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## **Annex 1: Mission participants**

### Agence Française de Développement

Jacques Marchand  
Danielle Rabenirina  
Emmanuel Fourmann

### Ambassade de France

Etienne Rabate

### World Bank

Patrick Ramanantoanina  
Sajitha Bashir  
Stefano Paternostro

### African Development Bank

John Andrianarisata  
Bruno BOEDTS

### International Labor Organization

Hervé Bonnet

### European Union

Monica Pambianco

### Japan International Cooperation Agency

Togawa Toru  
Kushida Mami  
Rasolonjatovo Hary

### Embassy of Norway

Lillian Wikstrom  
Dagny Mjos  
Tove Kvil  
Vibeke Thue

### World Food Program

Gianluca Ferrera  
Soava Rakotoarisoa  
Maria Olansa

### United States Agency for International Development

Norma Evans  
Roland Ramamonjisoa

### UNICEF

Margarita Focas Licht  
Noro Rakoto-Joseph  
Diane Coury

### United Nation Development Program

Corneille Agossou  
Louissette Ranorovololona  
Hasina Ramarson

### International Consultants

Dr. Terri Kelly – Participated in the mission  
Dr Fay King Chung – Desk study

## Annex 2: Agenda for appraisal meetings

Date/time	THEMES	PARTICIPANTS
<b>Tuesday 5 February</b>		
09h – 09h 15 mn	Welcome by the Minister of Education	Minister of Education
09h 15mn – 09h45mn	Presentation by the Ministry on the sector development as a whole, including perspectives for post primary	MENRS MFB (SG/DGDP) MECI PRIMATURE PRESIDENCE (SG MAP) MDAT
09h45mn – 10h	Interventions by the Ministry of Finance on micro-economic aggregates	IDEM
10h – 11h	Discussion	IDEM
11h– 12h 30mn	Discussion on the content of the Sector Policy Letter	
12h30mn – 13h30mn	Lunch Break	
13h30mn – 14h	The consultation process and communication with internal and external stakeholders	MENRS MFB (SG/DGDP) MECI PRIMATURE PRESIDENCE (SG MAP) MDAT
14h– 15h	Discussion	
15h – 16h	Perspectives on decentralization	MENRS MFB (SG/DGDP) MECI PRIMATURE PRESIDENCE (SG MAP) MDAT
<b>Wednesday 6 February</b>		
09h – 10h	Access and Retention (supply, demand, vulnerable zones)	MENRS MFB (SG/DGDP) MECI PRIMATURE PRESIDENCE (SG MAP) MDAT

<b>Date/time</b>	<b>THEMES</b>	<b>PARTICIPANTS</b>
10h – 11h	Quality : Curriculum and Training	IDEM
11h – 12h	Discussion	
12h – 13h	Lunch Break	
13h – 14h	Medium term operational plans and budget for Junior Secondary Reforms and innovations (open schools, colleges of excellence)	MENRS MFB (SG/DGDP) MECI PRIMATURE PRESIDENCE (SG MAP) MDAT
14h – 15h	Medium term operational plans and budget for Junior Secondary Public-Private partnership	IDEM
15h – 15h15mn	PAUSE	
15h 15mn – 16h 30mn	Discussion	
<b>Thursday 7 February</b>		
09h – 10h	Reinforcement of financial management, distribution and public procurement	MENRS MFB (SG/DGDP) MECIE PRIMATURE PRESIDENCE (SG MAP)
10h – 11h	Discussion	
11h - 12h	Reinforcement of human resource management	MENRS MFB (SG/DGDP) MECI PRIMATURE PRESIDENCE (SG MAP)
12h– 13h	Discussion	
13h– 14h	Lunch Break	
14h– 14h30mn	Reinforcement of capacities at regional education directions and school districts	MENRS MFB (SG/DGDP) MECIE PRIMATURE PRESIDENCE (SG MAP)

<b>Date/time</b>	<b>THEMES</b>	<b>PARTICIPANTS</b>
14h30mn – 15h	Utilisation of additional funds	MENRS MFB (SG/DGDP) MECIE PRIMATURE PRESIDENCE (SG MAP)
15h – 16h	Discussion	
16h – 16h15mn	PAUSE	
16h15mn – 16h45mn	Presentation by the World Bank : Evaluation reports on procurement and financial management in the education sector	MENRS MFB (SG/DGDP) MECIE PRIMATURE PRESIDENCE (SG MAP)
16h45mn – 17h45mn	Discussion	
<b>Friday 8 February</b>		
09h – 10h	Management of EFA Programme Presentation of the MENRS organizational structure: Roles and Responsibilities of departments, piloting committee, UAT Roles and support to decentralized levels in the implementation of the Plan	MENRS MFB (SG/DGDP) MECIE PRIMATURE PRESIDENCE (SG MAP)
10h – 11h	Discussion	
11h 00– 11h 30mn	Monitoring and Evaluation (Indicators, methodology, internal procedures)	MENRS MFB (SG/DGDP) MECIE PRIMATURE PRESIDENCE (SG MAP)
11h 30mn– 12h30mn	Discussion	
12h30mn– 13h30mn	Lunch Break	
13h30mn– 14h 30mn	Partner coordination and harmonization : Improvement of the joint reviews	By the Minister of Education

<b>Date/time</b>	<b>THEMES</b>	<b>PARTICIPANTS</b>
14h 30mn– 15h30mn	Discussion	
15h30mn – 16h00	Closing	By the Minister of Education

## Annex 3

### 2005 Endorsement Report Comments Reflected in the 2007 EFA Plan (and during the Appraisal Mission)

2005 Endorsement Report	2007 EFA Plan
<p><i>MoE is currently in the process of revising strategies regarding other sub-sectors of education but has not submitted a revised sectoral plan.</i></p>	<p>In 2007 MENRS assumed responsibility for Early Childhood Care and Development, and for adult literacy. Strategies for these sub-sectors have been developed, were shared during the 2008 Appraisal Mission, and form part of the Plan. Building on previous sector-wide planning, MENRS is now on a positive trajectory in respect of planning for the entire sector. Strategies for Higher Secondary education, for technical education, and for Higher Education are also being developed and the firm intention is to serve and support all sub-sectors, through a restructured MENRS. The EFA Plan prioritises basic education, but the concept of working sector-wide is fully embraced.</p>
<p><i>Various aspects concerning the implementation mechanisms, the management structure and processes to accelerate progress towards universal primary completion need further elaboration.</i></p>	<p>MENRS has reorganised management structures (see * below). Objectives are related to targets, which have been made clearer, set within a timeframe and are comprehensive and relevant. Above all, the Plan strongly prioritises improving quality - although it also aims to improve efficiency and increase access and retention as a means to achieving UPE completion.</p>
<p><i>In the implementation phase, further detailing is required of plans for in-service teacher training, to face insufficiency of trainers and to ensure the scale up of the Competency-based Approach and methodological improvements to face large groups of students and multi grade classrooms.</i></p>	<p>The new Plan includes details for improving pre-service and in-service teacher training (including peer-based networks and, potentially, distance learning) and proposals for upgrading the capacity of national and regional institutions for teacher training. Training in Multi-grade teaching skills has been attempted but the Plan suggests this has not been effective and is to be revised</p>
<p><i>On defining policies on teaching languages, there is a strong recommendation to continue the evaluation of teachers' aptitude in official Malagasy and French languages</i></p>	<p>A competence examination conducted in 2006, revealed that only 1% of primary teachers were found able to teach in French. The policy now is that Malagasy will be the language of instruction (LOI) for grades 1-5. French will be taught as a second language in Grades 1-5 and gradually as a partial LOI in selected courses in Grades 6 and 7. Madagascar's new constitution makes English an official language alongside Malagasy and French because of the increased importance of English in the economy. Where possible, English will be introduced in the fourth year of primary education and will be reinforced in Grades 6 and 7.</p>
<p><i>Measuring educational quality is a complex issue that implies identifying baselines and achievable standards.... There is a recognized need for technical assistance to establish the baseline and to determine realistic indicators as well as for defining mechanisms for quality assurance.</i></p>	<p>Ch 5 of the Plan points out that some "measures of the quality [of junior secondary education] are presently imprecise." However, Ch.3 of the Plan draws on some international standards (and makes regional comparisons). in respect of assessing learning achievements, curriculum and hours of instruction. It also states MENRS' plans to set up a national system of periodic educational evaluation ("the establishment of the indicators of reference will be initiated when the new curriculum is introduced into 3 and 5<sup>th</sup> years") and to take part in international evaluations in the long term.</p>

2005 Endorsement Report	2007 EFA Plan
<p><i>How to monitor effectiveness of interventions .... the effectiveness of interventions should be evaluated by their impact on learning outputs. ... there is a need to develop additional criteria and tools to compare results from the different components of EFA Plan. Donors also recommended to empower a critical mass of MoE officers to follow up the effectiveness of interventions at different levels.</i></p>	<p>The reforms in primary and JSE include Cisco and school-based planning, management and monitoring for quality improvement in both public and private junior secondary schools. Capacity for this is being built at all levels of the system. However, although a database for monitoring learning outputs from the introduction of the Competency Based Approach is being built, a baseline has not yet been established. The work on assessing learning outcomes, on setting standards and establishing indicators will create the necessary framework for monitoring learning outputs but it will require particular follow-up and support. To help build capacity across the system, Ch.4 shows that MENRS intends to progressively expand the Support to the Management of Education to Madagascar (AGEMAD) approach.</p>
<p><i>It is recommended that the government develop a more detailed operational plan outlining the authority, functions and activities of this structure, its links with the existing structures at central, regional and lower levels, the flow of funds and other related matters.</i></p>	<p>*Ch. 6 shows that MENRS has designed work-plans (delineating areas of responsibility and expected key results related to the Plan’s objectives) at each level and in each operational area of the service. It has established systems for supporting the further development and the management of the Plan (headed by the D-G EFA), including establishing a technical unit, creating a special account for EFA Plan finances and making the annual budget the operational means of harmonising funds. An EFA Implementation Plan is to be completed by October 2008.</p>
<p><i>Donors support the MoE on its option to decentralise construction activities. ... The MoE is committed to reinforce the role of communes as implementers of school constructions through feeding into communal and regional funds.</i></p> <p><i>On building classrooms, donors recommended to set technical standards and costs on school construction considering geographical specificities.</i></p>	<p>Ch. 3 shows how a community-based approach to construction, recommended by a MENRS cost-effectiveness review, will be gradually introduced beginning in 2007/2008. 90% of classroom construction and rehabilitation, by 2009/20010, will be managed this way. Delegated administrative management of construction will decrease from 744 classrooms in 2007-2008 to 300 in 2009-2010 as current contractual obligations under this method are fulfilled. Ambitious targets for extra classrooms have been set and criteria have been devised for selecting sites where these are most needed. Technical standards and unit costs for schools and classrooms have been set and promulgated..</p>
<p><i>Donors recommended the immediate establishment of minimum profiles, procedures and mechanisms to ensure decentralized, timely and appropriate recruitment and payment for 7,500 additional community teachers. In the medium term there is also a need to develop a holistic approach that must include contractual conditions, training and professionalization, follow-up, incentives to good practices, and a specific statute for non civil servant teachers, following open and transparent management procedures.</i></p> <p><i>The donors recommend i) elaborating a multiannual plan for trainers and teachers ii) optimal use of CRINFP (initial training, continual training of trainers, census of possible partnerships to accelerate continual training) iii) implement distance training for language competence in line with the new linguistic policy chosen.</i></p>	<p>As at 2005-2006, about 29,000 of the total of 57,000 public primary school teachers are low-cost ‘community teachers’ (FRAMs) without civil service status, recruited through parents’ associations. The Plan shows that career paths and pay schemes linked to certification are meant to be defined by 2008, and a study is also to be undertaken to assess teacher education needs and current training capacity, to evaluate the cost-effectiveness of alternative designs for in-service and pre-service training and education, to assess the impact of a younger teaching force on the salary budget and to propose strategies for building capacity for teacher training in CISCOS, teacher education institutions and Colleges of Excellence. Meanwhile, networks at local levels – a quality circle approach – have been created for peer-based teacher support. Piloting of the use of open and distance learning training approaches is underway.</p>

<b>2005 Endorsement Report</b>	<b>2007 EFA Plan</b>
<p><i>It is necessary to guarantee that the education sector's current share of total spending is maintained for the current and coming years. Donors suggested putting in place negotiations with the Ministry of Finance to secure the budget.</i></p>	<p>The Plan shows that primary education has received most of the increases in public education finance over the past five years. Madagascar increased public financing for education from 2.0-2.5 percent of GDP in 1996-2000 to 3.4 percent in the period 2003-2006; the projected share of GDP for 2007 is 3.8 percent. With public debt excluded, more than 28% of the 2006 national budget was devoted to the recurrent costs of education. Primary education's share of budget expenditures on education increased from 38 percent in 2002 to 59 percent in 2006. The Appraisal Mission heard repeated commitments by the Minister to the continuing maintenance of this share of the budget. (The ex Minister of Education is now Minister of Finance and vice versa.)</p>
<p><i>Donors recommended diffusion and validation of the new EFA Plan within the public sector, civil society and communities, because it implies increased responsibilities for all the stakeholders.</i></p>	<p>A national consultation exercise was conducted during 2006. A communications strategy is being drawn up and the Appraisal Mission heard that further consultation is planned in 2008. The Plan (probably a synopsis) will be translated into Malagasy for dissemination purposes.</p>
<p><i>In the short term, it is recommended the Government also continue work on establishing strategies to deal with HIV, gender, the environment. The HRM and decentralisation plans should be developed further ....</i></p>	<p>The Plan states that there will be links with national strategies for addressing HIV and AIDS (not a high risk phenomenon in Madagascar). Gender and the environment are particularly referred to in Ch.3 of the Plan. There is approximate gender parity in enrolment, and the disadvantaged situation of girls, in respect of retention and progression is acknowledged. Decentralisation strategy is being developed and some reforms are underway in pilot CISCOS and DRENS.</p>

## Annex 4

**Table 4.1 (for Step 1)**  
**Catalogue of Main Documents for the Technical Appraisal**

Document	Date of draft/ Base Year data	Authorship/ sponsorship	Document Length
Education Sector Plan 10-year strategic directions for whole sector 3-year implementation action plan	December 2007 / 2005-2006	MENRS	217 pages
Education Cost and Finance Simulation Model	Included in the EFA Plan		
List relevant education sector analyses			
a) Gender analysis of the sector – Identification des situations critiques entre équité genre et éducation des filles – Connaissances, attitudes et pratiques sur l'Education des filles et la prise en compte des dimensions du genre dans des districts sélectionnés à Madagascar	2005  (in progress)	UNICEF  UNICEF	
b) Adolescent – Etude sur les adolescents – Study on Adolescent in the Indian Ocean Region – Politique Nationale de l'Alphabétisation et de l'Education des Adultes (PNAEA)	2006  (in progress)  2003	UNICEF  UNICEF  MPPSL PNUD	163 pages
c) School nutrition – Rapport sur l'enquête de base sur les cantines scolaires à Madagascar – Politique Nationale d'alimentation / nutrition scolaire : cadre d'orientation	Juin 2004  Déc. 2005	WFP  WFP	

Document	Date of draft/ Base Year data	Authorship/ sponsorship	Document Length
– Stratégie Nationale de Nutrition et d’Alimentation Scolaire	Juin 2007	WFP	
d) Social analysis of the sector			
d) Economic analysis of the sector			
<p>e) Quality and Pedagogical Studies</p> <ul style="list-style-type: none"> <li>– Language policy (Redéfinition de la politique linguistique dans le système éducatif à Madagascar)</li> <li>– Language learning and linguistic policy in education: considerations for successful bilingual programs in Madagascar</li> <li>– Quality in Primary Schools – cross country study</li> <li>– Student learning achievement (Recherche action sur les pratiques et critères d’évaluation à chaque fin de cours)</li> <li>– Evaluation des acquis scolaires 2005-2006 deuxième épreuve</li> <li>– PASEC : Quelques pistes de réflexion pour une éducation primaire de qualité pour tous</li> <li>– Analysis of factors that explain the non completion of the curriculum: A study of the teaching time in the primary schools in the Cisco Toamasina 2</li> <li>– Répertoire des métiers de base et Référentiels de formation (traduit en version Malgasy)</li> <li>– Méthodologie spéciale de l’Alphabétisation des enfants « Ambohitsoratra »</li> </ul>	<p>Oct 2005</p> <p>2006</p> <p>2006</p> <p>2006</p> <p>Déc. 2007</p> <p>Oct 2007</p> <p>Août 2004</p> <p>2003</p>	<p>Norway / MENRS</p> <p>World Bank / MENRS</p> <p>ADEA / MENRS</p> <p>UNICEF</p> <p>UNICEF</p> <p>CONFEMEN / MENRS</p> <p>MENRS</p> <p>MPPSL/MENRS PNUD</p> <p>MPPSL/MENRS PNUD</p>	<p>26 pages</p> <p>140 pages</p> <p>24 pages</p> <p>234 pages</p>
<p><b>f) Management and Institutional Capacity Building</b></p> <ul style="list-style-type: none"> <li>– AGEPA</li> </ul>		World Bank /MENRS	

Document	Date of draft/ Base Year data	Authorship/ sponsorship	Document Length
<ul style="list-style-type: none"> <li>– Decentralized service delivery in Francophone Africa (Madagascar, Guinea and Rwanda)</li> <li>– Study on the rehabilitation of the CRINFP for college teachers trainings</li> <li>– Etude sur les attentes et engagements des usagers : gouvernance dans les écoles</li> </ul>	<p style="text-align: center;">2005</p> <p style="text-align: center;">2006</p>	<p style="text-align: center;">World Bank</p> <p style="text-align: center;">AFD/INFP</p> <p style="text-align: center;">UNICEF</p>	
<p><b>g) Construction</b></p> <ul style="list-style-type: none"> <li>– Stratégie de construction scolaire</li> <li>– Review of norms and standards in primary school construction</li> <li>– Rapport de l’Etude du concept sommaire pour le projet de construction de salles de classe d’écoles primaires dans les provinces d’Antsiranana et de Toliara en République de Madagascar</li> </ul>	<p style="text-align: center;">2007</p> <p style="text-align: center;">2007 / 2006</p>	<p style="text-align: center;">MENRS</p> <p style="text-align: center;">World Bank</p> <p style="text-align: center;">JICA</p>	85 pages
<p><b>h) Other studies</b></p> <ul style="list-style-type: none"> <li>– Drop out at primary level and conditional cash transfers</li> </ul>		World Bank, GTZ	
<p><b>i) Public Expenditures and Financial Management</b></p> <ul style="list-style-type: none"> <li>– Renforcement des capacités du MEFB et du MERNS dans le processus budgétaire</li> <li>– Improved Presentation of Education Budget</li> <li>– Study on Malagasy governance-fiscal system</li> </ul>	<p style="text-align: center;">July 2005</p> <p style="text-align: center;">2005</p>	<p style="text-align: center;">World Bank (PGDI)</p> <p style="text-align: center;">World Bank (PGDI)/ MENRS</p> <p style="text-align: center;">Norway</p>	
<p><b>j) General Documents/Reports</b></p> <ul style="list-style-type: none"> <li>– Aide-mémoire of joint Mission</li> <li>– Aide-mémoire of AFD appraisal mission</li> <li>– La coopération Française face aux Défis de l’Education en Afrique: l’Urgence d’une nouvelle dynamique</li> <li>– “Norwegian Support to Madagascar’s EFA-Plan. Appraisal Report”</li> <li>– Implementation Completion Report of CRESED -2</li> </ul>	<p style="text-align: center;">Oct 2005</p> <p style="text-align: center;">2007 /</p> <p style="text-align: center;">2005</p>	<p style="text-align: center;">AFD</p> <p style="text-align: center;">Norway</p> <p style="text-align: center;">World Bank /MENRS</p>	109 pages

<b>Document</b>	<b>Date of draft/ Base Year data</b>	<b>Authorship/ sponsorship</b>	<b>Document Length</b>
– La violence contre les enfants dans la Région de l'Océan Indien. Rapport annuel de l'Observatoire des Droits de l'Enfant de la Région de l'Océan Indien (ODEROI)	Octobre 2006		

**Table 4.2A (for Step 2)**  
**Population and Education Indicators Selected from the Appraisal Documents**

<b>Domain/Indicator</b>	<b>2003/04</b>		<b>2004/05</b>		<b>2005/06</b>		<b>2006/07</b>	
<b>Selected population characteristics</b>								
Total size (Total/female)	16.694.300	8.389.900	17.206.300	8.620.300				
% of population below the poverty line (Total/female)								
HIV prevalence rates among adults (Total/female)							Less than 1%	
% of orphans among children ages 7-14 (Total/female)								
<b>Gross enrolment ratios (%)</b>								
Primary (Total/female)	121.7 145.1 (ODEROI)	143.7 (ODEROI)	125.0 150.5 (ODEROI)	149.9 (ODEROI)	123.4		123	
Secondary 1 <sup>st</sup> cycle (Total/female)	23.1		25.7		29.7		32.6	
Secondary 2 <sup>nd</sup> cycle (Total/female)	7.6		8.8		9.3		9.9	
Higher education (Total/female)								
<b>Primary education enrolments and students flow</b>								
Total enrolments (Total/female)	3.366.462	1.647.831	3597731	1.759.480	3.698.906	1.813.128	3.837.343	1.886.584
Total enrolments in privately financed and managed schools (Total/female)	650.936	322.719	681.642	338.281	715.523	355.931	732.822	365.375
% in privately financed and managed schools (Total/female)	19,3%	19,6%	18,9%	19,2%	19,3%	19,6%	19,1%	19,4%
Net enrolment ratio (Total/female)	96.8% 98.3% (ODEROI)		98.2% 83% (EPM 2005)	100% (ODEROI)	98.5%			

<b>Domain/Indicator</b>	<b>2003/04</b>		<b>2004/05</b>		<b>2005/06</b>		<b>2006/07</b>	
Net enrolment ratio of the poorest quintile (Total/female)			70.8% (EPM 2005)					
Gross enrolment ratio of the poorest quintile (Total/female)			123.9% (EPM 2005)					
Entry rate Grade 1 (%) (Total/female)							142.0	
Cross-sectional measure (Total/female)							142.0	
Cohort measure (Total/female)								
Primary education completion rate (%) (Total/female)	47.0%	48.0%	60.0%	61.7%	57.0%	57.7%	57%	
Cross-sectional measure (Total/female)								
Cohort measure (Total/female)								
Repeaters (Total/female)	1.008.722	477.526	657.484	312.095	729.729	345.204	734.491	347.498
Repeaters as % of enrolment (Total/female)	30.0%	14.2%	18.3%	8.7%	19.7%	9.3%	19.1%	9.1%
Girls as % of total enrolment	49.0%		48.9%		49.0%		49.2%	
Girls as % of total completion								
<b>Primary student learning outcomes</b>								
Average national score on an international student assessment French 2 <sup>nd</sup> year			50.1					
Average national score on an international student assessment Math 2 <sup>nd</sup> year			53.1					
Average national score on an international student assessment French 5 <sup>th</sup> year			31.4					
Average national score on an international student assessment Math 5 <sup>th</sup> year			51.3					

<b>Domain/Indicator</b>	<b>2003/04</b>	<b>2004/05</b>	<b>2005/06</b>	<b>2006/07</b>
Percent correct answers on national standardized tests French & Math 2 <sup>nd</sup> year (private school)		64.2		
Percent correct answers on national standardized tests French & Math 2 <sup>nd</sup> year (public school)		51.1		
Percent correct answers on national standardized tests French & Math 5 <sup>th</sup> year (private school)		50.6		
Percent correct answers on national standardized tests French & Math 5 <sup>th</sup> year (public school)		40.7		
Percent correct answers on national standardized tests French & Math 2 <sup>nd</sup> year (urban)		60.8		
Percent correct answers on national standardized tests French & Math 2 <sup>nd</sup> year (rural)		50.5		
Percent correct answers on national standardized tests French & Math 5 <sup>th</sup> year (urban)		46.1		
Percent correct answers on national standardized tests French & Math 5 <sup>th</sup> year (rural)		40.9		
<b>Govt. primary school service delivery indicators</b>				
Years in cycle	5	5	5	5
Pupil-teacher ratio (overall)	52.4	53.6	48.1	
In rural schools				

<b>Domain/Indicator</b>	<b>2003/04</b>		<b>2004/05</b>		<b>2005/06</b>		<b>2006/07</b>	
Pupil-classroom ratio (overall)	55		56		52			
In rural schools								
Pupil-textbook ratio (math & language books)								
Number of teachers (Total/female)	45.475		47.260		57.024			
Civil servants (Total/female)	32.458		31.030		29.372			
Civil servants as % of total (Total/female)	71.4%		65.7%		51.5%			
Average annual wage bill per teacher (including benefits) as a % of GDP per capita								
Civil servants					4.7 x GDP per capita			
Non-civil service teachers					0.9 x GDP per capita			
Instructional hours and teaching loads								
Annual instructional hours for pupils	891		891		891		891	
Average pupils' instructional hours per week	20		20		20		20	
Average teachers' teaching load per week (hours)								
<b>Public spending on education</b>								
Public expenditure on education as a share of total public expenditure								
Education Budget as a share of general budget	15.9%		13.0%		18.1%		15.3%	
Education Budget per GDP	3.0%		3.3%		3.8%		3.3%	
Recurrent spending on education (all levels)	20.5%		19.2%		23.9%		22.5%	

<b>Domain/Indicator</b>	<b>2003/04</b>	<b>2004/05</b>	<b>2005/06</b>	<b>2006/07</b>
Recurrent spending on education (all levels) as % of GDP				2.4 x GDP per capita
Primary education's share of total education spending	36.3%	51.2%	56.6%	58.8%
Primary education's share of total education recurrent spending	43.1%	44.9%	45.1%	46.4%
Share of recurrent primary education spending used on inputs other than teachers (%)				
Share of expenditure received by the poorest quintile <b>INSTAT</b>				
Average recurrent cost per student (as % of GDP)				
Primary	35.2	34.4	37.6	35.0
Secondary 1st cycle	91.2	76.8	85.2	68.8
Secondary 2nd cycle	212.1	167.3	188.1	165.7
Higher education	744.2	827.3	755.1	981.5

**Table 4.3.A (for Step 3)**  
**Overall Sector Priority Objectives and Strategies**

**Sector Priority Objectives and Strategies for Universalizing Primary Education**

As for the Madagascar Action Plan:

**Goals**

1. All Malagasy children will be provided with primary education of 7 years.
2. The consolidation and the sustainability of knowledge, acquired competences as well as literacy will be guaranteed.
3. Differences between genders, social categories, regions, urban and rural will be diminished.
4. The completion rate of primary school will go from 57% to 95%.

**Strategies**

1. Increase school capacities especially in vulnerable zones, through the development of school infrastructures, the training and the recruitment of new teachers.
2. Develop a longer commitment of teachers recruited at the local level through a better management of their career.
3. Ensure a universal access through communication and awareness raising with parents of the importance of keeping their children in school.
4. Reduce parental financial contribution (loads).
5. Support and encourage children from vulnerable and underprivileged zones.
6. Improve the curricula by strengthening the teaching of mathematics, sciences and technologies, foreign languages and social sciences and through the development of cross cutting competences (creativity, competitiveness, entrepreneurship).
7. Improve the training of school teachers and principals.
8. Produce and equip schools with more textbooks in Malagasy, with French and English being secondary languages.

As for the EFA Plan:

**Objectifs:**

- 1) By 2010, ensure that all 6- and 7-year old children are enrolled in the first year of primary.
- 2) By 2015, achieve a completion rate near 100% for the first five years of primary and 65% for the 7-year primary cycle
- 3) No child will be excluded from primary education because his/her parents do not have the financial means to contribute to school running expenses
- 4) Ensure that all pupils attain the skills envisaged at the end of each cycle
- 5) By 2015, reduce the repetition rate to 5% for the new 7-year primary cycle

The enrolment rates and efficiency indicators of the two levels of basic education will improve:

- The net enrolment rate of children aged 6-10 will increase from 83% in 2006 to 99% in 2015
- The implementation of the educational reform will permit a notable improvement in access for children aged 11-12: their gross enrolment rate is projected to increase from 34% in 2006 to 69% in 2015.

- Coverage at Junior Secondary level is considerably improved : the Gross enrolment rate in the second cycle of basic education will increase from 25% to 40%
- Primary education efficiency is improved through a reduction in dropout and repetition: the completion rate at grade 5 will reach 95% in 2015 (compared to 50% in 2006) and that of 7 th grade will reach 65% (compared to 26% in 2006).

### **Strategies**

1. To ensure access as well as achievement in the 5 first years of primary, all villages with 75 habitants or more will have the right to a primary school (with the 5 first years of primary. Smaller schools will be multi-grade with one or two teachers.
2. In villages with less than 15 school-age children (in general fewer than 75 habitants), if possible, non-formal education will be offered with the possibility for the children to joint the formal system later.

Annex 5

Madagascar EFA Plan, Risk Analysis Matrix

Risk	Probability	Impact	Mitigation Strategies
<b>Governance Context</b>			
1. Failure to increase and sustain level of resources to basic education consistent with the objectives of the Plan – Insufficient resources for the investment program	Low	High	Partner support for the completion and endorsement of the Plan. Projected costs are realistic and evidence-based. MoF support for having Plan translated into credible MTEFs, matched by necessary allocations in the annual budgets. MENRS able to report on progress and account for timely, appropriate spend of allocations. – Construction priority given to villages without primary schools
2. Vested interests and systemic corruption impede reforms	Medium	High	Greater involvement and knowledge of community about reforms, resources available, and their rights and entitlements
3. Weak, partially decentralised system with limited capacity for implementing reforms in short to medium term. Lack of financial management capacity at district and regional level	High	High	Systematic training needs analysis across the board and short-term technical assistance for addressing skills' gaps. MENRS by-passes cumbersome bureaucracies and empowers regional and local public servants to take action and implement the Plan.
<b>Institutional and Organisational Context</b>			
4. Layers of the system and stakeholders across the sector not knowing about or not “signed up” to the reforms	Medium	Medium	Communications strategy embraces concept of involvement and feedback and includes advocacy for stronger local engagement in basic education. (and see 2 above)
5. Time slippage generally, and wide-ranging confusion as old and new systems collide in first years	High	Medium	MENRS takes overview of priority activities planned for 2008/9 and rationalises timelines – adjusting them in the Implementation Plan and through AWP. Pilots evaluated systematically and fed immediately into revised plans
6. Unrealistic expectations of the commercial private sector	Medium	Medium	Analysis conducted of labour market trends and needs. Public-private policy framework developed. Consultation with commercial private sector prioritised.
<b>Teaching and Learning Context</b>			
7. Quality not demonstrably raised so as to answer economic and social needs; with attendant potential political backlash. Transition to the new system may have temporary negative consequences for the quality of primary education	Medium	High	The planned monitoring and evaluation framework is clarified and expedited. Improvements are promulgated (with involvement of popular media). The most marginalised are tracked and their needs addressed. Close monitoring of the introduction of the new curriculum and systematic training of primary teachers
8. Resources for transforming teacher education and numbers not adequate – public institutions inert, resistant and demoralised	Medium	High	Resources for and clarification of policy framework for pay and career paths of semi-specialist and FRAM teachers is prioritised. Public institutions are motivated by improved professional training and development.
9. Defence of power, status and resources by the managers of primary and secondary education	Medium	Medium	MENRS invests in technical assistance for embracing change management methods. Principals and teachers of primary and JSE schools are actively involved in planning for change.
10. Schools not seen as the central focus and locus of reforms	Medium	High	Reviews, studies and evaluations always start with realities at school level and work back from there to determine requirements for adjustments to Plan and systemic reforms.

<b>Natural environment</b>			
11. Severe nutrition crisis due to natural disaster (draught, cyclone)	<b>Medium</b>	<b>Medium</b>	Plan and channel emergency funds and support to affected areas

<b>Probability</b>	Low	Medium	High
<b>Impact</b>			
Low			
Medium		4,6,9,11	5
High	1	2,7,8,10	3

Annex 6: Donors' contribution to Basic education

in MillionUS\$

Project/program title	Donor	2008	2009	2010	2011	Comments
Ensemble financement à l'éducation de base	AFD	8.97	7.77	7.07	7.07	Includes primary and Junior secondary education
Projet de Construction d'écoles primaires à Madagascar	JAPON	8.03	8.03	-	-	Not accounted as expenditures in the model due to high unit costs
Projet Education	Unicef	2.48	2.00	1.85	1.70	Includes inclusive education
Projet " Ny Voary Vintsy"	WWF/KFW	0.46	0.50	0.55	0.61	Not yet accounted as expenditures in the simulation model
Projet Education III	BAD	19.40	-	-	-	
Appui aux écoles endommagées par les cyclones	BADEA	0.82	-	-	-	
Appui au Bilinguisme à Madagascar	Coop Française	0.50	-	-	-	
Programme Education Pour Tous	FTI/CF	25.00	4.50	-	-	
Appui au Programme Education Pour Tous	NORVEGE	5.67	5.67	5.67	5.67	
Appui à l'enseignement primaire en matière de nutrition	PAM	1.92	2.11	2.32	2.55	Not yet accounted as expenditures in the simulation model
Education Primaire et Secondaire du premier cycle	OPEP	1.36	-	-	-	
Redynamisation de l'Enseignement Primaire	UE	3.52	-	-	-	
<b>Total (Primary and junior secondary education et collège)</b>		<b>78</b>	<b>31</b>	<b>17</b>	<b>18</b>	

For the financial gap calculation, some of the above projects have been reviewed whether they are included as expenditures in the financial simulation model.

When the project expenditures are not yet accounted as expenditures in the financial simulation model, in order to avoid an underestimated financial gap, the project should not be considered either as resources.

As a result of this review, the total amount and the projects to consider for the financial gap calculation are presented in the following table.

in MillionUS

Project/program title	Donors	2009	2010	2011
Financement à l'enseignement primaire	AFD	6.30	5.60	7.07
Projet Education primaire	UNICEF	1.88	1.40	1.25
Appui au Programme Education Pour Tous	Norvège	5.67	5.67	5.67
Education pour Tous (Balance of the 2007 CF Grant)	FTI/CF	4.50		
<b>S/total primaire</b>		<b>18.36</b>	<b>12.66</b>	<b>13.98</b>
Financement à l'enseignement secondaire	AFD	1.47	1.47	
<b>S/total collège</b>		<b>1.47</b>	<b>1.47</b>	
<b>Total (primary and junior secondary education)</b>		<b>19.83</b>	<b>14.13</b>	<b>13.98</b>