and communicate the relevance of a strengthened curriculum for children's learning. Future support to a strengthened curriculum should be better coordinated with AFD.
- Teacher training networks, school improvement planning and inclusive education stand out as particularly promising areas for continued support, worth further consolidation of results at outcome and impact levels and promotion in the dialogue with the Ministry.
- Give high priority to the functioning of the teacher training networks in UNICEF's priority regions, including stronger engagement of the ATRs in capacity development at decentralised levels.
- As an important platform for further expansion, conduct a solid impact evaluation of the CPRS and the extent to which it contributes to children's access and quality of education.
- In close collaboration with the Ministry, Norway and other actors, consider an external audit of the production and distribution of the new school manuals. UNICEF should also ensure that the ATRs, in the regions where they are present, give high priority to assisting the DRENs in monitoring the distribution of the new school manuals.
- Support the government in building a stronger evidence-base on education results for Malagasy children. This will not only help to leverage additional funding for children's education in Madagascar, but also be helpful for influencing national policy-making and for more informed decision-making.
- Keep its strong focus on capacity development by continuing to place capacity building activities at the heart of all its work. There appears to be room for more collaborative work

in the UNICEF education team on how to work with capacity development, in particular by building on UNICEF's important experiences on developing capacities for the CPRS.

- Improve the Agency's methods and procedures for assessing risks in the planning and implementation of its education programme, followed by stronger risk mitigating strategies.
- Develop more systematic monitoring and evaluation of UNICEF's support to education, including more results at outcome and impact levels. Indicators developed in plans and proposals need to be measurable and there needs to be a concrete plan for how data will be collected for each indicator.
- Ensure that Norway's continued support to UNICEF Madagascar is completely aligned with the Agency's own education programme and if this is not the case, request a redesign of Norway's contribution.

Norway is recommended to:

- Continue to advocate for the importance of mother tongue instruction, but make sure there is strong national political support for its implementation before making substantial financial investments.
- Completely align its support to UNICEF Madagascar's education programme by providing core thematic support to its implementation (i.e. unearmarked support to UNICEF Madagascar's education programme).
- Ensure a much closer follow up of UNICEF Madagascar's efforts in strengthening its monitoring and evaluation system, including mechanisms to assess and report results at outcome and impact levels. Such a closer follow up in Madagascar could also provide useful inputs to Norway's global dialogue with UNICEF HQ on improved reporting of its thematic funding.
- Assist the government of Madagascar and UNICEF in fostering a stronger monitoring and evaluation culture by requiring reporting of results at outcome and impact levels; through dialogue, capacity development and financial support.

The Ministry of National Education is recommended to:

- Continue to evaluate, debate, refine, consolidate and communicate the results of the new curriculum and the use of mother tongue instruction on children's learning, in close collaboration with key partners at national and decentralised levels.
- Improve its communication on the Education Reform, in particular with regard to the training, deployment and supervision of teachers in the 20 pilot CISCOs and the language of instruction.
- Foster a stronger monitoring and evaluation culture, whereby key results for children's education access, retention and learning are better captured in the planning process and

can inform strategic adjustments in the implementation of the EFA Plan. One way to do this is to develop a stronger results framework, including the monitoring of a limited number of Key Performance Indicators at the input, output, outcome and impact levels for the implementation of the EFA Plan.

- Give high priority to the expansion of teacher training networks, in particular by developing a solid national strategy for the upgrading of teachers professional status (certification and salaries) and invest in and develop the capacity of support functions at decentralized levels.
- As a sound approach for engaging the local community in school improvement efforts, consider the gradual expansion of the CPRS to all regions in Madagascar.

Annex 1 : Terms of reference

Terms of Reference **End review of the programmes** **Ensuring the Right to Quality Education for All Children in Madagascar** **(MAG-07/014)** **and** **Minimising the Impact of the Political Crisis on Education in Madagascar** **(MAG-09/015)**

1. Background

The Madagascar Action Plan (MAP) 2007-2012 envisaged the transformation of education through addressing seven challenges, including the expansion and improvement of early childhood development (ECD), primary and secondary education, vocational education, higher education, literacy, civic participation & sports. Progress towards the primary and lower secondary education objectives were to be pursued through the Education for All (EFA) sector development plan endorsed by the technical and financial partners, including Norway and UNICEF, in February 2008.

The EFA plan comprises the extension of primary education from five to seven years, with the goal of achieving Education for All by 2015. In the preparation of the EFA plan and throughout 2008, the Ministry of National Education (MNE) made immense efforts to develop key strategies in classroom construction, teacher training, curriculum and textbook development, the use of Malagasy as the language of instruction for the first five years of primary, and the progressive reform of the lower secondary cycle, educational management, capacity building and support to vulnerable school districts and other key areas of education policy development. Considerable funds and efforts were invested in these undertakings by the Education for All Fast Track Initiative (EFA-FTI), the World Bank, the Government of Norway, UNICEF and other technical and financial partner organizations. During the official hand-over from the Minister of Education to the Minister appointed by the *Haute Autorité de la Transition* (HAT), the new Minister declared that the education reform would be stopped. This declaration was followed by indications from the Ministry of National Education (MNE) that the reform would in fact be allowed to move forward in the 20 pilot districts in 2009/2010.

Madagascar's political crisis of early 2009 coincided with the world economic crisis. As a result, poverty in rural areas, where more than two thirds of the population live, increased to more than 82 per cent. In the wake of the crisis, the de-facto government dramatically cut funding to social sectors in an attempt to balance its budget. The education budget was cut by 20 per cent in 2009 and 13 per cent in 2010. Payments for civil service salaries and debt servicing are being maintained, while capital investments, maintenance and non-wage payments were mostly frozen.

While significant progress has been made towards Education for All in Madagascar, internal challenges remain in terms of quality (e.g. poorly trained teachers, shortage and poor quality of educational infrastructures, difficulties in the distribution of essential school resources and materials, capacity gaps at decentralized levels of the education system). In addition, challenges external to the education system influence school attendance and retention. These challenges differ from locality to locality, and include poverty, disease, insecurity (especially in areas prone to cattle theft), natural disasters, food insecurity, and cultural practices leading to discrimination. Very few children with disabilities attend school in Madagascar; another vulnerable group is children working in the informal mining industry, where national child labour laws are not respected.

In order to address these difficulties, UNICEF proposed the following two programmes to the Government of Norway:

Ensuring the Right to Quality Education for all Children in Madagascar (MAG-07/014), to support the following activities:

- **Support to the learning process (Competency-based Approach and teacher training / career development):** Reinforcement of the CBA (assessment of capacity building needs, training, student assessment tools); support to the development of teacher training including training modules, teacher training networks and distance education; support to reinforce Malagasy as the language of instruction.
- **Support to inclusive education:** Support to the development of a rights-based national framework for inclusive education, a process started in 2007. Integrate key actions in teacher training, curriculum development and communication at the national level to ensure awareness and capacity to meet children's right to education. Feed pilot experiences in vulnerable regions into the further development of the national framework.
- **Support to Communication:** Support to the development and implementation of the MNE communication strategy to ensure effective, efficient and dynamic communication of the Educational Reform to all stakeholders, internally within the MNE structures and externally to the public.
- **Support to vulnerable regions:** Financial and technical support to four vulnerable regions (Atsimo Atsinanana, Melaky, Diana and Sofia) not covered by the Local Catalytic Fund (LCF). In addition to allocating funds in line with the LCF framework, this involved identifying capacity gaps and 'coaching' education officials at different levels according to their needs. It also included piloting innovative approaches in ECD, inclusive education, and other MNE innovations to contribute to evidence-based planning and policy development.

Minimising the Impact of the Political Crisis on Education in Madagascar (MAG-09/015), due to the political situation this agreement was made with UNICEF to mitigate the negative effects of the political situation on education by focusing on these main activities:

- **Training of teachers to deliver the new curriculum** in the 20 pilot districts, in close collaboration with the Ecole Normale Supérieure (ENS). An added value is the strengthening ENS' role in educational research and curriculum development.
- The **development and printing of school manuals** for the new curriculum in the 20 pilot districts, and monitoring of the piloting of these to adjust and finalize the manuals in anticipation of the possible future decision of the MNE to expand the reform.
- Research, training and the development of materials to ensure the **Malagasy language's function as language of instruction.**
- Teacher training for FRAM and civil servant teachers in the **vulnerable regions** of Androy and Anosy in the South, as well as Ampanihy district in the region of Atsimo Andrefana, where education indicators are particularly weak.
- **Mapping of the state of affairs** in the education sector to assess the strategies developed over the past six to seven years, to identify capacity gaps and needs for further development, and to establish an evidence base for continuity in education policy development.

Implementation constraints:

The official "non-recognition" of the continuity of the education reform on the part of the transition by the Minister of Education in March 2009 led to a hesitation to commit to reform activities on the part of education officials at all levels. Additionally, the change in government and the subsequent turnover in MNE personnel from top-level administrators to technicians resulted in a loss of institutional learning and technical

expertise. The loss of human and financial resources in education slowed the planning and progress of technical activities, as UNICEF worked to build consensus among stakeholders and professional capacity among technical teams.

Some of the activities of the project mentioned above took longer than expected, such as the process of developing, printing and distributing school manuals for Grade 3, 4 and 5. As a result of this delay, an extension of the Programm Budget Allotment (PBA) was given until December 31st, 2012 to ensure that all planned activities were completed.

2. Aim, Objectives and Purpose

This end review is initiated as part of the regular follow up of Norway's support to the two UNICEF education programmes; "*Minimizing the Impact of the Political Crisis on Education in Madagascar*" (MAG-09/015, agreement period 2009-2010, total amount 34 million NOK) and "*Ensuring the Right to Quality Education for all Children in Madagascar*" (MAG-07/014, agreement period 2008-2011, total amount 48 million NOK). The aim of the end review is to identify experiences and outcomes that can be carried over to the new Education For All Program.

The objective of the end review is to analyze issues related to implementation, results and sustainability of Norway's support to the two education programmes. Concurrently, the local education group, together with MNE and UNICEF are currently planning an evaluation of the use of the Fast Track Initiative (FTI) funds. The study will include an analysis of some of the components of the education reform. It is therefore advisable that the team conducting this end-review is collaborating with the team doing the work on the FTI/Reform evaluation¹³, and contributes to the FTI/Reform evaluation especially when it comes to lessons learnt and recommendations.

The purpose of this end review is to:

- Examine how the two programmes have been implemented relative to the objectives set out
- Assess UNICEF's ability to plan, implement and monitor the two programmes
- Identify lessons learnt and recommendations which can be used by UNICEF, the Embassy Section, Norway, the Ministry of National Education and other partners involved in the education sector in Madagascar

The conclusions of the end review will be an important source of information for the strategies and future planning of the current Joint Programme between the Government of Norway and UNICEF¹⁴. Moreover, the findings and recommendations of this end review will contribute to the development of future strategies within the education sector especially strategies related to the implementation of the new Education for all Program.

3. Scope of work

The two programs should be examined separately. However, viewed the aim of the assignment, to identify experiences and outcomes that can be carried over to the new Education For All Program, the conclusions and recommendations may be presented for both programs if the team considers this more effective.

Based on review of reports/documents, meetings with government representatives, staff at the Norwegian embassy section, UNICEF and cooperation partners as well as field visits to selected target CISCOs, the work should include, but not necessarily be limited to, the assessment of the following specific focus areas and questions:

¹³For more information on this evaluation please refer to the TOR which is enclosed.

¹⁴ Norway is currently supporting the inter UN agency "Education for All Programme" including UNICEF, the International Labor Organization (ILO) and the World Food Program (WFP). This programme was initiated in 2011 and will run up to 2014.

A. To what extent the programmes have reached their objectives and contributed to the achievement of the EFA goals?

- How have the programmes contributed to teacher training and the establishment and functioning of teacher networks?
- What has been done to strengthen teacher training on inclusive education and what is the impact on education?
- How have the programmes contributed to increasing the enrolment rates of children with disabilities?
- How have the programmes contributed to increasing grade 5 completion rate?
- What has been done to strengthen the use of Malagasy in the education system?
- How have the vulnerable regions been supported?
- Are the various education materials which have been produced/distributed being used?

B. The sustainability of the programme activities

- Have the programmes contributed to strengthening the capacities of local stakeholders such as the MNE, INFP, ENS and others? If so, how?
- How have the programmes strengthened the partner institution's financial management?
- What is the impact of strengthened capacity-building of the teachers and teacher networks?
- Has enhanced communication strengthened the communities' involvement in education? If so, what impact has it had on enrolment, retention and quality indicators?

C. UNICEF's role as implementing agency

- Has UNICEF managed the programme in a timely and efficient way (follow up of the agreement)?
- Have funds been spent in an effective and efficient manner, and have the administrative and financial control mechanisms, including anti-corruption measures, been satisfactory?
- Has UNICEF conducted appropriate risk assessments and been able to overcome challenges throughout the programme period?
- Does UNICEF have appropriate monitoring and evaluation mechanisms in place, and are they able to document results/effects produced by the two programmes?
- How has UNICEF collaborated with other partners such as NGOs and UN agencies?

D. The main challenges in the implementation of the programme

- How has the political crisis affected the implementation of the programme?
- What other obstacles were faced in the programme implementation?

E. What lessons have been learned from the two programs?

- What experiences and outcomes can be carried over to the present Joint Program financed by the Government of Norway?
- What experiences and outcomes can be carried over to the forthcoming national EFA Plan?

4. Information sources

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

- Proposal, Ensuring the Right to Quality Education for All Children in Madagascar

- Proposal, Minimising the Impact of the Political Crisis on Education in Madagascar
- 2007 Education for All Plan and 2010-12 Education for All Action Plan
- Minutes from annual meetings between UNICEF and Norway
- Annual Reports to the FTI on the EFA program
- Reports on Joint partner review of EFA progress (May 2011) and Mini Review (January 2012)
- Norway Donor Progress Reports
- Norway mid-term review (2012)
- Ministry of National Education evaluation of the CPS-approach to curriculum development (to be released)
- National education statistics for the year 2011-2012 /(to be released)
- Draft Interim Plan of the Ministry of National Education (2013-2014)

5. Implementation

Timetable

It is desirable that the work starts in end September/October and be finalised by November/December, 2012. It is desirable that the field work of this end-review will take place in the beginning of October, 2012. The assignment is designed to feed into the second evaluation on the use of FTI funds and the outcome of the Education Reform in 20 CISCOS/districts (ToR enclosed). It is therefore desirable that a member or members of the team take part in the preliminary sessions on methodology and work plan of the second team.

Methods

The review should be implemented in 4 stages.

Stage 1- desk based field work preparations

- Reading of background documents (please refer to the list of documents above)
- Establish contact by phone/e-mail with the second evaluation team to coordinate the implementation of these two assignments
- Preparation of field work plan and data collection tools (the plan/tools should be discussed and approved by Norad)

Stage 2- field work

- Meetings with the second evaluation team, if possible attend a joint workshop
- Meetings and interviews with central stakeholders within the Ministry (MNE) and cooperating institutions/organisations. Contacts should be made with MNE staff and other relevant actors, including the Institut Nationale de Formation Pédagogique (INFP), the Direction du Curricula et des Intrants (DCI), Fandriana teacher training college, Ecole Normale Supérieure (ENS)
- Field visit to partner institutions and project sites and interviews with education officers on local level
- School visits
- Debriefing with UNICEF and the Embassy section, possibly the government concerning the first results of the study and the second evaluation team

Stage 3 –post field work period

- Analysis of results from the field work
- Joint writing up of the report between the international and local consultant with contributions from Norad. Consultations via e-mail
- Presentation of the first draft of the report to Norad, the Embassy Section and UNICEF
- Communication by e-mail/phone if needed with the other evaluation team

Stage 4- Finalising the report

- Submission of comments to the draft report by Norad, the Embassy Section and UNICEF
- Finalisation of the report based on comments received

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

Team composition

The team will consist of one international and one local consultant. In addition, one staff member from Norad will take part in the end-review including the field visit. The local consultant will be recruited by the Embassy Section in Antananarivo.

The international consultant should have the following competencies:

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

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

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

- Effective coordination of the assignment with the other team members
- Ensuring good, open communication with i) Norad ii) the Norwegian Embassy Section in Antananarivo iii) UNICEF and its partner organisations and iv) the second evaluation team.
- High quality and in-time delivery of outputs against TOR

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

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

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

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

Reporting

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

Summary of tentative time table:

Phases	Responsible	Calendar
Selection of consultants:		
Preparation of Terms of Reference	UNICEF/Norad	July
Finalisation of the ToR	UNICEF/Norad	August
Selection of external reviewers	Norad	September
Evaluation:		
Document review	Consultants	September
Elaboration of work plan and methodology	Consultants	September
Validation of the methodology and data collection tools (preparation meeting)	Norad	September
Finalisation of work plan and tools	Consultants	September
Logistics (organisation of meetings / interviews)	Embassy section/local consultant	October
Field study in Madagascar (meetings / interviews with UNICEF, MNE, partners)	Consultants with embassy section support	October
De-briefing and exchange with Embassy section/UNICEF and partners including the second evaluation team	Consultants	October
Reporting:		
Preparation of the report	Consultants	November
Sharing of draft report	Consultant	November
Comments on draft report	Norad/Embassy Section/UNICEF	November
Final report	Consultants	December
Distribution:		
Distribution of the final report	Norad	December

Annex 2 : Review matrix

Review questions	Target and Indicators	Methods and sources for data collection
Review criteria: Relevance		
Are the programme priorities - for the two programmes overall and component by component - relevant to children's needs?	Beneficiaries' assessment whether the programme objectives were the right ones to address the overall goal of achieving Education for All in Madagascar.	Semi-structured interviews with stakeholders in case study districts. Review of existing studies and UNICEF documentation including beneficiary assessments.
Are the programme objectives consistent with Madagascar's national education policies?	Coherence between the objectives of the two programmes and Madagascar's EFA plans.	Review and comparison of the EFA plans and programme documentation. Semi-structured interviews with the Ministry of National Education (MNE), UNICEF staff, education experts (?) +?
Have the programme objectives been revised to reflect any major changes in the context? If yes, how and why?	Change of objectives as reflected in programme documents, minutes and written correspondence with the government of Norway.	Review of programme documentation, annual review minutes and written correspondence between UNICEF and the government of Norway. Semi-structured interviews with UNICEF staff and the Norwegian embassy section.
Were the choice of target areas for the two programmes the most relevant ones?	Selection of target areas is based on consistent application of objective criteria. Authorities in targeted areas understand rationale for the selection.	Review of documentation underlying selection. Semi-structured interviews with MNE, DREN and CISCO officials, UNICEF and the Norwegian embassy section.
Review criteria: Effectiveness		
What was the situation at level zero? What was happening before the two UNICEF programmes were put in place?	Baseline data and information about the situation before the interventions of the two programmes	Review of relevant baseline data and studies, including end review of Norway's previous support to UNICEF (2005-2007), programme proposals and other relevant MNE and UNICEF documents

		Semi-structured interviews with MNE, DREN and CISCO officials, UNICEF staff and education experts/researchers
Were the programmes based on reasoned theory of change? Were the assumptions behind why the programmes were expected to work sound, plausible and agreed upon by at least some of the key players? Did the programme proposals include assessment of risks?	Sound LFA/results matrix at the outset of the two programmes, including assumptions and risks	Review of programme proposals Semi-structured interviews with UNICEF staff
<p>To what extent have the two programmes reached their objectives of contributing to the achievement of EFA in Madagascar, focusing in particular on pedagogical/curriculum reform, teacher training and inclusive education:</p> <p>Curriculum reform: - To what extent have the programmes ensured continuity in the pedagogical/curriculum reform, in particular with regard to the implementation of the Competency-Based Approach (CBA)?</p> <p>- To what extent have the identified changes with regard to the curriculum reform been caused by the UNICEF programmes rather than by factors outside the intervention?</p> <p>- What did the UNICEF programmes do? What major problems were identified and how were they addressed? What other inputs and processes took place throughout the same period?</p> <p>Teacher training: - To what extent have the programmes supported the development and implementation of a flexible in-service teacher training and career development system?</p> <p>- To what extent have the identified changes with regard to teacher training been caused by the UNICEF programmes rather than by factors outside the intervention?</p>	<p>Information on CEPE exam revised in line with CBA</p> <p>Data on CISCOs using CBA CEPE exam</p> <p>CBA integrated in new curriculum and training modules</p> <p>Use of learning materials with the new curriculum</p> <p>Data and information on financial and/or technical support from the two UNICEF programmes to develop, implement and sustain the curriculum reform</p> <p>Mechanisms in place to provide in-service training to FRAM teachers</p> <p>Mechanisms in place to upgrade FRAM teachers</p> <p>Number of FRAM teachers trained compared to untrained</p> <p>Number of FRAM teachers upgraded compared to not</p>	<p>Review of relevant studies and UNICEF documentation</p> <p>Semi-structured interviews with MNE, DREN and CISCO officials, education experts/researchers and UNICEF staff (+?)</p> <p>Interviews with school directors and teachers in case study districts. NGO? Donors?</p> <p>EMIS data</p> <p>Review of relevant reports/studies and UNICEF documentation</p> <p>Semi-structured interviews with MNE, DREN and CISCO officials, UAT, ENS, INFP, CRP, DEFI-MADA (+?) and UNICEF staff</p> <p>NGO? Donors?</p>

<p>- What did the UNICEF programmes do? What major problems were identified and how were they addressed? What other inputs and processes took place throughout the same period?</p> <p>Inclusive education: - To what extent have UNICEF contributed to the fulfillment of inclusive education, with improved access and achievement of excluded children?</p> <p>- To what extent have the identified changes with regard to inclusive education been caused by the UNICEF programme rather than by factors outside the intervention?</p> <p>- What did the UNICEF programme do? What major problems were identified and how were they addressed? What other inputs and processes took place throughout the same period?</p>	<p>upgraded</p> <p>Share of total number of FRAM teachers trained with financial and/or technical support from the two UNICEF programmes</p> <p>National framework for inclusive education in place and used</p> <p>Number of DREN, CISCO, ZAP and schools with inclusive education guide</p> <p>Modules on inclusive pedagogy integrated in teacher training</p> <p>Number of children with disability attending school and change over time</p> <p>Data and information on financial and/or technical support from the two UNICEF programmes to develop and implement inclusive education</p>	<p>Interviews with network facilitators in case study districts</p> <p>Review of relevant data/reports/studies and UNICEF documentation</p> <p>Semi-structured interviews with MNE, DREN and CISCO officials, ENS staff</p> <p>Interviews with special education itinerant teachers in case study districts</p> <p>NGOs? Donors?</p>
<p>Review criteria: Sustainability</p>		
<p>Have the programmes contributed to strengthen the management capacities of key stakeholders working towards the programme objectives? If so, how?</p>	<p>Annual plans are being carried out at national and decentralized levels</p> <p>Existent monitoring of performance</p>	<p>Relevant reports and UNICEF documentation</p> <p>Semi-structured interviews with MNE, DREN and CISCO officials, INFP, ENS, CRP</p>
<p>Are the changes that have taken place in terms of technical knowledge, good policies and practices likely to survive?</p>	<p>Critical mass of technical and managerial staff at national and decentralized levels</p> <p>Inclusion of aspects of the programmes in the Interim EFA Plan</p> <p>Staff turnover</p> <p>Local support</p>	<p>Relevant education sector plans, reports and UNICEF documentation</p> <p>Semi-structured interviews with MNE, DREN and CISCO officials, INFP, ENS, CRP</p> <p>Interviews with school directors and teachers in case study districts.</p>
<p>What are the main risks to sustainability?</p>	<p>Consistency between UNICEF programme documentation and national policy priorities</p> <p>Financial resources</p>	<p>Relevant reports and UNICEF documentation</p> <p>Semi-structured interviews with MNE, DREN and CISCO officials, INFP,</p>

	Local support	ENS, CRP Interviews with school directors and teachers in case study districts.
Has UNICEF conducted appropriate risk assessments and been able to overcome challenges throughout the programme period?	UNICEF annual planning and review documents includes assessments of risks and point to the organisation's strategic decisions	Relevant UNICEF documents Semi-structured interviews with UNICEF staff and management

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Annex 4 : List of interviewees

Norwegian Embassy in Antananarivo

Elizabeth HEEN, Advisor

Hilde DAHL, Programme Officer

UNICEF

Steven LAUWERIER, Representative

Graham LANG, Chief of Education Section

Margarita Focas Licht, former Chief of Education Section (2007-2011)

Maxime H.J VIEILLE, Joint EFA Programme Coordinator

Andrea CLEMONS, Long term consultant, Education focal point INSET

Roger RAMANATSOA, Education Specialist CPRS Focal Point

Rivo RANJATOSON, Long term consultant, Education Officer Inclusive Education

Nabil DARVECHE, ATR at DREN SOFIA

Josias RATSIMBAZAFY, ATR at DREN DIANA

Sylvain RABOTOVAO, ATR at DREN MELAKY

Laurent RAZAFINDRAKOTO, ATR at DREN Atsimo Atsinanana

Naoko HOSAKA, Planning, Monitoring and Evaluation Specialist

Elmine RANOROVOLOLONA, Long term consultant Post Primary Education

Ministry of National Education

Pascal Pierrot RABETAHINA, Secretary General

Daumet Samuelson RANDRIAKOTO, Directeur Education Fondamentale

Jean Paul RAZAFIARISON, Directeur de Développement de Curricula et des Intrants

Manda RATSIMBAZAFY, Chef de Service Pédagogique et de la Vie Scolaire

Dieudonné R, Chef de Service de Développement de Curricula et des Intrants

Yveline Randriamiarina, Chef de Service de la Conception, Encadrement et Evaluation

ENS

Norosoa RAKOTOMENA RAJONSON, Directeur des Etudes, Assesseur Chargé de la Formation Initiale et de la Recherche

INFP

François MAKKA, Chef de Département Formation pour l'Enseignement Primaire et Formation à Distance

UAT-EPT

Josiane RABETOKOTANY, Coordonnateur UAT-EPT

Mr RANDIMBY, Technicien Formation Continue

Agence Française de Développement

Danielle RABENIRINA, Education and Health Programme Officer

DREN SOFIA

Francel Kleber NDRIANJAFY, Directeur DREN

Christophe DAZO, Chef de Service Enseignement Général

CRINFP Antsohiy

Mr RABEFALY, Chef CRINFP

CISCO Antsohiy

Jean Noel VELOTONY, Chef CISCO
Jean Baptiste TOMBOZARA, Adjoint Pédagogique
Adolphe RAKOTONIRINA, Adjoint Programmation
Alfred Jean Baptiste FOLERA, Adjoint Administratif et Financier

15 Chef ZAP and some school head teachers at CPRS annual evaluation workshop, EPP Anjiajia

EPP Ambalabe Antsohiy

Françoise RASOANANDRASANA, Directrice
Teachers, Representatives Parents' Association and 6 and 7 grade students

EPP Philibert Tsiranana Anjamangirina

Raymond LEGOAY, Directeur
Teachers, Representatives Parents' Association and 6 and 7 grade students

EPP Anahidrano Anjamangirina

Teachers, Parents' Association Steering Committee, Deputy Mayor

EPP Tanambao

Director, Teachers and Parents

DREN BOENY

Ernest Tohanaina ZARANAINA, Directeur DREN
Mr Velondraza, Chef de Service Enseignement Général

CRINFP Mahabibo Mahajanga

Jacques BEANKINANA, Chef CRINFP

CISCO Marovoay

Georges RAKOTONDRAVAO, Chef CISCO
Mr MAHAFAKA, Adjoint Administratif et Financier
Virginie RAHARIMBOLASOA, Adjoint aux Programmation
Marie Berline VOLAZANDRY, Conseillère Pédagogique, Responsable formation Continue des enseignants

EPP Marovoay Centre

Madeleine RASOANANDRASANA, Directrice
Germain RAMBELOSON, ESS teacher
Fanjalalaina Tahinjanahary MIALISOA, ESS teacher

Annex 5: Case studies

5.1. Case Study – Antsohihy

The field visit to the region (DREN) of Sofia and Antsohihy district (CISCO) was made from 15-17 October, 2012. Antsohihy is one of the reform CISCOs, and it is also located in one of the UNICEF supported regions. This means that the CISCO has been provided with support to implement the reform including teacher training and provision of textbooks in the new curriculum where Malagasy is supposed to be the language of instruction for grade 1-5 while French is the language of instruction in grade 6 and 7. Moreover, the DREN, CISCOs and all schools are implementing the CPRS approach, which is supported by UNICEF.

In addition to interviews with staff at the DREN, CISCO and CRINFP offices, school visits were made to three reform schools and one non-reform school where interviews were made with head masters, teachers, parents and students. In addition, an interview was made with the ATR of UNICEF.

The interviews have been semi-structured with focus on quality issues especially related to the effectiveness of the implementation of the education reform, teacher training and the CPRS approach.

Implementation/effectiveness

The education reform

Everyone who has been interviewed at the DREN, CISCO and school levels including teachers and parents have explained the reform and what it means that the school is a “reform school” by the establishment of a 6th and 7th year at the primary school. It was explained to us that three schools of Antsohihy CISCO had left the reform, and the explanation was that colleges (secondary schools) had been built near-by, and it was therefore not a need to establish the two additional years.

A few of the interviewees mentioned a new curriculum approach called “Situation based approach” as also being part of the reform, while no one mentioned the introduction of Malagasy/mother tongue as the language of instruction for the 1st to 5th grades. When specific questions were asked on the language of instruction, the majority explained that with the exception of subjects such as Malagasy and history where Malagasy is used, the lessons would be in French. Since, in general, the knowledge level of French is low among teachers and students, it seems that the common way of conducting the lessons is that the explanation is done by using mother tongue while the written part (what students copy from the blackboard) is in French.

Based on the interviews it seems that what has been understood and implemented with regards to the reform is mainly the extension from 5 to 7 years at the primary schools. In general, this was seen as positive by everyone since it means that students can study for 7 years at the local primary school. Previously especially students in rural areas would after completing 5 years have to move away from their families if they were to study at the secondary school. A few concerns were, however, mentioned with regards to the extension:

- Schools do not have enough ESS teachers. The teachers who were especially trained to teach grade 6-7 have been replaced, and many schools only have 1-2 ESS teachers left, while there should have been 12. It was explained that the Ministry of Education at national level decides where to place the teachers, and they have in many cases sent the ESS teachers to secondary schools or to CISCOs that are not piloting the reform.
- There is not always coherence between the subject taught at the 6th and 7th grade and the subjects at the secondary school. The students who have completed the 6th and 7th grades are supposed to do the two last years at secondary school instead of four years. The challenge is that some subjects such as physics and chemistry, which are taught at secondary level, are not taught at the 6th and 7th years. The “reform students” would therefore not have the same knowledge as the other students of these subjects.
- In one school it was mentioned that the age difference between the students sometimes is a challenge. The youngest students of grade one are only 5-6 years old while the grade 7 students can be 16-17 years old.

The reform CISCO has received grade 1-7 textbooks in the new curriculum. When books or other materials have been received the CISCO informs the head of ZAP, who request the schools to collect the books/materials. In the case of the books, some schools have collected the books, while a large number of the books still remain at the CISCO in Antsohihy. In comparison, parents have been mobilized to collect student kits and cupboards for the schools, but this has not happened to the same extent with regards to the books.

In schools, where the books had been received it was pointed out by the head masters and teachers that they had not been given any training on how to use the books, and with the exception of a few grade 6th and 7th teachers who said they sometimes use the books, the books were not being used. Several teachers explained that they had attended short courses (3-14 days) on the new curriculum/APS, but this training had taken place before they received the books, and the training had been on teaching methods and not related to the content of the new books. Even the specialized teachers for the 6th and 7th year (ESS teachers), who were given one year of training, had not been given any training on the use of the books. In addition, there are no teacher guides, which could have made it easier for the teachers to use the books.

Moreover, some teachers explained that there are three different curriculums; PPO, CBA and APS, and no clear directives from national level have been given on which curriculum approach to use. One head master explained that during the last years there have been many changes. First the CBA was introduced to replace the PPO, but when the teachers became familiar with this approach the APS method was introduced. The exam system had also been changed to competency based exams, but this had been communicated to the schools only a month before the exams, and some of the teachers had never been trained on this approach. The head master summarized the current situation as “we are tired of changes and no clear guidelines, at the moment there is total confusion with regards to which curriculum and teaching approaches to be used”.

The lack of directives and guidelines has, in general, been described as a challenge with regards to the piloting of the reform. Some of the interviewees explained that they had heard about the reform either in meetings/workshops or on the radio in 2008, but since the crisis no clear directives have been provided. At DREN level it was pointed out that it had been politically challenging since

the government of 2009 had declared that they were against the reform, and the DREN was afraid to officially declare its support to the reform, and for example announce widely that the new books were available. However, at the CISCO as well as school level, they did not seem to find it challenging to declare that they are a reform CISCO or reform school, but it was rather the practical challenges such as lack of ESS teachers that were mentioned. With regards to the lack of distribution and use of the books it was also explained as a practical challenge of mobilizing parents from remote areas to collect the books (CISCO level) and lack of knowledge of how to use the books (school level).

People who remember to have been given information about the reform mainly explained that the discussion had been on the extension from five to seven years. One teacher had attended a workshop on the reform in 2008, and he explained there had also been discussion on the use of Malagasy as a language of instruction. However, when explaining this to parents they had not been happy since they tend to relate this to the “Malgachisation¹⁵”. According to this teacher, since they did not get any clear directives on changing the language of instruction, as well as no training in the use of Malagasy, no books in Malagasy and the exams continued to be in French¹⁶, the school did not change the language of instruction.

While as mentioned above there seem to be strong local support to the extension from 5 to 7 years at the local primary schools, interviews with parents might indicate that changing the language of instruction is not well understood. Based on the bad memories of the “malgachisation” parents tend to think that students will not learn French if Malagasy is used as the language of instruction. Knowledge of French and other foreign languages is looked upon as needed to be “intellectual” and to take part of the “modern world”. As one parent explained written documents, such as medical prescriptions, is in French. Moreover, the private schools, which in general is considered to be better than the public schools have not been piloting the reform. As an example the new textbooks are only distributed to the public schools and not the private schools.

Due to the historical as well as social context of Madagascar it does not seem to be likely that it is easy to change the language of instruction unless this is planned and implemented carefully from the national level. This need to include a thorough discussion with local communities on the reasons for using mother tongue education and what it means that French and English will be taught as foreign languages. Moreover, based on the situation in Antsohihy, it seems that implementing an education reform, which in addition to changing the language of instruction, includes the change of curriculum and teaching approaches need national support in order to be implemented in a coherent manner. Currently, national decisions, such as the replacement of the ESS teachers and the continuation of in-service training of teachers in French, can be seen as preventing the attainment of the objectives of the education reform.

Teacher networks/teacher training

In addition to the teacher training mentioned above which has been done as part of the reform, UNICEF has also supported the establishment of teacher training networks and Pedagogical

¹⁵ Period from 1972-1993 where Malagasy was used as the language of instruction. In 1993 French was introduced again as the language of instruction.

¹⁶ People gave different answers with regards to the language of the exams; some said it had to be done in French while others said the students could choose. It seems that this can be decided at district level.

Resource Centers in this region. According to the CISCO it was only in one ZAP where the teacher networks are functioning.

Among the four schools visited only one of the schools had a teacher network. This network was coordinated by the head master and one of the teachers who had been provided with short term training. The school also had a pedagogical resource center, but the center was not well equipped and some of the equipment, such as a DVD player, did not work anymore. According to the school staff they never received any support visits from the pedagogical advisers at the CISCO or the Chef Zap. In comparison, the pedagogical advisers in Marovoay at CISCO level seem to conduct school visits and provide support to the teacher networks. This might be a good model to follow as it might not be likely that capacity will be built through these networks when only limited support is provided to the coordinators at the school level.

In addition to the teacher networks the CRINFP explained that they organize teacher training where the main activity is training of teachers in French. This training is organized and financially supported by the Ministry of Education and not UNICEF. It seems that teachers from various grades are targeted, and the goal is for the teachers to learn how to use French as a language of instruction rather than to teach French as a foreign language. Even though this training might be useful it does not seem to be in line with the education reform where Malagasy should be the language of instruction for grade 1-5.

CPRS

According to the DREN all schools have been implementing the CPRS approach since 2008. This means that all schools are developing plans which are collected at CISCO and DREN level, and used as a basis for developing regional plans. At school level the plans are supposed to be developed as a joint effort between head masters, teachers, parents and students.

During our field visit there was a workshop to conduct a final evaluation of the CPRS in Antsohihy CISCO, where head masters and chef ZAPs met to evaluate achievements and plan for the next year. It was explained to us that there are 11 obligatory activities that schools need to implement, and the final evaluation is based on what the schools have been able to do with regards to their plans including these 11 obligatory activities.

At school level, it was clear that parents contributed to the development of their school. Some of the parents were familiar with the CPRS programme, while other parents might not know the concept, but they provided examples on activities where parents had supported the school development. It seems, however, that the plans are not developed through a participatory process, but it is rather the head master who informs the parents what needs to be done in the school. The parents would then make financial contributions, and in some cases contribute in kind with materials or manpower to construct additional classroom, school benches or other facilities of the school. In a few of the schools other components of the CPRS such as school mapping of excluded children and birth certificates were mentioned, but the majority of the examples where actual results could be provided were related to infrastructure.

Considering that the CPRS is a long term approach to improve the quality of education, it seems to be a good point of departure that parents and the local community seem to be engaged in the development of their local school. Moreover, the head masters, Chef Zaps and other officials seem

to have an understanding of the concept and the various components. In order to increase the participation as well as the understanding of the various components of the CPRS, it might, however, be necessary to make the planning process more participatory where not only the head master, but also parents, teachers and students are actively involved in planning and implementing the various components of the programme.

5.2. Case study – DREN Boeny, CISCO Marovoay

Introduction

During the End Review of the Norwegian Support to UNICEF's Education Programme in Madagascar, field visit for comparative studies of the quality education especially that related to the implementation of the Education Reform was conducted in DREN Boeny from 17 – 19 October. The CISCO of Marovoay was chosen as focal point since it is among the 20 CISCO where Education Reform has been piloted. Semi structured interview was carried out at the DREN level (Director and his Chef SEF), CISCO level: for Marovoay (Chef CISCO, Adjoint Programmation and Adjoint Administratif et Financier, Conseiller Pedagogique chargé de la formation continue des enseignants, Director of EPP Marovoay Centre and 2 Enseignants Semi Spécialisés (ESS) Teachers); for Mahajanga II (Chef CISCO) and the head of the CRINFP in Mahabibo Mahajanga. It is worth noting that the DREN Boeny has no direct strong support from the UNICEF. The choice of this DREN is the similarity it has with the DREN SOFIA that was the focal DREN for the End Review. The findings are presented in a SWOT analysis form.

I. STRENGTHS

1. Education Reform

Communication:

The Director of DREN Boeny, who is a living institution memory, as he has been a Director since 2004, was very knowledgeable about the Education Reform and showed strong commitment to informing, educating and communicating the content of the Reform to different groups wherever he was on missions in the districts, according to the following:

Form and duration

From the 12-year education duration as a whole: **5** in EPP (primary grades: CP1- CM2) – **4** in CEG(6è – 3è)-**3** in Lycée (2^{nde} - Terminale) to the one with the same duration of 12-year but different in form and content: **7-year** (primary grades: CP1- CM2,+ 6è_6è année_ & 5_7è année), **3-year** (CEG: 4è _8è année_, 3è_9è année_-, + 2^{nde} _10 année), and **2-year Lycée** (1ère _11 année_ and Terminale_ 12é année_). This shows that the duration is the same. The changes are in the form and content for each cycle as shown in the brackets with the old system and its equivalence in italics in the transformed education system which is the Education Reform.

Contents

With the same duration of education (12 years), the changes in contents are the following:

- The learners who finished the CEPE examination (end of grade 5 of primary cycle) will continue grades 6 and 7 at the EPP without moving away to CEG. This means, those

school children remain with their parents until they are about 13 or 14 years old. In other words, the “classes of 6^e and 5^e of the old system will be at the EPP level. The 10th grade (classe de 2nde) will be at the CEG level and the 11th and the 12th grade (1^{ère} & Terminale) will remain at the Lycée. *At the end of the 7th grade, should the learners choose to stop education for one reason or another, (s)he will be able to use in everyday life what have been learnt at school and will remain literate.*

- The French language will be learnt as a subject like any other subject and will be introduced gradually right at the 1st grade. It will be the language of instruction for scientific subjects from the 6th grade.
- English will be introduced as subject right at the 4th grade.
- Malagasy, that is, the combination of the mother tongue (local varieties of Malagasy) and the official Malagasy will be the language of instruction from grade 1 to 5. This means, the explanation during the learning process will be in mother tongues and the notes will be in official Malagasy.
- The learning at all cycles will be made relevant to the realities (context) of the region and neighbourhood so that it will be easier for the learners to relate the learning with their context. This is the beginning of a real transformation of the education. For this, there are changes in the curricula corresponding to the profiles of completion of learners at the end of each learning cycle.
- There will be three major areas of the curriculum: Social Science (Malagasy, French, English, and History), Science and technology (Mathematics, Natural Science + *Physics & Chemistry*) and Art (performing and physical education).
- Special teachers called “Enseignants Semi Spécialisés_ ESS_” will be trained to teach from the 6th and 7th grades and INSET will be provided for other teachers to upgrade and develop their competencies to meet the requirements of the transformation of the education.
- Additional classrooms will be built in the EPP where the Education Reform is implemented.
- It will be gradually implemented: in some pilot schools of 20 CISCO for the first year, 64 CISCO and all 114 CISCO.

The Implementation of the Education Reform:

Within the DREN Boeny, the CISCO of Marovoay was the pilot CISCO for the implementation of the Education Reform. For the pilot phase, nineteen (19) EPP called “Ecoles Mères” (Reform School) had been designated for the implementation of the Education Reform, after a survey that had been conducted. The idea was that some five (05) EPP will provide learners for each Ecole Mère. Communication to local authorities and parents were carried out from the last quarter of 2007 and continued in 2008, to dissipate the doubt shown in the parents’ mind by some political opponents of the Education Reform.

Eighteen Ecoles Mères benefited from the construction of additional classrooms. The nineteenth of them had to stop because of lack of infrastructures.

Initially, that is, at the beginning of the 2008-2009 academic year that corresponded also to the first year of the implementation of the Education Reform, sixty-four (64) ESS had been appointed to teach the 6th grade classes, in those 18 Ecoles Mères. The following academic year, the same number was forecast to be sent to teach the 7th graders. At present, the CISCO of Marovoay

reported to have only fifty-four (54) ESS. The additional 64 ESS were not sent there and 10 of the first cohort left the CISCO as they were appointed to work in other non Reform Schools. This change has created a big gap in the number of the ESS, and as a result, schools and FRAM has had to recruit FRAM teachers to close the gap. This recruitment of FRAM teachers has further increased the financial burden on parents.

The ESS in Marovoay have received support from the technicians of the “Direction des Curricula et des Intrants” (DCI) who are in charge of the design and the development of the new curricula and the text books that goes with them, at least twice a year.

Depending on the subject, learners are sent to do some investigation and observation in the community before the core class room learning. Stakeholders such as veterinary doctors, medical personnel and community leaders in the community contribute in this way to the teaching and learning process, as either they come to the classrooms or the learners come to them for surveys/queries. Additionally, at the end of the 7th grade, the learners present projects (collectively and individually) to relate their learning to the communities where they live. Community representatives (parents, local authorities) take part in the evaluation of the projects.

Curricula and textbooks were sent to the CISCO and Ecoles Mères collected them as soon as the information reached them. The review team interviewed two ESS teachers, who reported that on average, they use textbooks¹⁷ twice a week.

The community of pedagogical team in the CISCO of Marovoay managed to solve the transition problem from Ecole Mère to CEG, in that, the notion of Physics and Chemistry; and History and Geography as subjects have been given to the 7th graders.

Finally, the first cohort of the learners from the Ecoles Mères, who studied at the CEG sat for the BEPC official examination in August 2012 and the Chef CISCO Marovoay stressed that this largely contributed to the 43.33% of the success rate.

In-service Training of Teachers (INSET) in Teachers Network

In-service training of teachers has always been important for capacity building for teaching. It has become more important in Madagascar, as the majority of teachers of teachers are FRAM teachers who have not had any previous pre-service training. INSET in teachers' network is also a major component to improve education quality.

For the DREN Boeny, apart from the INSET provided by the CRINFP¹⁸ Mahabibo (Mahajanga) where limited number of teachers can be accommodated, each CISCO has organized INSET in teachers' networks. Apart from the meeting at the convenience of the teachers' network members, INTSET at teachers' networks are organized at the beginning of each quarter. A Teacher's network is under the coordination of two facilitators chosen among and by the teachers who are members of the network. The CISCO Mahajanga II has 09 functional networks, and Marovoay has two (02).

¹⁷ It has been reported that there are 3 series of textbooks for each subject per grade. A series correspond to the situations for a quarter. Nevertheless our interview with ESS showed that some of the series especially, those for the first quarter lack. Hence, it is has been very difficult for teachers to use the next series.

¹⁸ The INSET provided at the CRINFP is mainly on the « Mallette Pédagogique du Français » (Teaching French for primary schools).

In each of these CISCO, apart from the team local pedagogical coaches (Encadreurs Pédagogiques locaux), a pedagogical adviser (“Conseiller Pédagogique”) is responsible for ensuring the overarching coordination of the INSET at teachers’ networks. It is worth noting that the teachers’ networks receive very limited financial support.

II. WEAKNESSES

One of the obvious weaknesses of the implementation of the Education Reform is the political context in which quality education is sought. The declaration by the Minister of putting the education reform on hold in March 2009 and the appointment of ESS teachers to teach in non Reform CISCO and School have seriously jeopardized the pursuit of quality education through its Education Reform component.

III. OPPORTUNITY

The implementation of the reform is welcomed by parents, especially those that live in the rural areas as a system that respond to their needs and those of their children: relevance of the learning in the everyday life situations and security for the young children especially young girls. There has been an increasing demand of starting Ecoles Mères in many “Fokontany” (neighbourhoods).

The increased retention rate at the CISCO of Marovoay mainly due to the piloting of the Education Reform is an asset.

IV. THREAT

The appointment of ESS to teach at different schools, apart from those implementing the Education Reform is a real threat because: their training does not match with pedagogical approach used in the non reform schools and it seems as if it is a deliberate intention to blow off the Education Reform as there are not enough qualified teachers to teach at the Ecoles Mères.

Annex 6: Results matrix for the two programmes

Table 1: Ensuring the right to quality education

Results Planned	Indicators	Results Achieved
<p>1.1 By end 2008, an external Competency-based approach (CBA) progress evaluation report available, outlining key actions and strategies to strengthen capacity in the approach and consolidate CBA achievements in the development of the new curriculum</p>	<p>Evaluation report available</p>	<p>Target not achieved. This activity was planned for 2008 but was delayed due to MNE prioritisation. With UNICEF's support by mid-2009, the TOR for an external evaluation of the implementation of the CBA were developed and the process to seek an appropriate consultant started. Starting from 2009/2010, the activity was no longer relevant because of the crisis context: the MNE's decision on how to proceed with the curriculum and CBA approach was not clear. The activity therefore remained suspended, but the Situation Based Approach (APS) curriculum development continued in 20 CISCOS under the other Norway funded program.</p>
<p>1.2 By end 2008, a CBA end-of-primary exam (CEPE) piloted & documented to inform the revision of the exam in line with the implementation of the CBA, and</p> <p>By end of the school year 2008/2009 the CBA CEPE is in place in all CISCOS</p>	<p>CEPE exam revised in line with CBA</p> <p># of CISCOS using CBA CEPE exam</p>	<p>Target partially achieved: The CBA CEPE exam was in place in all CISCOS for the school year 2008-2009. 80.3% of students taking the exam, passed it, compared to 65.6% of students passing the non-competency based CEPE the year before. The results of the analysis of the exam results were available to the MNE and other national education stakeholders, feeding into reflections on further adjustments to improve the CEPE as a relevant measure of students' learning achievements. Starting from 2009/2010, the activity was no longer relevant because of the crisis context. The MNE's decision on how to proceed with the CEPE and CBA approach was not clear. The activity therefore was dropped (but curriculum development continued in 20 CISCOS under the other Norway funded program).</p>

Results Planned	Indicators	Results Achieved
<p>1.3 By end 2011, the capacity of at least 800 pedagogical support staff and 60 teacher trainers has been reinforced in the use of the CBA to improve student learning.</p> <p>At regional level the capacity of at least 15,000 teachers, 3,500 school directors and 303 Chefs ZAP has been reinforced.</p>	<p># of personnel trained</p> <p># of teachers with score of 50% or more on capacity index</p>	<p>Target partially achieved: During the 2008/2009 school year, 29,819 teachers (11,681 FRAM) benefited from training in 2,650 teacher training networks in 45 CISCOS. Of these 20,160 5th grade teachers were trained in the CBA CEPE exam. 244 CRINFP trainers and 24 private school trainers received professional development training with the support of UQAM. The data relevant to the number of Chefs ZAP among these CRINFP trainers was not disaggregated. The training of Directors was not possible due to the political crisis. The setback in the implementation of the new in-service teacher training strategy, caused by the crisis, limited the reach of teacher training to UNICEF's priority regions. This result is therefore addressed in Amendment Result 1 under 2.2 below(see also result 2.1). Starting from 2009/2010, the activity was no longer relevant because of the crisis context: The MNE's decision on how to proceed with the teacher training and CBA approach was not clear. The activity therefore was dropped.</p>
<p>1.4 By end 2011, CBA is integrated in the new curriculum.</p>	<p>CBA integrated in the new curriculum and in training modules</p>	<p>Target partially achieved: The EFA sector study recommended this consolidation and therefore provided the needed research base on which to move the agenda for consolidation forward within the planned end-2011 deadline. Starting from 2009/2010, the activity was no longer relevant because of the crisis context. The MNE's decision on how to proceed with the curriculum and CBA approach was not clear. The activity therefore was dropped.</p>
<p>2.1 By end 2008, the training modules have been completed and are being piloted in 50 teacher training networks, involving approximately 750-1000 teachers depending on the size of the networks.</p>	<p># of modules completed</p> <p># of networks</p> <p># of teachers</p>	<p>Target partially achieved: During the school year 2008/2009, networks were established in 45 districts. 4 modules were completed and made available to the first cohort of 29,819 teachers trained in 2,650 teacher networks. Starting from 2009/2010, there was a lack of clarity from the MNE on the way forward with the in-service teacher training strategy. In general, teacher training under the new leadership of the MNE lacked coherence and priorities</p>

Results Planned	Indicators	Results Achieved
		shifted from the FRAM teachers to the training of new teachers within the traditional system, reaching only 2,800 teachers in 2009/2010. The modules are available and have been in use by several networks and hundreds of teachers, although the exact number remains unknown as the MNE credit evaluation mechanism is inoperational. However these teachers have not received the "credits" to upgrade their professional status. And there is no systematic strategy on the part of MNE to reinforce such a system of professional development.
2.2 By end 2011, the in-service training programme is extended to cover all (approximately 30,600) FRAM teachers in accordance with the EFA Plan, and the professional profiles of 29,000 formal and 30,600 FRAM teachers are upgraded.	# of networks established # of teachers upgraded	Target mostly achieved: 1,400 network facilitators representing 22 regions and 79 CISCOs trained; 834 networks in proximity to 134 CRPs mobilized in 22 regions. Still no agreement has been reached on how to upgrade professional profiles of teachers, but there is national symposium on teacher professional development planned for June/July 2012, funded by the new joint programme.
<i>Amendment Result 1:</i> At least one thousand teachers cater their teaching to the learning needs of children	# teachers upgraded	Target mostly achieved: The capacities of 827 teachers were strengthened to improve their teaching approaches as a result of training; 56 ZAP and 8 CISCO pedagogical staff in the districts Farafangana, Vangaindrano (Atsimo Atsinanana), Ambilobe and Ambanja (Diana), Besalampy (Melaky), Mandritsara, Antsohihy (Sofia) and Fénérive Est (Analanjirifo) were also trained.
3.1 By end 2008 a national framework for inclusive education is validated and communicated to all levels of the education system	National framework available # DREN, CISCO, ZAP & schools having an inclusive education guide	Target partially achieved: The framework for inclusive education is in place and strengthened by developing the capacity of MNE, ENS staff and by supporting Inclusive Education steering and technical committees as well as the experience sharing e-group. 2 DREN, 3 CISCO, 26 ZAP and 258 schools have inclusive planning guide. 2 DREN, 2 CISCO, 4 ZAP and 62 schools have inclusive pedagogy modules.

Results Planned	Indicators	Results Achieved
3.2 By end 2008, differentiated pedagogy is integrated into the in-service teacher training modules	Differentiated pedagogy integrated into in-service training modules and trainings	Target achieved: Differentiated pedagogy is integrated into the in-service teacher training modules. 7 modules on inclusive pedagogy (6 about differentiation and 1 about introduction of inclusion of children with disabilities) were developed in collaboration with MNE and validated by other actors in September 2011. Development/adjustment of the rest of the modules on inclusion of children with disabilities is still in progress.
3.3 By end 2009 eight pilot inclusive education pedagogical zones (four by end 2008) are functioning, with support from special education itinerant teachers, and ensuring access to primary education for children with disabilities, children with learning difficulties and other at-risk groups	# of pilot schools # of children with difficulties integrated	Target partially achieved: 46 network facilitators, 297 teachers and 20 MNE officers trained on inclusive pedagogy(differentiation) in 4 pedagogical zones in Antsirabe I and Antsiranana II,234 principals, 693 Community Members and 54 MNE officers in 22 pedagogical zones in Antsirabe I and Antsirabe II trained in Inclusive CPRS and Action Plan created by 216pilot schools The number of children with difficulties who have beenintegrated is not yet available.
3.4 By end 2010 pilot experiences have been documented and fed into an updated national framework with clear roles and responsibilities for centralized and decentralized levels of the system	Updated national framework available and communicated	Target partially achieved: Through the 'inclusive CPRS', a bottom-up approach to promoting clear roles and responsibilities for inclusive education is in place to develop experiences for documentation.Development of a documentary film about excluded children is in progress
4.1 CISCOs and schools piloting the Educational Reform are well informed of the reform implementation process; CISCOs and schools not involved in the piloting have a clear notion of when and how they will be involved	# of CISCOs able to reply correctly to 75% of survey questions on the reform	Target partially achieved: All 7 th grade students in at least 2 schools per CISCO presented their 7 th -grade mini-projects in 20 reform districts. There is increased awareness on the part of parents, communities and local authorities though participation in school 7 th grade graduation celebrations. Authorities in reform CISCOs received clear information on their roles and responsibilities, but non-reform CISCOs were not directly involved.

Results Planned	Indicators	Results Achieved
<p>4.2 By end 2010, 111 CISCOS and 22 DRENs have easy access to information and a full understanding of the EFA Plan and their respective roles and responsibilities in its implementation;</p> <p>By end 2011, MNE is able to communicate to the Malagasy public key results of the educational reform and its progression.</p>	<p># CISCOS</p> <p># DREN able to reply correctly to 75% of survey questions on the reform</p> <p># and quality of communication tools prepared and distributed by MNE</p>	<p>Target partially achieved: MNE (all Divisions), 4 DRENs and 6 CISCOS exchanged information relative to EFA, their roles and responsibilities during on-site interviews and exchanges as part of Alternative Joint Review. More than 100,000 newspapers were distributed at decentralized levels to inform the actors of education on the situation of EFA in Madagascar. 30 radio journalists were trained on how to talk about EFA topics. A partnership with 30 local radio stations is now being established to provide a medium of discussions with decentralised stakeholder's through radio of their understanding of EFA objectives.</p>
<p>5.1 By the end of each programme year, the four selected regions have well-developed Annual Plans in place for the following year, taking into account local realities and national priorities for access and quality</p>	<p># of targeted DREN and CISCO with Annual Plans reflecting local needs</p>	<p>Target not achieved: In 2008 except in Melaky, performance plans were in place in the supported DRENs and CISCOS. The activity was then dropped as direct support to DRENs and CISCOS was not possible because of the political crisis.</p>
<p>5.2 Specific capacity building goals are set and met for the implicated DRENs and CISCOS by year</p>	<p># of capacity goals met by DREN/CISCO</p>	<p>Target not achieved: Activity suspended because of the political context</p>
<p>5.3 According to local needs and vulnerabilities, pilot experiences are developed to ensure that excluded groups of children are integrated in schools, and schools and teachers are capacitated to meet their educational needs.</p>	<p># of out-of-school children integrated in schools</p>	<p>Target achieved: 3,454 schools in Atsimo Atsinanana, Diana, Melaky and Sofia region developed "Excluded Children Maps". 46,587 excluded girls and 47,960 excluded boys were identified through this tool by pupils in 2011. School improvement Plans with particular attention to excluded children were developed and have been implemented by schools and 35,873 excluded children (17,924 girls and 17,949 boys) were integrated into schools in the framework of the CPRS.</p>
<p><i>Amendment Result 3:</i></p> <p>The CPRS in 300 schools include an action plan for inclusion</p>	<p># of schools with an action plan for inclusion</p>	<p>Target achieved: 2,987 schools have developed a CPRS including an action plan for inclusion (during the implementation of the strategy all schools in the target area were involved, instead of only 300). 4,559 out-of-school children have returned to school in three regions (out of the 19,497 identified). The data for the Sofia region is not yet available about the number of children reinserted.</p>

Results Planned	Indicators	Results Achieved
<p><i>Amendment Result 4:</i> 10% of children in 300 schools identified as vulnerable are assigned a big brother or sister</p>	<p>% of children identified as vulnerable, having a big brother or sister assigned</p>	<p>Target achieved:4,169 girls (100% of those identified as vulnerable) in 323 schools have big sisters</p>
<p>5.4 By end 2011, all public primary schools in the target regions implement the CPRS content, and the contract programmes have established links with local health and nutrition centres where these exist.</p>	<p>% of schools in the four targeted regions implementing activities included in CPRS # of schools ensuring cross-sectoral links in relation to CPRS</p>	<p>Target mostly achieved: 3,537 heads of schools were trained in CPRS in 4 regions, representing: 98.9% in Atsimo Atsinanana; 79.3% in Diana; 79.9% in Melaky; 93.3% in Sofia. 3,121 CPRS action plans out of 3537 were implemented (about 88%). 3,121 schools ensured cross-sectoral links (health and nutrition) in relation to CPRS</p>
<p><i>Amendment Result 2:</i> Establishment of CPRS in 1350 schools</p>	<p># of schools with established CPRS</p>	<p>Target achieved:3,818 people (Heads of school, chief ZAP) have been trained in CPRS with the new approach. Action plans were developed with 11 mandatory activities including : Health visits for children, school garden or school canteen, inclusion (mapping of excluded children), protection against violence, birth registration, WASH, creation of different clubs. 3,121 schools established the CPRS (compared to 1,350 planned), 2,929 school action plans were developed and 579 plans were retained for support from UNICEF. 481,355 children benefited from the implementation of CPRS. A strategy is in place for the distribution of Local Catalytic Fund (LCF) to schools with CPRS action plans. In 2011, in accordance with the standardization of MNELCF allowance, each primary school that developed CPRS action plans received LCF according to the size of the school.</p>
<p><i>Amendment result 5:</i> CPRS in 300 schools include school management plans</p>	<p># of schools having CPRS including school management plans</p>	<p>Target partly achieved: The training for 943 heads of school and 1,333 key members of FAF/FRAM in "School management" took place only at the end of the school 2010/2011 year. The number of schools having a management plan is not yet available.</p>

Results Planned	Indicators	Results Achieved
<i>Amendment result 6:</i> Children in 300 schools have child friendly learning environments	# of schools where children have child friendly learning environments	Target partly achieved: 253 classrooms were rehabilitated /reconstructed in 131 schools between September 2010 and March 2011. 26,894 children are now learning in child friendly classrooms.
<i>Amendment result 7:</i> Children in 300 schools have access to library books, classroom kits and recreation kits	# of schools where children have access to library books, classroom kits and recreation kits	Target achieved: 71,372 children in 300 schools have access to appropriate, child friendly learning materials
<i>Amendment result 8:</i> 300 schools have a 50:1 ratio of students per latrines that meet basic quality standards	# schools having a 50:1 ratio of students per latrines	Target partly achieved: 26,894 students have access to latrines of acceptable standard in the 131 schools with a ratio of 50:1 students to latrine
<i>Amendment result 9:</i> Children in 300 schools have access to potable water	# of schools where children have access to potable water	Target partly achieved: 187 schools have access to drinking water Constructions realized with the collaboration of 06 local NGOs
<i>Amendment result 10:</i> Teachers and students in 300 schools trained in WASH	# of schools where teachers and students are trained in WASH	Target partly achieved: 187 schools communities trained in WASH in school.
<i>Amendment result 11:</i> School canteens established, equipped and managed by parents and students in 300 schools	# of schools where school canteens are established, equipped and managed by parents and students	Target partially achieved: 1,639 schools include in their CPRS action plans school gardens or school canteens, according to school needs and availability of local resources. The number of schools with functional canteens are not yet available.
<i>Amendment result 12:</i> 10,000 children in 300 schools at risk of dropping out because of financial difficulties remain in school	# children at risk of dropping out because of financial difficulties who remain in school	Target achieved: Kits for an additional 53,350 vulnerable children in 300 schools were distributed
<i>Amendment result 13:</i> 300 schools' CPRS include child protection measures	# schools' CPRS including child protection measures	Target achieved: 1,207 schools include in their CPRS action plans child protection measures, with the setting up of a Child Protection Committee including the representative of stakeholders in CPRS process.
<i>Amendment result 14:</i> 100 CPRS action plans support the	# CPRS action plans supporting	Target achieved: 1,604 CPRS action plans (58 CPRS Plans for Melaky, 471

Results Planned	Indicators	Results Achieved
preparation of birth registration documents	the preparation of birth registration documents	for DIANA, 393 for Sofia and 682 for Atsimo Atsinanana) include birth registration measures.

Table 2: Minimizing the impact of the political crisis

Activities Planned	Results Planned	Activities Undertaken	Results Achieved
Teacher training for the new curriculum in 20 pilot CISCOS: This will involve the preparation and implementation of training workshops with the assistance of a reform training team, and follow-up training throughout the school year	2,714 ESS teachers updated in 6 th grade curriculum and trained for 7 th grade curriculum	Training of local teacher trainers (not included in the proposal)	Target achieved: 816 local teacher trainers trained to ensure further training (for all levels)
		ESS teacher training in new curriculum	Target mostly achieved: 2,467 ESS (6 th and 7 th grade) teachers trained out of the target of 2,714.
	6,600 1 st grade teachers upgraded for 1 st grade curriculum	This activity could not be prioritised because of the urgency in training teachers who had not been trained	Target not achieved
	12,500 2 nd and 3 rd grade teachers trained in new curriculum	Training of 2 nd grade teachers in the new curriculum. Training of 3 rd grade teachers in the new curriculum	Target achieved: 5,671 second grade teachers trained. 7,512 public and private 3 rd grade teacher trained - a total of 13,183 2 nd and 3 rd grade teachers trained in new curriculum
	300 teachers from private colleges upgraded for 6 th grade curriculum	Teacher training workshops included teachers from private (church-affiliated) schools.	Target mostly achieved: 709 private school teachers trained for 6 th and 7 th grade Curriculum.
	520 teachers from private colleges upgraded for 7 th grade curriculum		
Teacher training (continued)	<p>Training supplies for teacher networks in the 20 pilot CISCOS: 2 kits for each of the 373 pedagogical zones (ZAP), for a total of 750 kits.</p> <p>Classroom school supply kits: 2 kits for each of the 1,244 reform sections, for a total of 2,500 classroom kits.</p> <p>Teaching kits for</p>	<p>Pedagogical materials/supplies distributed to teachers and schools</p>	<p>Target partially achieved: Teachers and classrooms still received training supplies, but in smaller numbers due to cost of materials and their distribution.</p> <p>400 teacher network training supply kits distributed to 20 reform CISCOS (20 kits per CISCO for networks of 10-30 teachers – strategy adjusted)</p>

Activities Planned	Results Planned	Activities Undertaken	Results Achieved
	teachers: one each for approximately 2,650 teachers involved in the reform.		<p>based on actual number and zones of functioning teacher networks) out of a target of 750 kits.</p> <p>No classroom school supply kits were provided.</p> <p>Since teachers already received support materials through their networks, it was decided to strengthen the capacity of trainers by giving them kits. Thus 495 training supply kits were distributed to local trainers in 20 reform CISCOS.</p>
	Appropriate evaluation tool of student achievement based on new curriculum; national committee for monitoring of student evaluations in reform CISCOS,	<p>Coordination of 4 workshops conducted with international evaluation expert for 20 MNE national evaluation committee members.</p> <p>Analysis of results of 7th grade student evaluation in a sample of 6 CISCOS; National symposium on the implementation of activities related to retention and improvement of education for 7th grade students in 20 districts.</p>	<p>Target achieved: National exam in 7 subjects developed and created by national evaluation committee and piloted in 6 target CISCOS. 260 teachers in 6 pilot districts trained in evaluating student performance based on new curriculum (2,100 students evaluated).</p>
Strengthening ENS: Secondment of an international pedagogical expert to ENS, material support to ENS, study visits	<p>ENS has developed a curriculum research plan and at least 10 staff have the capacity to carry out curriculum research</p> <p>At least 3 research reports (one per domain) developed</p>	<p>International consultant supported ENS and MNE curriculum development teams.</p> <p>ENS was supported to conduct 2 research projects and use new data analysis software. Computer and office materials to support ENS work in pedagogical development were purchased and installed and training in use of new data analysis software (Sphinx) was conducted (reports are available)</p>	<p>Target mostly achieved : 2 research reports produced by a total of 10 ENS researchers (in 2 teams): 1) Teachers' professional development and perception of the Reform; 2) Status of pedagogical practices of the primary school teachers. No curriculum research plan was finalized due to conflict with MEN and ENS</p>
Development and printing of school	1,111,000 fascicules printed for grade 1 and 6	Reprinting and distribution of 1 st , 2 nd ,	Target achieved: 1,391,000 copies of 1 st

Activities Planned	Results Planned	Activities Undertaken	Results Achieved
manuals for the new curriculum	(those not completed in 2008). Additional reproduction and distribution of curricular materials to achieve a 1:1 ratio of books to student (amendment per Aug 2010 report)	6 th and 7 th grade manuals	and 6 th grade manuals printed and distributed. Additional reproduction and distribution of 758,600 1 st , 2 nd , 6 th and 7 th grade manuals was carried out for all 20 CISCOS. 582,600 grade 1 and 6 manuals which were printed in 2008 were also distributed. However, whilst considerable progress was made, the ratio of 1:1 books to students was not fully achieved.
	1,687,500 fascicules edited and printed for grade 2, 3 and 7	Conception and development of manuals 1, 2, 3, for 2 nd and 7 th grades and the organisation of testing at 4 different school sites. Distribution of four 7 th grade subjects and two 2 nd grade subjects. Supervision of printing and distribution of 3 rd grade manuals. Support to evaluation of manual availability and use. Purchase of 2,652 metallic storage cupboards for storage and protection of school manuals in 20 CISCOS	Target achieved: - 1,527,995 2 nd and 7 th grade manuals distributed - four 7 th grade subjects manuals and two 2 nd grade subjects manuals are currently at the printers (158,000 for grade 2 and 202,900 for grade 7) - 687,000 3 rd grade manuals printed and in distribution phase Total is therefore 2,575,895 fascicules out of the target 1,687,500
	750,000 fascicules edited and printed for grade 4 and 5	Support to conception, development, validation and printing of 4 th grade manuals. Support to finalizing terms of reference for 5 th grade manual. 443,820 4 th grade manuals printed and distributed; 371,700 5 th grade manuals developed and distributed	Target achieved: 443,820 4 th grade manuals printed and distributed 371,700 5 th grade manuals printed and distributed Total of 815,520 fascicules out of a target of 750,000
Development of teacher training module in Malagasy as Language of Instruction (LOI)	Module developed, printed and used in teacher training	Terms of reference developed and international consultant recruited (Carol Benson) to support	Target not achieved: This was not achieved due to challenges in negotiating

Activities Planned	Results Planned	Activities Undertaken	Results Achieved
		Malagasy teacher training module.	collaboration between partners and assuring technical quality of the project . Activity was continued in 2012 through the work of a consultant and with new activities funded by the follow-on project, but it is currently suspended since MEN has indicated mother-tongue instruction is not a priority at the moment.
Teacher training in Anosy, Androy and Ampanihy: In view of the particular vulnerability of these districts, strengthen teacher training networks for training of FRAM and other teachers.	300 networks functioning	Training 10 local trainers in each of 8 districts to provide literacy training to support the functioning of 138 networks in the regions of Anosy and Androy, and the district of Ampanihy(the number of functioning networks has been adjusted from 300 basedon CISCO reporting of functioning networks)	Target partially achieved: 7 national trainers trained in active reading methods; 73 local trainers trained in active reading methods; All 8 CISCOs report providing training to all CP1 And CP2 teachers in 138 networks. But because246 networks were reported as functioning by the end of 2011, the target is only partially achieved. Support will continue for the networks but under new program.
	4,500 teachers trained	Training of 1 st and 2 nd grade teachers in Androy and Anosy and regions and Ampanihy district	Target partially achieved: Because of the high dropout rates in first and second grade in the targeted districts, the decision was made to focus on 1 st and 2 nd grade teachers. The total number of teachers is therefore reduced. 3,464 teachers in Androy and Anosy regions and Ampanihy districtwere trained.
EFA Mapping: Organisation of various studies on the state of implementation of the EFA strategies	Comprehensive perspective of the sector development so far used as a base for further policy development by MNE	Four international and two national consultants conducted a comprehensive evaluation of the state of implementation of the endorsed EFA Plan. Consultations were held with the MNE and	Target achieved: Endorsed EFA Plan 2010-12.Joint Review of EFA Progress June 2011. Report of status of teachers and teaching completed with recommendation for future policy development.

Activities Planned	Results Planned	Activities Undertaken	Results Achieved
		<p>partners to agree on the adjusted plan. The adjusted implementation plan was submitted to the Fast Track Initiative Secretariat in July 2009.</p> <p>UNICEF co-lead partners in 8th Joint Review of EFA Progress and coordinates FTI report and recommendations. Coordination and supervision study by International consultant with multi-institutional national support team on state of teaching and teachers as follow up to recommendations of adjusted sector development plan. Report of teachers and teaching practices completed by international consultant and national team and results shared with MEN and other technical partners</p>	
School kits for children (additional activity added in the last quarter of 2011)	All children in Grade 1 in 10 vulnerable regions All children in Grade 2 in all regions	Procurement of chalk board and chalk for Grade 1 children, notebook and pens for Grade 2	<p>Target achieved: 533,921 children in Grade 1 in 10 vulnerable regions received chalkboards and chalk</p> <p>856,283 children in Grade 2 in all regions received a notebook and pen</p>