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Report No: PADHI01061

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A PROPOSED CREDIT

IN THE AMOUNT OF SDR 112.9 MILLION (US$150 MILLION EQUIVALENT)
OF WHICH US$50 MILLION EQUIVALENT FROM THE CRISIS RESPONSE WINDOW

AND A PROPOSED GRANT

IN THE AMOUNT OF US$35.388 MILLION
FROM THE GLOBAL PARTNERSHIP FOR EDUCATION

TO THE

REPUBLIC OF MADAGASCAR

FOR A

TRANSFORMING ACCESS AND LEARNING IN MADAGASCAR PROJECT

AS PHASE 3 UNDER THE
ADVANCING INNOVATIVE METHODS TO PROMOTE LEARNING IN EASTERN AND SOUTHERN AFRICA
MULTIPHASE PROGRAMMATIC APPROACH PROGRAM

WITH AN OVERALL FINANCING ENVELOPE OF US$1.54 BILLION EQUIVALENT
BOARD APPROVED ON FEBRUARY 20, 2025

June 16, 2025

Education Global Practice
Eastern and Southern Africa Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective March 31, 2025)

Currency Unit =	Malagasy Ariary (MGA)
MGA 4,650.73 =	US$1
US$1 =	SDR 0.75

FISCAL YEAR
January 1 - December 31

Regional Vice President:	Ndiamé Diop
Regional Practice Director:	Daniel Dulitzky
Acting Division Director:	Luc Lecuit
Practice Manager:	Muna Salih Meky
Task Team Leader:	Almedina Music

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ABBREVIATIONS AND ACRONYMS

AFD	French Development Agency (*Agence Française de Développement*)
AIM4Learning	Advancing Innovative Methods to Promote Learning in Eastern and Southern Africa
AM	Accountability Mechanism
CERC	Contingent Emergency Response Component
CHS	Community Health and Safety
CISCO	School District Office (*Circonscription Scolaire*)
CPF	Country Partnership Framework
CRW	Crisis Response Window
DREN	Regional Directorate of National Education (*Direction Régionale de l'Education Nationale*)
EGMA	Early Grade Mathematics Assessment
EGRA	Early Grade Reading Assessment
EMIS	Education Management Information System
ESMF	Environmental and Social Management Framework
ESS	Environmental and Social Standards
FM	Financial Management
FRAM	Parents' Association (*Fikambanan'ny Ray Aman-drenin'ny Mpianatra*)
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GHG	Greenhouse Gas
GPE	Global Partnership for Education
GRS	Grievance Redress Service
HR	Human Resources
IEG	Independent Evaluation Group
IPF	Investment Project Financing
IRR	Internal Rate of Return
JICA	Japan International Cooperation Agency
LAYS	Learning-Adjusted Years of Schooling
LOSEM	Education System Orientation Law (*Loi d'Orientation du Système Éducatif à Madagascar*)
M&E	Monitoring and Evaluation
MEF	Ministry of Economy and Finance
MEN	Ministry of National Education (*Ministère de l'Education Nationale*)
MPA	Multiphase Programmatic Approach
NPV	Net Present Value
OHS	Occupational Health and Safety
PA	Paris Agreement
PAEB	Madagascar Basic Education Support Project (*Projet d'Appui à l'Education de Base*)
PASEC	Program for the Analysis of Education Systems of the Ministers of Education Conference
PBC	Performance-Based Condition
PDO	Project Development Objective
PFU	Project Facilitation Unit (*Unité de Facilitation de Projets*)
PIM	Project Implementation Manual
PNPSE	Local Education Group (*Plateforme Nationale pour le Pilotage du Secteur Education*)

PP	Procurement Plan
PPSD	Project Procurement Strategy for Development
PrDO	Program Development Objective
PRODIGY	Digital Governance and Identification Management System Project
SDI	Service Delivery Indicator
SEA	Sexual Exploitation and Abuse
SEP	Stakeholder Engagement Plan
SH	Sexual Harassment
STEP	Systematic Tracking of Exchanges in Procurement
STG	System Transformation Grant
TA	Technical Assistance
TaRL	Teaching at the Right Level
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNICEF	United Nations Children's Fund
VaC	Violence against Children
WFP	World Food Programme

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BASIC INFORMATION

Project Beneficiary(ies)	Operation Name		
Angola, Comoros, Congo, Democratic Republic of, Ethiopia, Kenya, Lesotho, Madagascar, Malawi, Mozambique	Transforming Access and Learning in Madagascar		
Operation ID	Financing Instrument	Environmental and Social Risk Classification	
P506569	Investment Project Financing (IPF)	Moderate	

Financing & Implementation Modalities

[✓] Multiphase Programmatic Approach (MPA)	[✓] Contingent Emergency Response Component (CERC)
[ ] Series of Projects (SOP)	[ ] Fragile State(s)
[✓] Performance-Based Conditions (PBCs)	[ ] Small State(s)
[ ] Financial Intermediaries (FI)	[ ] Fragile within a non-fragile Country
[ ] Project-Based Guarantee	[ ] Conflict
[ ] Deferred Drawdown	[ ] Responding to Natural or Man-made Disaster
[ ] Alternative Procurement Arrangements (APA)	[ ] Hands-on Expanded Implementation Support (HEIS)

Expected Approval Date	Expected Closing Date	Expected Program Closing Date
16-Jun-2025	30-Jun-2029	17-Dec-2034
Bank/IFC Collaboration		
No		

MPA Program Development Objective

Increase equitable access and improve learning outcomes in basic education in Eastern and Southern Africa

MPA FINANCING DATA (US$, Millions)

MPA Program Financing Envelope	2,158.12
with a reduction of IBRD	300.00
with a reduction of IDA	675.00

Proposed Development Objective(s)

To increase the completion rate and improve learning outcomes in primary education.

Components

Component Name	Cost (US$)
Component 1. Strengthening the teaching profession	85,854,000.00
Component 2. Transforming the school environment to support learning and student well-being	83,005,000.00
Component 3. Building capacity for sustainable sector reforms	8,229,000.00
Component 4. Project Management	8,300,000.00
Component 5. Contingent Emergency Response Component (CERC)	0.00

Organizations

Borrower:	Republic of Madagascar
Implementing Agency:	Ministry of National Education

MPA FINANCING DETAILS (US$, Millions)

Board Approved MPA Financing Envelope	**2,158.12**
MPA Program Financing Envelope:	2,158.12
of which Bank Financing (IBRD):	300.00
of which Bank Financing (IDA):	1,239.62
of which Other Financing sources:	618.50

PROJECT FINANCING DATA (US$, Millions)

Maximizing Finance for Development

Is this an MFD-Enabling Project (MFD-EP)?	No
Is this project Private Capital Enabling (PCE)?	No

SUMMARY

Total Operation Cost	**185.38**
Total Financing	**185.38**
of which IBRD/IDA	**150.00**
Financing Gap	**0.00**

DETAILS

World Bank Group Financing

International Development Association (IDA)	150.00
IDA Credit	150.00

Non-World Bank Group Financing

Trust Funds	35.38
Global Partnership for Education Fund	35.38

IDA Resources (US$, Millions)

	Credit Amount	Grant Amount	SML Amount	Guarantee Amount	Total Amount
Madagascar	150.00	0.00	0.00	0.00	150.00
Crisis Response Window (CRW)	50.00	0.00	0.00	0.00	50.00
National Performance-Based Allocations (PBA)	100.00	0.00	0.00	0.00	100.00
Total	**150.00**	**0.00**	**0.00**	**0.00**	**150.00**

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Expected Disbursements (US$, Millions)

WB Fiscal Year	2025	2026	2027	2028	2029	2030
Annual	0.00	35.39	40.00	45.00	61.00	4.00
Cumulative	0.00	35.39	75.39	120.39	181.39	185.39

PRACTICE AREA(S)

Practice Area (Lead)

Education

Contributing Practice Areas

Urban, Resilience and Land; Governance

CLIMATE

Climate Change and Disaster Screening

Yes, it has been screened and the results are discussed in the Operation Document

SYSTEMATIC OPERATIONS RISK- RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	Substantial
2. Macroeconomic	Moderate
3. Sector Strategies and Policies	Low
4. Technical Design of Project or Program	Moderate
5. Institutional Capacity for Implementation and Sustainability	Substantial
6. Fiduciary	Substantial
7. Environment and Social	Moderate
8. Stakeholders	Moderate
9. Overall	Substantial
Overall MPA Program Risk	Substantial

POLICY COMPLIANCE

Policy

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

[ ] Yes [✓] No

Does the project require any waivers of Bank policies?

[ ] Yes [✓] No

ENVIRONMENTAL AND SOCIAL

Environmental and Social Standards Relevance Given its Context at the Time of Appraisal

E & S Standards	Relevance
ESS 1: Assessment and Management of Environmental and Social Risks and Impacts	Relevant
ESS 10: Stakeholder Engagement and Information Disclosure	Relevant
ESS 2: Labor and Working Conditions	Relevant
ESS 3: Resource Efficiency and Pollution Prevention and Management	Relevant
ESS 4: Community Health and Safety	Relevant
ESS 5: Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Relevant
ESS 6: Biodiversity Conservation and Sustainable Management of Living Natural Resources	Not Currently Relevant
ESS 7: Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
ESS 8: Cultural Heritage	Relevant
ESS 9: Financial Intermediaries	Not Currently Relevant

NOTE: For further information regarding the World Bank's due diligence assessment of the Project's potential environmental and social risks and impacts, please refer to the Project's Appraisal Environmental and Social Review Summary (ESRS).

LEGAL

Legal Covenants

Sections and Description

The Recipient shall, not later than six (6) months after the Effective Date select and at all times during Project implementation retain the services of an independent Verification Agent for the purpose of certifying the accuracy of PBC achievement (Schedule 2, Section I.F.1.).
The Recipient shall carry out verification missions at least annually through the PFU according to verification arrangements acceptable to the Association, for the verification of achievement of PBCs which are set forth in the table in Schedule 4 to the Financing Agreement, and shall furnish to the Association not later than sixty (60) calendar days after the verification of compliance of said PBCs, reports on the results of said verification of compliance process in such detail as the Association shall reasonably request (Schedule 2, Section I.F.2.)
The Recipient shall, without prejudice to the generality of Section II in the Financing Agreement: (a) provide to the Association no later than June 30, 2027 (or any later date agreed in writing with the Association), and once again thereafter no later than twelve (12) months before the Closing Date (or any later date agreed in writing with the Association), detailed reports on recruitment, budgeting, qualifications and selection criteria of contractual teachers in the Recipient's territory, including written confirmation from the Recipient that contract positions incentivized under Part 1.1 have been maintained, and (b) provide to the Association no later than twelve (12) months before the Closing Date (or any other date agreed in writing with the Association), a strategy and sustainability plan for FY 2030 and 2031, with key indicators and budget projections, for the teaching profession in the Recipient's territory.
FA, Schedule 2, Section I.C.2: the Recipient shall furnish the annual work plan and budget for the Project for the first year of Project implementation, no later than one (1) month after the Effective Date.
ESCP, Section A: hire or appoint an environmental specialist and a social specialist no later than 30 days after the Effective Date.
ESCP, Section 1.1: Prepare the ESMF no later than 30 days after the Effective Date.
ESCP, Section 4.3 : Prepare the SEA/SH Action Plan no later than two months after the Effective Date.
ESCP, Section 10.1: Update the SEP no later than two months after the Effective date.

Conditions

Type	Citation	Description	Financing Source
Effectiveness	FA Article 4.01 and GA Article 4.01	The Financing Agreement and the Grant Agreement have been respectively executed and delivered and all conditions precedent to their effectiveness or to the right of the Recipient to make withdrawals under it (other than the effectiveness of each Agreement) have been fulfilled.	IBRD/IDA, Trust Funds
Disbursement	GA, Schedule 2, Section III.B.1(b)	For payments under Categories (1) and (2), until and unless the Recipient has provided evidence in	Trust Funds

		form and substance satisfactory to the Association that the Recipient has (i) approved and finalized its teacher policy as endorsed by the Recipient's local education group, and (ii) provided an Annual Work Plan and Budget featuring activities under Part 1 consistent with said teacher policy.	
Disbursement	GA, Schedule 2, Section III.B.1(c)	For payments under Categories (3) and (4), until and unless the Recipient has provided evidence in form and substance satisfactory to the Association that: (i) the Recipient's budget law for FY25 reflects additional subsidized community teacher posts in quantities consistent with MEN's staffing plan and a note endorsed by the local education group as endorsed by the Recipient's council of ministers; and (ii) an audit for FY26 conducted by the Recipient confirms the adequate selection of community teachers benefiting from a subsidy at the district level.	Trust Funds

I. STRATEGIC CONTEXT

1. **This Project Appraisal Document covers phase 3 of the Advancing Innovative Methods to Promote Learning in Eastern and Southern Africa (AIM4Learning) Multiphase Programmatic Approach (MPA) Program**, approved by the World Bank's Executive Directors on February 20, 2025 (P507220, PADHI01046).[1] This phase only finances activities for Madagascar. The design presented in this document is within the scope of activities offered in the AIM4Learning MPA.

A. Country Context

2. **Madagascar faces challenges with low economic growth and a rapidly expanding population despite many assets.** The country is endowed with considerable natural resources and unparalleled biodiversity. However, 80.7 percent of its population, estimated at 31.2 million in 2023, is persistently poor and living on less than US$2.15 per day (up from 77.6 percent in 2012 and 68.0 percent in 2001).[2] Two-thirds of the Malagasy population experiences multidimensional poverty. Moreover, the high frequency of extreme climate shocks has contributed to significant macroeconomic disturbances and weak economic growth. Low investment in productive capabilities, deteriorating education and health outcomes, and rapid depletion of natural resources are all major impediments to development. Public investment has gradually increased, but it is insufficient to ensure sufficient infrastructure and effective public services delivery.

3. **The rapidly growing youth population in Madagascar presents a unique opportunity to reshape the country's future and usher in a new era of prosperity by investing in its most important asset: people.** Madagascar's population, currently at 32 million, is expected to exceed 44 million by 2040. With children under the age of 14 comprising 37 percent of the population (and nearly 50 percent under 18), there is a pressing need for youth-centered investments that will unlock the potential of this young generation. Madagascar has a Human Capital Index of 0.39, which means that a child born in Madagascar today would only be 39 percent as productive in adulthood compared to a healthy child attaining a complete cycle of basic education. In a country where poverty remains a persistent challenge, this burgeoning youth population represents a powerful force for change.

B. Sectoral and Institutional Context

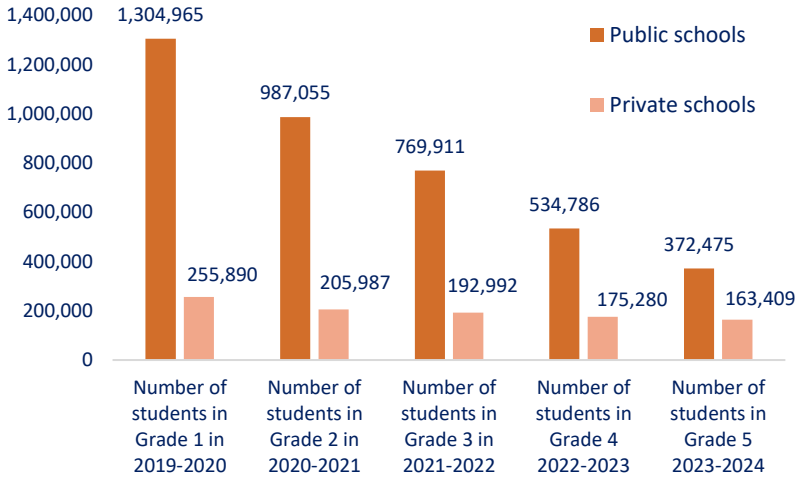
4. **While Madagascar has made considerable progress in access to and closing gender gaps in education, the key challenge is to raise school completion rates as well as improve learning outcomes.**[3] About 709,000 students were enrolled in the first year of primary school in the school year 2000–2001, and the number almost doubled in 2023–2024. However, few students who start grade 1 stay until the last year of primary education. The primary school completion rate is 66.6 percent for girls and 60.6 percent for boys.[4] In the school year 2019–2020, 1,304,965 students (of which 49.4 percent are girls) enrolled in grade 1 of public primary education, and five years later, 372,475 students (of which 51.7 percent are girls) remained in the last year of primary (grade 5), showing large number of dropouts alongside high repetition in the early years.[5] The repetition rate in public primary education is 25.3 percent (against 9.4 percent in private

[1] For more information, see http://documents.worldbank.org/curated/en/099011725115522033.
[2] World Bank. 2024. *Madagascar Poverty Assessment Report.*
[3] Education in Madagascar is currently divided into three subsectors. General education, under the Ministry of National Education (*Ministère de l'Education Nationale*, MEN) consists of four sub-cycles: (a) preschool, (b) five years of primary education, (c) four years of lower secondary education, and (d) three years of upper secondary education. Technical and vocational education is overseen by the Ministry of Technical Education and Vocational Training, and higher education is overseen by the Ministry of Higher Education and Scientific Research.
[4] Data from the Education Management Information System (EMIS) 2023-2024.
[5] Data from EMIS. Dropout in private education is also high but lower than in public schools.

schools), double the average in Sub-Saharan Africa.[6] Preprimary enrollment has grown consistently from 8.3 percent in 2006 to 38.3 percent in 2022.[7]

5. **Learning outcomes are very low.** Among the 14 countries that participated in the Program for the Analysis of Education Systems of the Ministers of Education Conference (PASEC) in 2019, Madagascar scored last on literacy and the fourth lowest on numeracy. At the end of primary school, 83 percent and 78 percent of students did not show basic competencies in literacy and numeracy, respectively. Overall, girls outperformed boys in reading, and students in urban areas and those in private schools had better results.[8] The Early Grade Reading Assessment (EGRA) confirms these outcomes: 27.4 percent of grade 2 students were able to accurately read an age-appropriate number of words. To improve foundational learning outcomes, the Ministry of National Education (*Ministère de l'Education Nationale*, MEN) adjusted its curriculum and introduced a structured pedagogy approach at the national level:[9] textbooks in Malagasy and mathematics were distributed to all grade 1 and grade 2 students in 2024, and grade 1 and grade 2 teachers received lesson plans and in-service pedagogical training in early literacy (Malagasy) and numeracy.

Figure 1. Number of Enrolled Students from Grade 1 to Grade 5 (2019–2023)



Source: Annual National Education Statistics 2019–2023.

6. **Improving education outcomes for all children in Madagascar's primary education requires targeted interventions and addressing several systemic shortcomings in three areas:** (a) teaching quality and teacher management, (b) school infrastructure and learning environments, and (c) education sector governance.

Teaching Quality and Management

7. **The main challenge in Madagascar's education system is the high number of unqualified and undertrained community teachers, especially in remote and vulnerable areas.** The growing demand for teachers, driven by the increasing number of students, is putting pressure on the system. In response, school principals hire individuals from the community known as FRAM teachers (*Fikambanan'ny Ray Aman-drenin'ny Mpianatra*, parents' association) that are entirely paid by parents. The recruitment of new FRAM teachers has been banned since 2014. However, in practice, especially in remote areas, school principals continue to do so to sustain schooling. In 2024, of about 135,000 teachers in

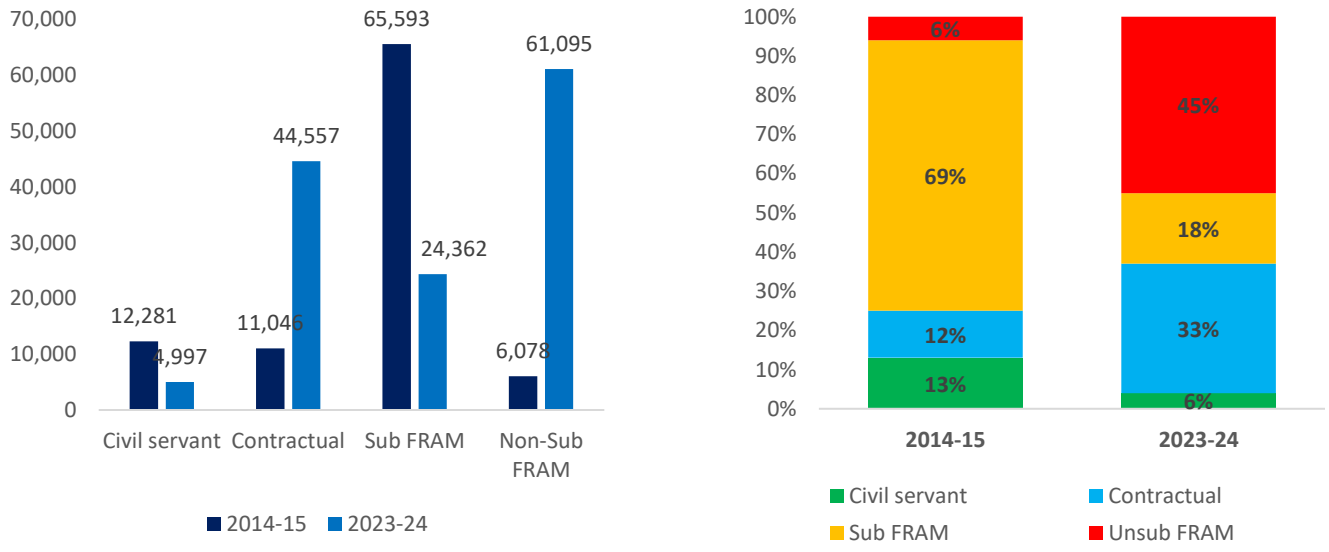
[6] In 2019–2020, 28 percent of grade 1 students were repeaters; a year later, 20 percent of grade 2 students repeated; in grade 3, it was 27 percent; in grade 4, it was 22 percent; and in grade 5 (in 2023–2024), 16 percent of students repeated. The high repetition in grade 3 is explained by the introduction of French language in that grade.
[7] See Madagascar: Learning Poverty Brief (April 2024). It is estimated that 6 percent of primary school-age children are not enrolled in school at all.
[8] At the end of primary school, the average reading score is 465 points for girls, compared to 454 points for boys (PASEC 2019). Private schooling caters to 19 percent of primary-level learners in Madagascar but primarily serves urban learners.
[9] Primarily, the MEN has introduced structured pedagogy for early learning, with an increased number of teaching hours in language and mathematics. The reform also introduced for the first time the use of Malagasy as the language of instruction in primary school (grades 1–3).

primary and preschool education, 63 percent are FRAM; most are unqualified, and many lack even the most basic skills to teach. There are currently four categories of teachers in Madagascar:

(a) **Unsubsidized FRAM teachers** are hired by school principals without any government financial support, contract, or oversight. They are entirely paid by parents and often in-kind.
(b) **Subsidized FRAM teachers** are hired by school principals but receive a subsidy from the Government.[10]
(c) **Contractual teachers** are hired by the Government on fixed-term contracts for six years and paid by the public payroll. Since 2018, on average, about 2,300 contractual posts have opened every year.
(d) **Civil servants** are employed under permanent civil service contracts. In theory, contractual teachers become civil servants after six years of service, but this does not happen in practice.

8. **The deterioration of the teaching workforce is compromising education equity in Madagascar.** Since 2014, the share of unsubsidized FRAM teachers has increased from 6 percent to 45 percent (Figure 2). The MEN created budget posts for contractual teachers in 2017 increasing their share from 12 percent to 33 percent; however, this expansion centered in urban settings and was not based on any qualifications or other objective selection criteria. Thus, the status of the teaching profession is plummeting, the professional capital at schools is rapidly deteriorating, and the mere availability of trained and qualified teachers drives education inequality in Madagascar.[11] Yet, schools keep demanding more teachers; hence, principals continue to hire unqualified candidates because they are the only ones willing to work in these poor conditions, and parents continue to have to pay for them.

Figure 2. Changes in Number of Teachers, by Type of Status between 2014–2015 and 2023–2024



Source: Annual National Education Statistics 2014–2015 and 2023–2024.

9. **The MEN is embarking on an ambitious teacher policy reform.** For investments to effectively transform the education system, and for schools to retain students and improve learning outcomes, systemic challenges to the teaching

[10] Based on the Education System Orientation Law (*Loi d'Orientation du Système Éducatif à Madagascar*, LOSEM), there are no school fees in Madagascar, but in practice, parents compensate FRAM teachers out of pocket and contribute to basic school supplies. Families cite school cost as one of the main reasons for school dropouts.

[11] There are large geographical inequalities in teacher distributions. While the average teacher-student ratio is 1:44, there are large disparities across regions. There are acute teacher shortages in the south and west of the country and in rural areas (see Annex 1), and it is in these same locations that most unqualified teachers work. If the ratio is calculated only with qualified and publicly paid teachers, the ratio is 1:240.

workforce composition need to be addressed. The MEN is therefore designing a major teacher reform to turn around the deterioration of the teaching profession in Madagascar. The reform involves a comprehensive package of policies to test and train all FRAM teachers, moving away from a reliance on nonsubsidized FRAM teachers, and providing professional qualification opportunities and improving compensation and working conditions. The objective is to establish a teacher workforce of trained and qualified teachers, thus significantly improving teacher selection, recruitment, and deployment. Further, the reform includes the scaling up of in-service teacher professional development for all primary school teachers, emphasizing a student-centered approach and structured pedagogy.

10. **Teachers lack pedagogical and subject knowledge to advance student learning and be effective in the classroom.** In international assessments, Malagasy teachers scored lowest in French skills, and male teachers scored lower than female teachers.[12] Generally, teachers in Madagascar have low academic qualifications, and only 20 percent have pedagogical diploma or formal teacher (initial) training. Among all teachers, 65 percent have a diploma delivered at the end of the lower secondary school after eight years of education (*Brevet d'Études du Premier Cycle de l'Enseignement Secondaire*), and 35 percent have the baccalaureate diploma delivered at the end of the upper secondary school (lycée).

11. **Teacher absenteeism is high.** In unannounced visits to schools, 45 percent of teachers were reported as being absent.[13] Madagascar has the highest rate of absenteeism across the 15 countries that have participated in the Service Delivery Indicators (SDIs) studies. The deterioration of working conditions, teacher health issues, and transportation challenges are all contributing factors to teacher absenteeism.[14] Teacher motivation and morale can hardly be nurtured and sustained in this context. Furthermore, a major consequence of teacher absenteeism is the very low instruction time. Even though the MEN has set the required instruction time at 900 hours per year, teachers only deliver about 500 hours.[15]

12. **While the LOSEM prescribes free education, parents pay fees that are used to compensate unsubsidized FRAM teachers and other school costs.** A family living on less than MGA 250,000 (about US$57) a month[16] is more likely to have its child drop out from school because of school fees. Other factors include the following: (a) parents are farmers and need their children to help at home, especially during the harvest season;[17] (b) the child takes care of a sick or older family member; (c) the child has poor school performance and learning difficulties; (d) the child has not attended preschool; (e) the child has no access to learning materials; (f) there is a high rate of teacher absenteeism; and (g) the child needs to travel a long distance between home and school.

13. **Despite challenging conditions for teachers, Madagascar has one of the highest proportions of women in school leadership roles in Sub-Saharan Africa.** Women represent 35 percent of primary school principals in public schools in Madagascar, which is above the 19 percent average in Sub-Saharan Africa.[18] The country has taken steps to further professionalize the role of school principals. As they are also tasked with teaching, principals do not have enough time to perform all their responsibilities. Not all principals have administrative, pedagogical, and technological tools, or if they do have some of these skills, they have not been trained to use them effectively.

[12] PASEC (2019).
[13] World Bank. 2023. *Education Service Delivery Indicator - Round II and Global Education Policy Dashboard -Round II 2021*. The analysis suggests that absenteeism tends to decline when the principal is always present and expects the same level of attendance from the teaching staff.
[14] MEN (2024). 2024 Study on Teacher Absenteeism.
[15] *Madagascar Plan Sectoriel de l'Education* (2018–2022). The school calendar is spread over 39 weeks (27.5 hours per week) to achieve a total of 900 hours of instruction. In the Basic Education Support Project (*Projet d'Appui à l'Education de Base*, PAEB, P160442), increased instruction time was successfully incentivized with a Disbursement-Linked Indicator in eight regions.
[16] UCM CRD 2023. *Les déterminants de la réussite de la transition école-collège à Madagascar*. UCM, *Agence Universitaire pour la Francophonie*.
[17] With 26 percent of children ages 7–14 who are working, Madagascar has a high share of child labor but is at par with country peers in East Africa.
[18] United Nations Educational, Scientific and Cultural Organization International Institute for Educational Planning. 2024. *Women's Leadership for Educational Success in Madagascar. Case Study*. Paris: UNESCO.

School Infrastructure and Learning Environment

14. **The existing school infrastructure is insufficient for increasing student numbers, it is highly vulnerable to damages resulting from cyclones and other hazards, and schools are not adequately equipped as safe learning environments.**

(a) **Existing infrastructure does not provide a conducive learning environment as basic equipment is lacking.** In 2022–2023, about 86.2 percent of students were learning in rural schools, and given the very dispersed rural population in Madagascar, many villages were and continue to be underserved. Only 0.4 percent of schools have electricity.[19] In terms of technological connectivity, 2.8 percent of public schools have access to a laptop or tablet, and 2 percent have an internet connection. About half of the public schools have access to water, but only 8 percent have functional toilets, affecting children's health and well-being, especially for girls.[20] Over 77 percent of the schools are not equipped with adequate school furniture.

(b) **Every year, cyclones damage on average 1,000–2,000 classrooms.** Madagascar is one of the most severely affected countries with an average of three cyclones per year. The frequency and intensity of cyclones continues to rise. Most classrooms are built with local nondurable materials such as dried leaves, wood, and metal sheets, rendering school infrastructure highly vulnerable to cyclones and heavy rain. Cyclones affect schools, damaging roofs and/or causing partial or full damage to one or more classrooms. The MEN typically responds to school damage by closing schools until minimum repairs are complete and lessons can safely resume. Hence, climate-related school closures further reduce the student learning time (see annex 1). Classrooms made of durable materials are associated with better learning and teacher motivation.[21]

(c) **Age-appropriate classrooms for preschool education are lacking.** Even though the LOSEM mandates a one-year preschool education for all students, only 59.8 percent of public primary schools include a preschool classroom. However, primary schools are not systematically equipped to provide a comprehensive preschool education and appropriate early stimulation activities.

Education Sector Governance and Finance

15. **Madagascar underinvests in education.** In 2024, Madagascar spent 2.5 percent of gross domestic product (GDP) on education (down from 3 percent in 2023) compared to 3.7 percent in Sub-Saharan African countries. While education spending as a share of total government spending is higher than its peers (16.8 percent compared to 13.9 percent in Sub-Saharan Africa), this reflects lower levels of government spending due to limited tax revenue. Moreover, average education spending per student is four times higher in Sub-Saharan Africa compared to Madagascar. For 2024, the MEN disposed of a budget of about US$337 million.

16. **Madagascar's education data collection faces inefficiency challenges and requires modernization and digitalization.** The MEN conducts a yearly national education census (*Annuaires Statistiques* - Statistical Yearbooks), but it is administered and completed manually (in paper form), which slows down the data collection. In some instances, schools communicate collected data to school district offices (*Circonscription Scolaire*, CISCOs) via phone. Development of the Statistical Yearbooks takes about six months, and several checks need to be conducted because the multiple-step process creates potential for errors. Since 2016, the MEN has deployed digital tools enabling data collection at the school level. However, several challenges remain, including the availability of digital equipment, connectivity, and the school principals' digital skills. Education data, while disaggregated by student gender, do not systematically capture teacher data by gender and category. Furthermore, there is currently limited information on and tracking of gender-based violence

[19] Connected with the national electricity provider (JIRAMA).
[20] World Bank. 2023. *Education Service Delivery Indicator - Round II and Global Education Policy Dashboard -Round II 2021*.
[21] World Bank. 2015. *Madagascar: Public Expenditure Review 2015.* Washington, DC: World Bank.

(GBV), particularly at the primary level. Systemic tracking of how cyclones and droughts affect schools and learning is also lacking.

17. **The national education system is still highly centralized**. Efforts have been made to devolve authority to the Regional Directorates of National Education (*Direction Régionale de l'Education Nationale*, DRENs) and CISCOs (district level). The operational budget allocated to the CISCO and DREN levels has increased from 15.5 percent in 2018 to 35.7 percent in 2024, intended particularly for teacher training and deployment.[22] However, this has not been accompanied by a sufficient transfer of human resources and technical capacity. Hence, the central level is still predominantly preoccupied with closely monitoring the implementation of education measures at decentralized levels and in school. More efforts are needed for the system to shift its focus toward a long-term vision with improved learning outcomes and increased education completion rates.[23]

C. Relevance to Higher Level Objectives

18. **The operation is in alignment with the World Bank's FY2023–2027 Country Partnership Framework (CPF) for Madagascar.[24]** The CPF identifies three core priorities: Improved Job Opportunities (high-level outcome 1), Improved Human Capital Outcomes (high-level outcome 2), and Enhanced Resilience Against Shocks (high-level outcome 3). This operation is expected to directly contribute to achieving these priorities by improving access to basic infrastructure services (objective 1.3), increasing access to quality education and health services (objective 2.1), and strengthening disaster risk management (objective 3.2). The operation is also in line with the World Bank Gender Strategy 2024–2030, particularly its first strategic objective of eliminating all forms of GBV and building and protecting human capital. The operation further aligns with the Paris Agreement (PA) by enhancing climate resilience through the integration of climate change adaptation into new infrastructure projects, which is also in line with Madagascar's National Adaptation Plan to Climate Change (2021).

19. **The operation closely aligns with Madagascar's LOSEM, the Partnership Compact, which provides an opportunity for all stakeholders to come together and commit to a shared vision, as well as with the State's General Policy on Human Capital Development, particularly to improve schooling for Malagasy children.[25]** The Government of Madagascar adopted the LOSEM in January 2023, introducing a series of changes structured around 17 broad principles and aimed at providing quality education for all, as well as making the education system more structured, effective, and efficient. This new law establishes a compulsory 10-year public education, requiring children to attend school until they obtain a study certificate at the end of the first level of secondary education (year 10). It also introduces a mandatory one-year preschool program, and it lowers the minimum enrollment age from age 6 to age 5. The 2023 Partnership Compact aims to provide all Malagasy students with a preschool, primary, and lower secondary education.

D. Multiphase Programmatic Approach

20. **The operation is a subsequent phase of the AIM4Learning MPA.** There are no changes to the MPA Program Development Objective (PrDO), key indicators, or Theory of Change.

[22] Information provided by the MEN.
[23] World Bank. 2021. *Management, Transparency, and Accountability in the Education Sector in Madagascar (P174878)*. Washington, DC: World Bank.
[24] Discussed with World Bank Board of Directors on April 25, 2023. Report No. 179576-MG.
[25] *Madagascar Politique Générale de l'Etat (PGE) - Capital Humain*.

(i) Program Development Objective (PrDO)

21. **The AIM4Learning MPA's PrDO is to increase equitable access and improve learning outcomes in basic education in Eastern and Southern Africa.** The MPA aims to reach 72 million children with better and more equitable education, cut learning poverty by one-quarter, reduce the out-of-school population by 50 percent, and increase lower secondary school access for adolescent girls by one-third. Progress toward the PrDO is measured through the results indicators shown in Table 1. As the MPA has only recently been approved, it is too early to provide an update on progress toward achieving these targets.

Table 1. PrDO-Level Outcome Indicators

Indicators	Unit	Baseline (January 2025)	Target (December 2034)
Learning poverty[a]	Percent	91.0	69.0
Children supported with better education[a]	Number (millions)	0.0	72.0
Children of basic education age out of school[a]	Number (millions)	14.0	7.0
Lower-secondary school enrolment of girls	Number (millions)	5.0	7.8
Joint research studies on learning poverty shared	Number	0.0	15.0

Note: a. World Bank Corporate Scorecard Indicator.

(ii) Program Framework

22. **The MPA's approach to the regional and country-specific contexts is summarized in** Table 2**.** Financing for the borrowers joining the MPA Program in the future will be contingent on the availability of country allocations and satisfactory program implementation.[26] The MPA will be implemented over 10 years (FY2025–2034). Ethiopia and Comoros joined the MPA in the first phase, Mozambique in the second phase, and Madagascar in the third phase. For all countries included under the latter phases of the MPA, the indicative financing envelopes are expected to be programmed through a mix of new operations and additional financing that fall within the scope of the PrDO and do not exceed the overall financing envelope for the MPA.

Table 2. MPA Program Framework

Phase	Operation ID	Project Development Objective (PDO)	Estimated IBRD Amount (US$, millions)	Estimated IDA Amount (US$, millions)	Estimated Other Amount (US$, millions)	Estimated/Actual Approval Date	Estimated Environmental and Social Risk Rating
Phase 1	Comoros: P507220	To improve teaching quality and primary education completion rate	0.00	14.62	8.70	February 20, 2025	Moderate
	Ethiopia: P501017	To increase equitable access and improve learning outcomes in preprimary and primary education	0.00	50.00	176.30	February 20, 2025	Substantial

[26] Operations will be ready when they are submitted for approval and after meeting the requirements of client countries. The order in this list is indicative.

Phase	Operation ID	Project Development Objective (PDO)	Estimated IBRD Amount (US$, millions)	Estimated IDA Amount (US$, millions)	Estimated Other Amount (US$, millions)	Estimated/Actual Approval Date	Estimated Environmental and Social Risk Rating
Phase 2	Mozambique: P509826	To improve education outcomes of school-age children in the most vulnerable districts of Mozambique by using schools as platforms for integrated service delivery	0.00	100.00	0.00	June 16, 2025	Moderate
Phase 3	Madagascar: P506569	To increase the completion rate and improve learning outcomes in primary education	0.00	150.00	35.38	June 16, 2025	Moderate
Phase 4	Malawi: P507745	To increase access to preprimary education, and improve foundational learning outcomes in primary schools	0.00	0.00	88.00	July 31, 2025	Moderate
Later phases	Angola	TBD	300.00	0.00	0.00	TBC	Moderate
	Comoros	TBD	0.00	15.00	10.00	TBC	Moderate
	Ethiopia	TBD	0.00	400.00	200.00	TBC	Moderate
	Madagascar	TBD	0.00	100.00	99.62	TBC	Moderate
	Malawi	TBD	0.00	200.00	0.00	TBC	Substantial
	Mozambique	TBD	0.00	200.00	0.00	TBC	Moderate
	Regional: AAU	TBD	0.00	10.00	0.00	TBC	Moderate
	Total		**300.00**	**1,239.62**	**618.00**		

(iii) Learning Agenda

23. **The operation will contribute to the AIM4Learning MPA's Learning Agenda.** It will fill learning gaps by assessing improvements in teacher practices, contributing to (a) Hypothesis 1, by assessing how improvements in teacher practices and focusing on strengthening continuous professional development can enhance teaching quality and student outcomes through approaches such as modular training and technology (via surveys); (b) Hypothesis 2, by exploring how strengthening foundational systems, such as teacher training and curriculum reform, can improve the effectiveness of education reforms (via reviews); and (c) Hypothesis 3, by examining how the role of digital tools can improve learning outcomes and administrative efficiency, especially in relation to teaching quality and student engagement (via evaluations). Since the AIM4Learning MPA was approved only on February 20, 2025, it is too early to report on progress on the learning agenda.

II. PROJECT DESCRIPTION

A. Project Development Objective

24. To increase the completion rate and improve learning outcomes in primary education.

B. PDO Indicators

Table 3. PDO-Level Indicators

PDO Indicators	Baseline (June 2024, %)	Target (June 2029, %)
Completion rate in primary education	63.6	68.0
Share of students meeting minimum reading proficiency in public primary education[27]	25.1	31.0

C. Project Components

25. **Component 1: Strengthening the teaching profession (US$85.85 million equivalent including US$70.74 million equivalent from IDA and US$15.11 million from the Global Partnership for Education [GPE]).** This component is aligned with Pillar 2 of the MPA, *Empowering a Skilled and Motivated Workforce of Educators.* It aims to elevate the teaching profession in Madagascar by shifting the composition of the teaching workforce from unqualified FRAM to licensed and qualified contractual teachers. The objective of this component is to improve the status, motivation, working conditions, compensation, and attractiveness of the teaching profession. Moreover, as part of the professionalization of the teacher workforce, teachers will develop new skills and competencies. Innovations such as virtual coaching, communities of practice, text nudges, and artificial intelligence virtual tutoring will be piloted and evaluated. To that end, teachers will receive digital skills training to leverage technology for distance training and to guide student learning.

26. *Subcomponent 1.1: Improve working conditions for all teachers and ensure job stability and adequate compensation for qualified teachers (US$62.4 million equivalent from IDA).* This subcomponent will finance a set of policies and interventions geared toward strengthening the teaching profession in Madagascar including a screening test, teacher training, and compensation (Figure 3). The underlying rationale is that, if the dynamic of hiring of unqualified community members as teachers is not turned around, further investments in training, professional development, and teaching career-related interventions would have limited impact. Two pathways will be financed:

(a) **Teacher test, training, and outreach campaigns.** The purpose of this test is to identify which teachers meet the minimum requirements to practice the profession and to identify specific training needs.[28]

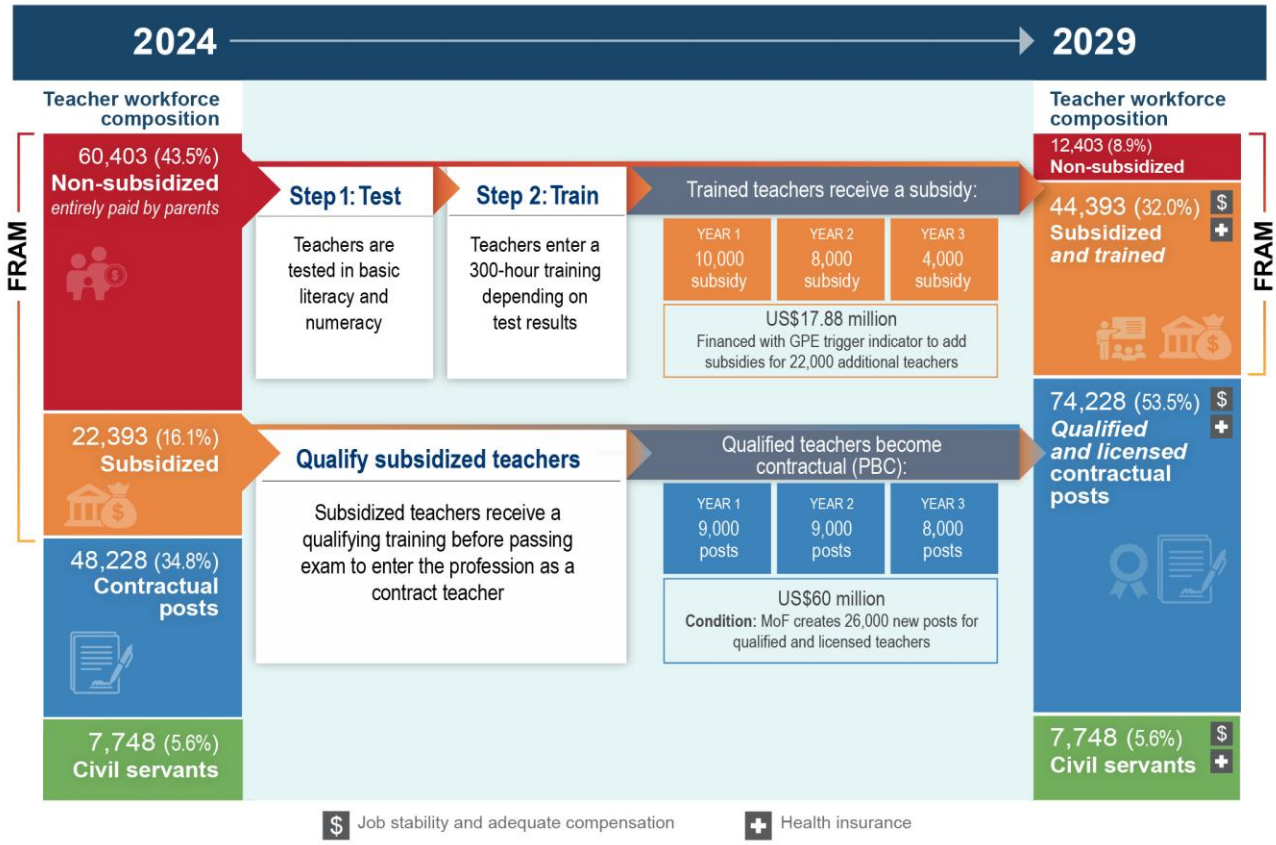
(b) **Incentivizing the creation of budget posts for contract teachers.** The creation of new budget posts for contract teachers will be incentivized with a Performance-Based Condition (PBC) (*PBC #1: Number of new and filled budget positions for contract teachers at preprimary and primary education level)*. The cost of incentivizing the creation of contractual posts (once they are qualified) is US$2,300 per teacher which covers her/his compensation for at least 18 months or longer depending on the pay grade. The purpose of the qualification/licensing is to ensure that only qualified teachers enter contractual work status. The qualifying training will build on the training financed under the previous education operation (both face-to-face and

[27] Measure for grade 2 students using tests such as EGRA to measure reading fluency.
[28] This test will not only provide rich information on the content knowledge of teachers in Madagascar but also serve as a basis for selecting adequate candidates and screening FRAM teachers who do not meet the basic requirements to teach, that is, who can barely read and write.

online training; see Subcomponent 1.2). Part of the US$35.388 million GPE grant (US$17.88 million) will be available for disbursement once the Government meets the condition to increase the share of subsidized community teachers. Providing subsidies for 22,000 FRAM teachers and creating budget posts for 26,000 contractual teachers will decrease the share of unpaid and unqualified FRAM from 43.5 percent in 2024 to 8.9 percent in 2029 (Figure 3). The subcomponent will also finance public communication; the development of a career path framework; and a deployment strategy to attract, retain, and motivate teaching talent in Madagascar.

27. **This subcomponent will further finance the provision of health insurance (subsidies) to teachers working in public primary schools with the objective of recognizing teachers and improving the working conditions to attract better candidates in the future.** Health insurance is important, especially in areas vulnerable to climate, for building the adaptive capacity of teachers and their communities. The provision of health insurance as part of subsidy for teachers will strengthen teachers' adaptive capacity in climate-vulnerable areas, where climate-related health risks such as waterborne diseases and heat stress are increasing. Health insurance also covers teachers' children.

Figure 3. Strengthening the Teaching Profession in Madagascar



28. *Subcomponent 1.2: Improve in-service professional development opportunities to increase the share of trained and qualified teachers (US$23.45 million including US$8.34 million equivalent from IDA and US$15.11 million from the GPE)*

(a) **Deploy basic training to teachers who pass the screening test.** A basic initiation training of 300 hours will be provided after teachers pass the screening test (financed under Subcomponent 1.1). This basic initiation

training will cover the fundamentals didactics of Malagasy, mathematics, and French as well as in general pedagogy the teachers need to practice in the classroom. This activity is financed by IDA.

(b) **Deploy qualification training modules.** In addition, comprehensive qualification training will be offered to eligible teachers to acquire a pedagogical diploma that qualifies them as contractual teachers. Training includes both face-to-face and online modules, and they are supervised by principals and pedagogical advisors. The online training modality will be incentivized with a PBC (*PBC #2: Number of teachers having successfully completed qualification training (distance-learning)).* The online training modality (PBC) is financed by the GPE, and the face-to-face training is financed by IDA.

(c) **Support the scaling up of structured pedagogy training in Malagasy and mathematics for all primary school teachers.** In line with the new national curriculum, a comprehensive and consistent package for foundational learning will be financed to provide teacher guides and lesson plans, student textbooks, and teacher training. The training modality will be enriched by bringing pedagogical advisors to the classroom to provide targeted feedback, model effective teaching practices, and support teachers in applying new pedagogical techniques. Teachers will be supported with new skills and competencies to use technology for teaching. A blended coaching model will be adopted, combining face-to-face interactions with virtual coaching through digital platforms/applications. This subcomponent will also enable teachers in remote areas to use new teacher guides, including structured lesson plans on tablets with in-built interactive behavioral prompts and encouragements for timely completion of lessons. Trainings for teachers, regardless of subject area, will include modules on cross-cutting topics such as soft skills, GBV prevention and response, promotion of gender equality in the workplace, and training on how to integrate climate change considerations and emergency response procedures into their specific subject areas. This activity is financed by IDA.

(d) **Support further professionalization of school principals and pedagogical advisors.** Training for school principals includes a minimum package of professional development (pedagogical supervision, communication, language training, school management) and cross-cutting topics such as soft skills, gender-sensitive leadership, and the prevention and response to GBV in school environments. In districts prone to cyclones, school principals will be trained in enhancing school adaptive capacity**,** such as how to prepare and respond to cyclones, how to support students and teachers, who to inform at the district level, and how to reopen schools quickly. They will also learn how to leverage schools for community adaptive capacity, such as how to manage school infrastructure if it is needed for the community in cases of a climate emergency. School principals will be incentivized with small school grants to reduce repetition in the lower grades with a PBC (*PBC #3: Decrease of student repetition rate in grades 1-5 (school level)).* This activity is financed by IDA.

29. **Component 2: Transforming the school environment to support learning and student well-being (US$83.01 million, including US$50 million equivalent from the Crisis Response Window (CRW), US$15.14 million equivalent from IDA, and US$17.86 million from the GPE).** This component is aligned with MPA Pillar 1, *Transforming Learning Spaces*.

30. *Subcomponent 2.1: Rehabilitating selected schools with adequate and cyclone-resilient infrastructure (US$50 million equivalent CRW and US$12.06 million from GPE).* The financing from the CRW will target at least 1,000 schools in the 15 most cyclone-damaged regions as defined in the national para-cyclonic guidelines.[29] Each targeted school will receive a minimum infrastructure package comprising two furnished primary classrooms, a sanitation block to ensure

[29] Based on a targeting exercise completing during project preparation, this subcomponent targets 1,000 schools in 64 cyclone-exposed districts. The CISCOs have been targeted based on cyclone damages in the past and education outcomes. 30 CISCOs have been targeted based on Zones I and II of *Règles pour les Constructions Paracycloniques* (Cellule de prevention et gestion des urgences, 2018).

gender-based separation on school grounds, and a water point.[30] In these target schools, a preschool classroom with age-appropriate furniture will be added if it is not already available. The implementation modality will build on and scale up the innovative and cost-effective community-based approach with active leadership from the local communities. This model has demonstrated effective cyclone resilience in past projects, and for this project, guidelines will be established on how the rehabilitated and upgraded school infrastructure will be used as emergency shelters and/or evacuation centers during cyclones. Natural light and ventilation will be provided according to norms and, together with wood-made roof-insulation, will create cost-efficient comfort for learning activities with no energy consumption, reducing the need for artificial cooling and associated emissions. Water points will be equipped with solar energy pumps, which have been successfully tested in previous projects. These education facilities will help reduce the vulnerability against cyclones and flooding and provide adaptive capacity for learning activities to take place.

31. *Subcomponent 2.2: Learning materials and early learning kits (US$13.14 million equivalent from IDA and US$5.8 million from the GPE).* The project will finance teacher guides, textbooks, and workbooks (mathematics, Malagasy, and French) for primary school students. Additionally, all the learning materials will be available in digital format and micro-lessons will be extracted and automated as text nudges to teachers. The project will also fund early learning kits (toys, books, guides for educators) for at least 1,000 preschools in targeted districts. Learning materials will be designed to be climate resilient to ensure durability, especially under extreme weather conditions in cyclone-prone areas, and incorporating digital formats that can be accessed offline to mitigate the impact of climate-related disruptions. All activities in this subcomponent are financed by IDA with the exception of textbook printing for grades 4 and 5, which is financed by the GPE.

32. *Subcomponent 2.3: Providing community-driven school feeding in high food insecurity areas (US$2 million equivalent from IDA).* The project will support school feeding in targeted areas, alongside trainings for school committees to ensure sustainability of investments. The project will capitalize on and strengthen the existing school canteen program under the MEN, which enables communities to provide one daily meal for primary school students.

33. **Component 3: Building capacity for sustainable sector reforms (US$8.23 million equivalent including US$7.11 million equivalent from IDA and US$1.12 million from the GPE).** This component is aligned with Pillar 3 of the MPA, *Strengthening Systems*. This component will support improving administrative governance within the MEN through strategic initiatives including digitalization, capacity building, and strengthened accountability.

34. *Subcomponent 3.1: Enhancing data and information systems (US$6.61 million equivalent from IDA)*

(a) **Reengineer and digitalize the Education Management Information System (EMIS)** by providing technical support for the reporting and dissemination of annual education statistics (currently done in paper form). The project will assess the data architecture to understand where and in what format current data exist and digitize as a priority those data sources related to the key sector indicators. The activity will also provide each school principal with a tablet or smartphone and training to report educational real-time data. The project will finance geo-referenced technology to support the deployment of school maps and promote planning and management of education resources at decentralized levels.

(b) **Monitor teacher absenteeism.** The project will finance a scale-up of the photo-based pilot under the World Bank-financed Digital Governance and Identification Management System Project (PRODIGY; P169413) to track teacher attendance and administrative and financial management (FM) activities in primary schools.

[30] The existing cost-effective classroom standard design for rural classrooms will be used. This model is certified cyclone-resistant by accredited expertise in risk assessment. Key cyclone-resilient features will include reinforced structural connections between foundations, walls, and roofs, as well as others based on localized risk and need. The international firm SOCOTEC has provided ISO (International Organization for Standardization) certification on the existing standard drawing. Infrastructure built under the project will be EDGE (Excellence in Design for Greater Efficiencies) certified.

(c) **Implement regular learning assessments.** The evaluation unit within the MEN will continue to benefit from capacity building to assess student learning. More specifically, the unit will receive further support not only to conduct the annual EGRA and Early Grade Mathematics Assessment (EGMA) to monitor students' literacy and numeracy skills but also to build capacity to work with other departments to adjust instruction and provide supplementary learning resources and remedial education.

(d) **Improve gender and GBV data collection within the education sector and strengthen GBV and violence prevention,** by providing a stronger evidence base for future interventions, including a study on risk factors, prevalence, causes, and impacts of GBV in schools, with a view to developing a detection strategy and establishing appropriate response mechanisms. The data collected will also be used to analyze how school-related GBV complaints are handled, assess existing national and local systems, and identify barriers and gaps.

(e) **Track impact of natural disaster shocks in education.** The project will enhance the MEN's ability to monitor climate-related impacts (such as school closures, and patterns in enrollment data; see annex 1 for more information), collect and utilize climate data within EMIS, and assess infrastructure vulnerability.

35. *Subcomponent 3.2: Capacity building at central and decentralized levels for efficient service delivery (US$0.5 million equivalent from IDA and US$1.12 million from the GPE)*

(a) **Train the MEN staff on data-driven decision-making, sector management, and planning.** This includes central and decentralized levels (DREN, CISCO, and *Zones d'Administration Pédagogique*). At deconcentrated levels (*Services Techniques Déconcentrés*), the project will support an assessment of the capacity to identify existing strengths and gaps and establish roles and responsibilities. This will inform the development of a training plan aimed at enhancing the implementation capacity. The activity will finance trainings for the MEN staff across the education service delivery chain to strengthen capabilities for education reform implementation, with a particular focus on planning, management, and monitoring and evaluation (M&E) and including training on GBV/VaC protocols and procedures. This activity is co-financed by the GPE and IDA.

(b) **Train public officials on monitoring climate shocks/impacts, risk management, adaptation policy formulation, and crisis response.** Technical assistance (TA) will be provided to support the MEN in reviewing national norms and standards with the aim to address long-term school construction needs through the expansion of cost-effective and cyclone-resilient new education infrastructure. The project will also finance communication/awareness-raising activities with community leaders and parents on the impacts of climate change and adaptation. This activity is financed by IDA.

(c) **Develop strategic outreach and communication campaigns** to accompany the reform agenda to foster public understanding, manage expectations, and promote a shared vision for change in the education sector. This activity is financed by the GPE.

36. **Component 4: Project Management (US$8.3 million equivalent including US$7 million equivalent from IDA and US$1.3 million from the GPE).** This component will support the implementation and overall administration of the project, including fiduciary, environmental and social risk management, regular reporting of implementation progress, and beneficiary feedback activities, including monitoring of and response to complaints and suggestions. The verification agency will also be financed under this component. Given the focus of the project on teacher management and compensation, the project will support the Ministry of Economy and Finance (MEF) to actively participate in the M&E of project activities and provide TA to improve teacher management in terms of planning and predictability of the teacher

subsidy and salary budget. The project will also provide TA to scale up a proximity payment program for FRAM teachers and finance the payment agency.[31]

37. **Component 5: Contingent Emergency Response Component (CERC).** Following an eligible crisis or emergency, the Government of Madagascar may request the World Bank to reallocate project funds to support emergency response and reconstruction. This component would draw from the uncommitted IDA credit resources under the project from other project components to cover emergency response.

D. Project Beneficiaries

38. **Project beneficiaries include students, teachers, principals, and parents in all 27,000 public primary schools.** Specifically, the project is expected to benefit about 4.7 million students enrolled in preprimary and primary education. About 135,000 primary and preprimary teachers will directly benefit from professional development support and the systematic teacher reforms. In addition, all 27,000 primary school principals will be trained. Interventions that need to be targeted to the most vulnerable primary schools (for example, classroom construction) will follow a targeting index including education outcomes, cyclone vulnerability, and poverty. The project is expected to target intersectional vulnerabilities and have a disproportionately greater impact on female students in the lowest income quintile.

E. Rationale for Bank Involvement and Role of Partners

39. **Development partners finance the education sector in a well-coordinated manner.** Partners engage primarily through the Local Education Group (*Plateforme Nationale pour le Pilotage du Secteur Education;* PNPSE) which involves the collaboration of the three ministries overseeing the education system. The PNPSE, in ensuring alignment between national priorities and donor support, organizes Education Sector Reviews to further enhance coordination and offer a platform for dialogue, progress evaluation, and strategic planning. In addition to direct financial support, development partners provide complementary assistance that addresses gaps and strengthens the overall education sector.

40. **The MEN developed a Partnership Compact which aims to support the systematic and sustainable transformation of teaching and learning conditions for quality and resilient education.** Madagascar's Partnership Compact details three main areas of intervention to ensure that all children acquire fundamental skills: (a) enhancing teachers' skills and motivation, which involves better training, recruitment, deployment, and management; (b) providing more effective learning time, which requires reducing teacher absenteeism and adapting pedagogical methods to learning contexts and remedial measures that address learners' needs; and (c) improving learning conditions, which entails ensuring adequate and inclusive school infrastructure and teaching and learning materials and increasing access to quality preprimary education. The World Bank is the co-grant agent with French Development Agency (*Agence Française de Développement*, AFD) and United Nations Children's Fund (UNICEF) for the System Transformation Grant (STG) of US$90 million financed by the GPE. Teacher professional development is supported in a coordinated and complementary manner by various partners, who have allocated their support to maximize coverage and address as many needs as possible. This collaborative approach eliminates redundancies and enhances efficiency, ensuring that all teachers benefit from coherent and streamlined training programs.

[31] This activity is building on lessons learned from previous projects in Madagascar that used a fiduciary agency during the COVID-19 pandemic and relied on mobile money so that teachers do not have to travel far to collect their salary (which is causing teacher absenteeism).

Table 4. Activities of Key Development Partners in the Education Sector

Partner	Description
UNICEF	UNICEF's Education Program (2024–2028) will focus on • Enhancing pedagogical supervision, developing pedagogical exchange networks, and improving teaching skills; • Remediation classes and reintegration of out-of-school children; • Community engagement in school management through school committees; • Inclusive education strategies and promotion of gender responsiveness including protection against GBV; • National and regional emergency preparedness and response plans for disaster risk management; and • As a co-grant agent for the GPE STG, complementing this operation's efforts to prevent, monitor, and respond to GBV in education at the systemic level.
UNESCO	United Nations Educational, Scientific, and Cultural Organization (UNESCO) in Madagascar intervenes in various education thematic aspects including • Comprehensive Sexuality Education support to the ministry to reduce new HIV infections, reduce early and unwanted pregnancies, and eradicate violence in schools and community environments; • Establishment of a system for validating acquired experience for certification in the position of School Director; • Women in Learning Leadership, a gender-sensitive institutional analysis of primary school leadership - case study (qualitative and quantitative data collection and analysis); and • Integration of the climate dimension into the education system.
AFD	Through the *Fonds Commun Education* initiative, AFD focuses on • Supporting the revision of the initial teaching certification exam and institutionalizing training for pedagogical supervisors; • Building institutional capacity and decentralizing education management; and • Implementing control mechanisms and training in budget planning, software use, and public finance management; • Financing school grants to all primary and lower secondary schools as of school year 2025–2026.
JICA	The Japan International Cooperation Agency (JICA) supports strengthening governance by fostering community involvement in education. It also targets early literacy and numeracy skills, using the *Teaching at the Right Level* (TaRL) approach in primary schools. JICA previously piloted a set of interventions for preschool, including teacher training and the distribution of *Kamishibai*, a simple picture-story show for children. Under the portion of the GPE System STG managed by UNICEF, JICA will continue to support the MEN in implementing TaRL in primary public schools.
WFP	In 2023–2024, the World Food Programme (WFP) supported homegrown school feeding in 983 schools across 8 regions. For the school year 2024–2025, the program covers 9 regions with the highest food insecurity and will reach 1,219 primary public schools, among which 531 using the homegrown school feeding approach.

F. Lessons Learned

41. **This operation builds on lessons learned from the previous Madagascar Basic Education Support Project (PAEB) (closed in December 2024).**[32] A major achievement of the PAEB is the revised and modernized new curriculum covering the full cycle of basic education. The MEN adopted the structured pedagogy approach with lesson plans for teachers that was scaled up at the national level. Training was generally well conducted, but teachers lacked support from pedagogical advisors to ensure more effective application in the field. Textbooks and teacher guides (developed by the MEN with some TA) were printed and distributed for all grade 1 and grade 2 students and teachers in public schools. The next phase involves providing more hands-on support for teachers by following up on their training as they implement the curriculum in their classrooms. The rural community-led early learning centers showed promising results on learning outcomes once a student enrolls in primary school. However, a more sustainable model must be identified before scaling up, especially with the acute shortage of preschool teachers. The project identified a cost-effective, community-led, and cyclone-resistant model for classroom construction in the most remote areas that is working well and is ready for scale-up. Several

[32] Madagascar Basic Education Support Project (P160442). https://projects.worldbank.org/en/projects-operations/project-detail/P160442.

disbursement-linked indicators in the previous operation targeted regional and district levels to incentivize performance and results at the decentralized levels to shift focus of all actors to improving education outcomes. A key lesson learned is that there is an urgent need to shift the teaching workforce away from unqualified and unpaid individuals to trained, qualified, and compensated teachers. Not addressing these issues will hamper the impact of any education investment.

III. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

42. **The project will be implemented by the MEN, and project activities fall under the responsibility of the relevant departments.** A Coordination and Monitoring Committee consisting of members from the relevant departments and focal points will coordinate and review implementation progress. The existing Project Facilitation Unit (*Unité de Facilitation de Projets*, PFU) will oversee overall FM, internal audit, disbursement, procurement, environmental and social, and M&E functions. The PFU has become a regular line institution of the MEN and assists the MEN in managing fiduciary aspects and providing TA linked to donor-funded project as per the *Decree No 2024-063* of January 23, 2024. It will support the consolidation of project documents, including the Project Implementation Manual (PIM), budgeted annual work plans, M&E reports, and other progress reports. It will also facilitate internal and external communication and other supporting activities, as requested. The PFU reports to the MEN.

B. Results Monitoring and Evaluation Arrangements

43. **The M&E team at the PFU will ensure the data and reports are of adequate quality and will liaise with the line ministry and staff involved.** Data to monitor the proposed indicators will come primarily from existing education statistics and surveys that will be compiled and presented in a digital dashboard, including images of the development of the school rehabilitation work supported by the project. The proposed indicators also build on the previous TA provided through other projects to institutionalize key education indicators and enable better policy making. The project will also benefit from the Geo-Enabling initiative for Monitoring and Supervision tool, which will be incorporated into the existing M&E systems to monitor progress at the school level that will benefit from the project.

C. Sustainability

44. **Sustainability.** The World Bank's financing will incentivize the Government to increase the quality and quantity of the teaching workforce, including through an increase of contractual posts, once those teachers have been qualified. This implies a significant national budget increase with long-term fiscal implications. The key is to ensure the MEF's full commitment; to that end, the PBC on new budget posts is formulated to ensure teachers are paid within the national budget line. Furthermore, Component 3 includes advisory and TA activities to support the long-term teacher recruitment and deployment strategy. A critical element of such a strategy will be an interministerial steering committee, including the MEF, to coordinate both the Government's internal dialogue and public communication.

D. Disbursement

45. **This project is co-financed by a GPE grant of US$35.388 million, and its transfer is contingent on conditions.** The amount of US$15,358,105 will be contingent on whether the teacher policy is presented to the PNPSE and approved by the Government. In addition, the grant top-up allocation of US$17.88 million is also conditioned on the achievement of

two top-up triggers, as approved by the Board. The two triggers are the following: (a) the 2025 finance act reflects the needs for more subsidized posts of community teachers as identified in the staffing plan developed by the MEN and spelled out in a note endorsed by the PNPSE and adopted by the Council of Ministers (US$8,944,000) and (b) the results of the audit confirm that the community teachers' selection process to benefit from a subsidy at CISCO level meets the criteria agreed in the guidance note (to be developed alongside with the three-year staffing plan) for the year 2025–26 (US$8,944,000).

IV. PROJECT APPRAISAL SUMMARY

A. Technical, Economic and Financial Analysis

Economic Analysis

46. **The project is expected to generate substantial impacts in the target districts, improving key education outcomes in beneficiary project sites.** The economic rationale for public sector financing of the sector is based on three pillars: (a) while human capital is built at the individual level, the associated benefits to the society are higher than the individual benefits; (b) given the low average income and high poverty rate in Madagascar, expansion of public investment in education will allow poorer families to access quality services; and (c) families struggle to perceive the benefits of investments, especially because the returns only materialize in the long run. As individuals do not consider these benefits when making investment decisions, government funding can increase the overall investment in education and consequently the level of human capital in the economy.

47. **The cost-benefit analysis of the project displays high to very high economic value.** It is conducted to weigh project direct and indirect costs with project economic outcomes due to project impact on beneficiaries. The results yield an economically sound investment with a net present value (NPV) of US$20.9 billion and an internal rate of return (IRR) of 33.7 percent. The impact of the project is derived from the expected impact of a higher-skilled and better-prepared teacher workforce on student learning and student years of schooling: following regression estimates, a 10 percentage point increase in the share of trained and qualified primary school teachers would significantly raise Learning-adjusted Years of Schooling (LAYS) by 0.3 years, which as a consequence would raise GDP per capita growth due to a higher-skilled workforce over the long term. The model includes a discount rate of 7 percent. Costs include indirect recurrent investment in teacher pay as a consequence of hiring new qualified and trained teachers (increasing this proportion by 15 percentage points), both contractual teachers and subsidized teachers (FRAM).

48. **The sensitivity analysis conducted considers different proportions of a new share of trained and qualified teachers.** This varies the equivalent increase in LAYS as a result of higher quality and relevance of primary education and hence varies the expected output in long-term GDP per capita growth increase. Overall, the IRR ranges from 28.5 percent to 36.5 percent, while NPV ranges from US$10.2 billion to US$76.6 billion in a long-term scenario of 20 years after the project is implemented.

Technical Analysis

49. **The World Bank's Eastern and Southern Africa Education Business Plan identifies four major areas of intervention required to accelerate regional progress in basic education.** A large and growing body of evidence highlights the critical actions needed to reduce learning poverty in Eastern and Southern Africa. Education systems across the region need to provide adequate and safe learning environments that are equipped with appropriate technology and teaching and learning materials. To improve outcomes, education systems across the region need to continue to strengthen the

skills and motivation of their teacher workforce. Actions to support the effective management, governance, and financing of education systems are also needed to improve incentives and accountability as well as to improve the efficiency and equity of public and private education sector investments. Greater efforts are needed to improve accessibility to the latest knowledge on how to improve education outcomes and to foster greater collaboration among countries to address common education challenges.

50. **The project design draws on recent frameworks and analytical work that outline the most effective ways of accelerating basic education outcomes at scale.** These include the *World Development Report–Learning to Realize Education's Promise* (2018), the World Bank's Literacy Policy Package, its work on cost-effective learning spaces, and the growing evidence base on the most cost-effective interventions ('smart buys'). The project relies on evidence emphasizing the need for a more coherent approach to service delivery. For example, when new curricula are introduced, corresponding reforms are essential to align other critical efforts, such as teacher training, teaching and learning material provision, and standards for learning spaces.

51. **The project draws on lessons learned from the recent Independent Evaluation Group (IEG) review, which documents insights from 10 years of World Bank support for basic education.** Lessons from recently closed education projects, captured in their Implementation Completion and Results Reports, emphasize the importance of focusing on equity and inclusivity, enhancing community engagement, prioritizing capacity building at all levels of the education system, supporting data-driven decision-making, providing effective teacher training opportunities, expanding the use of results-based financing where possible, focusing on infrastructure development, and ensuring adaptability in fragile contexts. The recent IEG evaluation also includes similar recommendations, further highlighting the need for future projects to include more ambitious learning-related objectives, particularly for foundational skills; strengthen national learning assessment capacity; monitor and evaluate critical interventions such as teacher training; and develop longer-term, sequenced country-level engagements to support systemic reforms needed to improve learning outcomes. These lessons are incorporated into the project design's focus on systems, which aims to provide the sustained engagement necessary to improve learning outcomes.

52. **The project infuses technology and innovation in all its components to enhance impact on retention and quality as well as meeting the impending demographic demands for education.** To improve teaching quality, a key element of this project is to support a tech-enhanced structured pedagogy which has already been scaled up at the national level in paper-based form. Teacher capacity will also be supported through enhanced digital skills, virtual coaching, text nudges, and virtual tutoring. Finally, technology will support education systems to provide efficient use of data for decision-making, transparency on results, and efficient distribution of resources.

53. **The latest 2024 Education Finance Watch report from the World Bank and UNESCO highlights that during the last decade,** spending has been rising, but this has still not been enough to address the learning crisis, especially in low-income countries. Other key findings have shown that spending more is not enough to address the learning crisis without paying attention to efficiency and equity.

54. **Education investments via other World Bank projects in Madagascar.** The project will be building on ongoing operations financed by the World Bank. These projects contribute significantly to the improvement of the education sector, with the following six investments that focus on enhancing access to education:

(a) **Digital and Energy Connectivity for Inclusion in Madagascar Project (P178701).** With a budget of US$60 million, this project aims to provide off-grid solar and broadband connectivity for schools and health centers.
(b) **Support for resilient livelihoods in the South of Madagascar (P171056).** This project allocates US$43 million to support communal projects, including the rehabilitation of 220 schools across three regions in the south.

(c) **Food System Resilience Program for Eastern and Southern Africa (P178566).** In collaboration with the WFP, this project supports community-based school canteens in 1,252 schools across nine regions, with a total budget of US$40 million.

(d) **Madagascar National Water Project (P174477).** US$12.5 million is dedicated to improving water, sanitation, and hygiene facilities, including handwashing stations and water points, in 260 schools across four regions. This project also includes a menstrual hygiene and awareness campaign that will start in 2025.

(e) **Madagascar Safety Nets and Resilience Project (P179466).** With a total budget of approximately US$51 million, the projects provide cash transfers to families conditional to having a child age 6–14 enrolled in school. Families have access to a support package including literacy, professional/skills training, mobile daycares, parent education, and nutrition education.

(f) **Digital Governance and Identification Management System Project (PRODIGY) (P169413).** This project includes digitalization efforts, including a biometric census for civil servants (including teachers), a pilot for tracking teacher absenteeism, and IT governance for ministries.

(g) **East Africa Girls' Empowerment and Resilience Program (EAGER) (P179293).** This US$180 million project finances activities to support girls' education, which includes the development and rollout of a comprehensive reproductive health education program for students in lower secondary public schools, the provision of scholarships for 142,500 girls enrolled in lower secondary public schools in rural areas, and safe space programs for 8,000 out-of-school girls to facilitate their reentry to school.

55. **Climate.** The project activities will be implemented throughout Madagascar including in locations that are highly exposed to climate and disaster risks. Madagascar is exposed to many natural hazards, such as storms, cyclones, landslides, and droughts, that adversely affect the country's natural capital, people, and physical infrastructure. Climate change is increasing the frequency and intensity of these climate shocks, thereby increasing vulnerability. The project's locations include areas highly exposed to floods and cyclones and, in the south of the country, droughts. Extreme floods and cyclones could potentially affect the proposed new infrastructures to be built, ranging from moderate to severe impacts. To enhance climate resilience, proposed rehabilitations will be built to withstand cyclones and flooding based on climate projections. The project will include institutional capacity development for improved monitoring, planning, and response to climatic events including food insecurity and infectious disease. Climate change in Madagascar is exacerbating food insecurity through increased frequency and severity of droughts, cyclones, and flooding that destroy crops and disrupt agricultural production systems. Similarly, changing climate patterns are altering the geographic range, seasonality, and intensity of vector-borne diseases such as malaria and waterborne illnesses that proliferate during flood events, while malnutrition from climate-induced food shortages further weakens immune systems and increases vulnerability to infectious diseases. The CERC will also serve as a mitigation tool to respond to possible disasters.

56. **Alignment with the PA.** The project is aligned with the climate goals of the PA, on both mitigation and adaptation. On mitigation, the project is consistent with the country's strategies on climate change and does not hinder the achievement of national climate commitments outlined in strategic documents. Project activities are considered to have a negligible impact on greenhouse gas (GHG) emissions and are not likely to have an adverse effect on the country's low-GHG-emission development pathway. While the project supports the rehabilitation of school infrastructure under Subcomponent 2.1, these physical interventions will not pose major, irreversible impacts on GHG emissions, given their nature and relatively small scale. On adaptation, the project will adopt cyclone-resilient infrastructure in the design of the classrooms. Climate adaptation and resilience measures are central to the project's design and will support activities that increase the adaptive capacity of government officials and communities to adapt to potential damage and/or to respond to destructive climate events.

57. **Gender.** With an overall objective of supporting equitable education outcomes for boys and girls, the project is committed to financing activities that address gender gaps and monitor their effectiveness and impact.

(a) **Component 1.** Given that a significant portion of teachers are female (women represent 48 percent of teachers at the primary level and 76 percent at the preprimary level),[33] the project will prioritize improving their working conditions by encouraging women to receive contractual posts. The project will offer in-service training opportunities as well as health insurance to all teachers. Efforts will aim to limit commuting-related risks for women by delivering targeted training closer to schools and coaching in schools.[34]

(b) **Component 2.** To ensure that school environments are more accessible, safe, and inclusive, the project will be promoting school safety through all its interventions. School rehabilitations will include gender-segregated sanitation facilities. Learning materials to be printed will promote gender equality by portraying women and men equally and avoiding stereotypes.

(c) **Component 3.** The project will finance data collection tools (via EMIS) that will systematically gather gender-disaggregated data to help monitor and address gender disparities within schools. The project aims to build institutional accountability and responsiveness in Madagascar's education sector by developing a coordinated national system to track, respond to, and prevent violence in schools, including GBV.[35] This will involve establishing clear protocols and procedures for prevention, response, and accountability. By systematically collecting gender-disaggregated data through EMIS, the project will support data-driven decision-making, addressing key challenges and monitoring GBV incidents.

Table 5. Closing the Gender Gap in the Education System

Gap	Driver	Action	Indicators
Lower primary school completion rates 60.6 percent for boys, compared to 66.6 percent for girls	Limited engagement with school activities, classroom disciplinary challenges, and early entry into the workforce	Implement targeted interventions to engage boys in school activities and emphasize the long-term benefits of education such as TaRL training for teachers and enhanced parent-teacher interactions in the community (activity implemented by JICA and UNICEF). Study to analyze school violence/disciplinary measures.	Percentage increase in completion rate for boys
Low representation of women in school leadership roles (35 percent of female school principals)	Difficulties for female teachers to access leadership position within schools and lack of mentorship and professional development opportunities for women	Establish gender-sensitive leadership training programs for female teachers to prepare them for roles as principals who will have the key responsibility of developing school and classroom climate and help school leaders and teachers improve student engagement.	Number of female school principals benefiting from the program for Recognition, Validation and Accreditation of Prior Learning (*Validation des Acquis de l'Expérience*)

[33] MEN. 2024. *Annual National Education Statistics 2023–2024*. Antananarivo: MEN.

[34] "Hazardous security in rural regions and difficult access (discourage) women to work in rural areas" [29] (p. 164). https://www.mdpi.com/2071-1050/13/16/9036.

[35] Evidence on GBV in primary schools (ages 6–11) is limited; data on GBV such as forms of harassment or sexual abuse in schools that affect both female students and teachers are currently being collected by UNICEF.

Gap	Driver	Action	Indicators
Lack of structured and coordinated mechanisms to prevent and respond to school violence, including GBV, in schools	Limited institutional capacity for identification and response	Develop and institutionalize a national system to prevent and respond to GBV/VaC in school with clearly defined protocols and procedures and roles and responsibilities. Reporting and referral mechanisms will be also strengthened by establishing confidential, child-friendly reporting channels within schools to encourage disclosure and support survivors.	Number of schools with operational GBV response systems
Inadequate data collection and analysis systems	Insufficient prioritization of gender in educational data collection. Gender data are not comprehensive in the current EMIS	Ensure that all data collected within EMIS are disaggregated by sex, including student enrollment, attendance, dropout rates, and teacher gender to enable gender-responsive planning, monitoring, and decision-making. Where feasible, data related to school-based GBV, such as reported incidents, will be integrated into EMIS to support the development of referral mechanisms, strengthen prevention efforts, and inform appropriate response measures.	Digitalized EMIS tracking gender-segregated data as part of regular statistics.

58. **Citizen engagement.** Communications, citizen engagement, and stakeholder coordination activities during the project will be financed by Component 4 and managed by the PFU. These will include (a) the development of a comprehensive communication strategy for each district targeted as well as the preparation of all documentation and communication materials and, where appropriate, the organization of awareness-raising events and the dissemination of innovation experiences; (b) the coordination of stakeholder involvement in project activities; and (c) the implementation of a citizen engagement plan and feedback mechanism to inform project implementation. The project will collect information on the satisfaction of parents on the delivered education interventions in the target areas.

59. **Inclusion.** The project supports teacher training for inclusion that helps identify and respond to the needs of students with disabilities. The project's approach to inclusion is collaborative, focusing on working with parents of children with disabilities and other stakeholders who can provide valuable approaches to supporting students with disabilities.

B. Fiduciary

(i) Financial Management

60. **Overall, the FM arrangements that are to be applied in administering the project are assessed as adequate and meet the World Bank's minimum requirements under World Bank Policy and Directive.** The FM residual risk is assessed as Moderate after consideration of the mitigating measures. The FM assessments of the MEN and the PFU were carried out[36] in October 2024 and updated in March 2025 as part of the appraisal, with the objectives to confirm whether the FM arrangements in place are acceptable and to identify any new FM arrangements considering the changes that this operation will introduce.

[36] The assessment was carried out in accordance with the Directives and Policy for Investment Project Financing (IPF) Operations issued on September 30, 2018, and the World Bank Guidance on FM in World Bank IPF Operations issued on February 28, 2017.

61. **The MEN and the PFU have built solid experience through the implementation of the PAEB that closed in December 2024.** To further improve the project's FM arrangements and to reduce the residual FM risk, the MEN, through the PFU, wil

(a) Recruit qualified staff, including one Chief Accountant, two Accountants, and one Logistics Officer to support the Finance Officer in this operation;
(b) Develop the FM manual of procedures to consider the specificities of the new operation based on the procedures applied to the PAEB;
(c) Reinforce the inventory management system considering small equipment dispatch and tracking and systemic verification of existence and state;
(d) Rely on the mechanism used during the PAEB to strengthen the school grants management system
(e) Recruit one qualified internal auditor for this project;
(f) Reinforce oversight bodies within the MEN to support control over decentralized activities, particularly training, works completion (construction/rehabilitation/small work), school subsidies use; and
(g) Develop comprehensive verification protocol for each PBC including relevant eligible expenditures and recruit an independent verification agency that will support the Supreme Audit Institution in this verification.

62. **The following project FM arrangements will be considered for the implementation of the project.** The PFU will rely on qualified FM staff and will set up an accounting system that will enable recording financial transactions and preparation of reports for this new operation. The PFU will update the manual of procedures to consider the features of this new operation and will consider reinforcing the internal control system based on the latest recommendations of the external auditor. To continuously ensure the adequacy of the project internal control system, the internal audit department of the MEN will be reinforced and will include the review of the implementation in the annual audit plan. This department will benefit from TA. The PFU will open Designated Accounts denominated in US dollars at an acceptable bank to receive funds from the World Bank. The World Bank funds will be disbursed partially on PBC basis and on transactions basis. The PFU will prepare quarterly unaudited interim financial reports and provide such reports to the World Bank within 45 days of the end of each calendar quarter. The project annual financial statements will be audited by a private auditor recruited with agreed terms of reference. The audit report will be submitted to the World Bank no later than six months after the end of each fiscal year. The project will be supervised at least twice a year, in addition to routine desk-based reviews and regular FM meetings.

(ii) Procurement Rules and Procedures

63. **The residual procurement risk is rated as Substantial,** necessitating close monitoring by the World Bank. Procurement will be conducted in accordance with the World Bank's Procurement Regulations for IPF Borrowers (sixth edition, February 2025) (Procurement Regulations); the Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants (dated October 15, 2006, and revised in January 2011 and as of July 1, 2016) (IPF Anti-Corruption Guidelines); and the provisions stipulated in the legal agreements.

64. **The PFU, with support from the MEN, prepared the Project Procurement Strategy for Development (PPSD) and the Procurement Plan (PP), both of which were cleared by the World Bank.** The PPSD assessed the experience and capacity of all parties involved in procurement activities and included a market analysis. It provides justification for the procurement approaches and methods selected, the applicable thresholds, and the activities subject to the World Bank's review. The initial PP covers the first 18 months of the project implementation.

65. **Systematic Tracking of Exchanges in Procurement (STEP)** will be utilized to prepare, approve, and update its PP and conduct all procurement transactions. Any subsequent updates to the PP must be submitted to the World Bank for approval, enabling effective monitoring of all procurement transactions.

66. **A PIM will be developed and submitted to the World Bank for review and approval by the effectiveness date, ensuring oversight and monitoring arrangements for procurement.** It will outline the project's internal organizational structure and implementation procedures, including all relevant procurement processes for bidding, consultant selection, and contract awards. The project's procurement monitoring arrangements will be thoroughly analyzed and developed. Detailed procurement documentation, such as the PPSD, will be referenced and retained in the project files.

C. Environmental, Social, and Legal Operational Policies

67. **The environmental risk rating is Moderate, with adverse risks and impacts expected to be site specific and manageable with appropriate measures.** The proposed operation focuses on training, capacity building, and institutional reform, which are expected to have minor environmental impacts. Supporting school canteens in areas with high food insecurity may increase organic waste production. If not managed properly, this waste can attract pests and become a breeding ground for bacteria, increasing the risk of foodborne illnesses. Improper wastewater disposal can contaminate drinking water, posing health risks to students and staff. Poor sanitation can spread waterborne diseases such as cholera and dysentery. Pathogens can also be transmitted through food, affecting both plant and animal products. Ensuring the safety of genetically modified organisms is crucial in school canteens. Subcomponent 2.1 involves constructing and upgrading cyclone-resistant classrooms and gender-segregated sanitation facilities. These activities may generate occupational health and safety (OHS) risks for workers, community health and safety (CHS) risks and impacts, construction waste, noise, and air pollution, affecting nearby communities and students. Managing life and fire safety risks, structural safety, emergency preparedness, health and hygiene, accessibility, and security is essential for schools as public access buildings. E-waste from tablets as well as from solar panel equipment require proper measures to prevent environmental harm. Overall, these environmental risks and impacts are manageable with generic mitigation measures.

68. **The social risk rating is Moderate.** Project activities will have positive social impacts by improving education outcomes. However, some risks and impacts proportionate to the noncomplex design of the project may occur but are not likely to be significant and are site specific. The expected social risks and impacts are mainly the following:

(a) Potential violation of workers' rights and rules including mainly exclusion, sexual harassment (SH) and OHS risks, sexual exploitation and abuse (SEA), and forced labor and child labor;
(b) Potential data breaches leading to a violation of personal data protection rules associated with nationwide digitalization, mainly under Subcomponents 1.1, 2.1, and 3.1;
(c) CHS risks associated with small- to medium-scale rehabilitating and/or upgrading classrooms in at least 1,000 public schools under the 27,000 existing public schools (Subcomponent 2.1) and/or field missions. CHS risks could be (i) SEA, (ii) life and fire safety risks in relation to the building codes of Madagascar for schools and the expected school canteen, and (iii) road accidents;
(d) Life and fire safety risks and impacts that may occur in relation to the building codes of Madagascar for school and the expected school canteen;
(e) Moderate-level disruption to livelihoods and/or economic displacement generated from constructing preprimary and/or upgrading classrooms on existing school grounds—no physical displacement expected;
(f) Some FRAM teachers failing the testing who may also lose revenues;
(g) Risk of elite capture of project benefits.

69. **The SEA/SH risk is Substantial.** The component that supports civil works, including constructing classrooms may lead to an influx of labor (skilled and semiskilled) into the areas. Consequently, some vulnerable people in the community may be victimized. The interaction with hierarchy, especially between men and women at workplaces, may lead to SEA/SH by those abusing their positions of authority. The abuse of power on students, in the context of student-teacher interactions, may also increase SEA.

70. **To manage these environmental and social risks and impacts, the project has developed an Environmental and Social Commitment Plan and a Stakeholder Engagement Plan (SEP) including an interim grievance mechanism.** The SEP has been disclosed on the MEN and PFU websites and on the World Bank website on March 27, 2025.[37] The project will develop, two months after the effective date, (a) a stand-alone SEA/SH action plan; (b) an updated SEP; and (c) Environmental and Social Management Framework (ESMF), which will include an (i) OHS/CHS procedures incorporating life and fire safety measures as well as structural safety requirement for school facilities and Codex Alimentarius for the school canteens, (ii) waste management procedures for school facilities as well as school canteens, and (iii) e-management procedures from the tablets and the solar energy equipment. Before engaging project working, the client will prepare Labor Management Procedures. During the procurement process, bidders will be required to provide two declarations: a Forced Labor Performance Declaration (which covers past performance) and a Forced Labor Declaration (which covers future commitments to prevent, monitor, and report on any forced labor, cascading the requirements to their own subcontractors and suppliers). Based on the ESMF, Environmental and Social Management Plan and/or Livelihood Restoration Plan or Resettlement Plan will be developed and validated before commencement of civil works.

71. The relevant Environmental and Social Standards (ESS) are ESS 1: Assessment and Management of Environmental and Social Risks and Impacts; ESS 2: Labor and Working Conditions; ESS 3: Resource Efficiency and Pollution Prevention and Management; ESS 4: Community Health and Safety; ESS 5: Land Acquisition, Restrictions on Land Use and Involuntary Resettlement; ESS 8: Cultural Heritage; and ESS 10: Stakeholder Engagement and Information Disclosure.

Legal Operational Policies	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Area OP 7.60	No

V. GRIEVANCE REDRESS SERVICES

72. **Grievance redress.** Communities and individuals who believe that they are adversely affected by a project supported by the World Bank may submit complaints to existing project-level grievance mechanisms or the World Bank's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project-affected communities and individuals may submit their complaint to the World Bank's independent Accountability Mechanism (AM). The AM houses the Inspection Panel, which determines whether harm occurred or could occur as a result of the World Bank's noncompliance with its policies and procedures, and the Dispute Resolution Service, which provides communities and borrowers with the opportunity to address complaints through dispute resolution. Complaints may be submitted to the AM at any time after concerns have been brought directly to the attention of World Bank Management and after Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's Grievance Redress Service (GRS), visit http://www.worldbank.org/GRS. For information on how to submit complaints to the World Bank's Accountability Mechanism, visit https://accountability.worldbank.org.

[37] Stakeholder consultations took place in October 24 -27 and November 19-22, 2024.

VI. KEY RISKS

73. **The overall risk of the proposed project is rated Substantial.** This is due to the Substantial risk ratings for Political and Governance, Institutional Capacity for Implementation and Sustainability, and Fiduciary

74. **The political and governance risk is rated Substantial.** Madagascar has been experiencing relative political stability over the past decade. Likewise, the relative political and technical stability in the education sector over the past five years has been conducive to implementation of reforms and continuity. Nevertheless, service delivery has been weakened by inadequate funding allocation and limited use of objective criteria in teacher promotion and deployment processes. Key mitigating measures include (a) building on lessons learned from previous education operations, including the relevance of including result-based financing to incentivize reform implementation and delivery; (b) fostering data-driven decision-making processes through enhanced M&E systems; and (c) developing synergies with other development partners while strengthening investment in areas where the World Bank has proven comparative advantages.

75. **Institutional capacity for implementation and sustainability risk is Substantial.** Adding contractual teachers onto the public payroll might be affected by and affect the macroeconomic risk (currently rated as Moderate). The cost of incentivizing the creation of contractual posts is US$2,300 per teacher, which covers the compensation of a teacher for at least 18 months or longer depending on the pay grade. Once the project ends, the cost to continue payment of 26,000 teachers is estimated at about US$40 million, representing an annual cost of about 0.14 percent of GDP for the additional teachers. There will be a budgetary impact once the contractual teachers are on the payroll, but the projected magnitude is estimated as reasonable compared to expected results. The investments financed by the project will also require operating costs. These are much more related to sustainability after the project ends. The design of the project, through the MPA, helps mitigate the risk of sustainability. The project will also provide TA to the MEF for better planning and predictability of the teacher compensation and budget and ensure active engagement during project implementation. An additional risk is related to the deployment of teachers to vulnerable areas. The project will finance a deployment and compensation strategy that will set incentives to deploy qualified teachers to vulnerable areas, especially for contractual teachers. To address limited institutional capacity for implementation and monitoring, the project will invest in capacity building for the MEN and its decentralized levels through training and provision of TA to perform its core functions. The MEN will further mobilize global, regional, and local expertise to provide tailored TA in support of the program objectives.

76. **The fiduciary risk for this project is rated Substantial due to the complexity and scale of activities, as well as the current capacity of the procurement team.** The PFU from the previous education project will oversee procurement for the new project. While the team has gained valuable experience, continuous support will be needed. Close monitoring, targeted training, and continuous capacity building by the World Bank will be essential, particularly in the preparation of procurement documents and the evaluation process. Robust oversight mechanisms will be implemented to ensure compliance with the World Bank's Procurement Regulations. The use of STEP will be crucial to enhance transparency, accountability, and effective procurement management.

VII. RESULTS FRAMEWORK AND MONITORING

PDO Indicators by PDO Outcomes

Baseline	Closing Period
To increase the completion rate and improve learning outcomes in primary education	
Completion rate in primary education (Percentage)	
Jun/2024	Jun/2029
63.60	68
➢Completion rate in primary education for girls (Percentage)	
Jun/2024	Jun/2029
66.60	71
➢Completion rate in primary education for boys (Percentage)	
Jun/2024	Jun/2029
60.60	65
Share of students meeting minimum reading proficiency in public primary education (Percentage)	
Jun/2024	Jun/2029
25.10	31
➢of which girls (Percentage)	
Jun/2024	Jun/2029
28.70	34
➢of which boys (Percentage)	
Jun/2024	Jun/2029
21.50	27

Intermediate Indicators by Components

Baseline	Closing Period
Component 1. Strengthening the teaching profession	
Number of new and filled budget positions for contract teachers at preprimary and primary education level (Number) PBC	
Jun/2025	Jun/2029

Official Use Only

0	26,000
➢of which number of new and filled budget positions for female contract teachers at preprimary and primary education level (Number) PBC	
Jun/2025	Jun/2029
0	13,000
Number of subsidized teachers disaggregated by level (preschool and primary) (Number)	
Oct/2024	May/2029
22,393	44,393
➢of which female (Number)	
Jun/2025	Jun/2029
9,766	20,766
Reduction of the share of unsubsidized FRAM teachers (Percentage)	
Jun/2024	Jun/2029
43.50	8.90
➢of which female (Percentage)	
May/2024	May/2029
TBC	TBC
Health insurance provided to FRAM teachers (at district level) (Number)	
Jun/2025	Jun/2029
0	56,000
➢of which female (Number)	
Jun/2025	Jun/2029
0	28,000
Number of teachers having successfully completed qualification training (distance-learning) (Number) PBC	
Jun/2025	Jun/2029
3,398	6,000
➢of which female (Number) PBC	
Jun/2025	Jun/2029
0	3,000
Teachers from grade 1 to grade 5 benefiting from structured pedagogy training (Number)	
Jun/2025	Jun/2029
0	60,000
➢of which female (Number)	
Jun/2025	Jun/2029
0	36,000

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➢of which located in rural areas (Number)	
Jun/2024	Jun/2029
0	45,000
Teachers' mastery of subject matter (Percentage)	
May/2024	May/2029
TBD	Baseline +20%
➢of which female (Percentage)	
May/2024	May/2029
TBD	Baseline +20%
School principals completing professional development programs (Number)	
Jun/2025	Jun/2029
0	27,000
➢of which female (Number)	
Jun/2025	Jun/2029
0	9,450
Share of public school students in grade 2 achieving minimum proficiency in numeracy in national assessments (Percentage)	
Jun/2024	Jun/2029
63.30	69
➢of which girls (Percentage)	
Jun/2024	Jun/2029
63.20	69
Number of teachers successfully completing qualification training (Number)	
Jun/2025	Jun/2029
0	20,000
➢of which female (Number)	
Jun/2025	Jun/2029
0	10,000
Decrease of student repetition rate in grades 1-5 (school level). (Percentage) PBC	
Jun/2024	Jun/2029
0	2,000
Component 2. Transforming the school environment to support learning and student well-being	
Students supported with better education, in early childhood education (Number of people) CRI	
Apr/2025	May/2029
0	711,877

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➢Students supported with better education, in early childhood education - Female (Number of people) CRI	
Apr/2025	May/2029
0	374,347
Students supported with better education, in primary school (Number of people) CRI	
Apr/2025	May/2029
0	4,000,000
➢Students supported with better education, in primary school - Female (Number of people) CRI	
Apr/2025	May/2029
0	2,080,000
➢of which students with special needs (Number)	
Apr/2025	May/2029
TBC	TBC
Number of primary school students benefiting from climate-resilient learning environments in targeted schools (Number)	
Jun/2024	Jun/2029
0	120,000
➢of which girls (Number)	
May/2024	May/2029
0	60,000
Primary schools with newly constructed classrooms and with separate sanitation facilities for girls and boys (Number)	
May/2025	May/2029
0	1,000
Component 3. Building capacity for sustainable sector reforms	
EMIS published within six months after the start of the school year (Yes/No)	
May/2025	Jun/2029
No	Yes
Number of schools with operational GBV mechanism in place (Number)	
May/2025	Jun/2029
0	TBD
Percentage of beneficiaries who report satisfaction with the project services in targeted schools (Percentage)	
May/2025	May/2029
0	80
Component 4. Project Management	
Component 5. Contingent Emergency Response Component (CERC)	

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Performance-based Conditions (PBC)

Period	Period Definition
Period 1	2025/2026
Period 2	2026/2027
Period 3	2027/2028
Period 4	2028/2029

Baseline	Period 1	Period 2	Period 3	Period 4
1:Number of new and filled budget positions for contract teachers at primary education level (Number)				
0	0	9,000	9,000	8,000
0.00	0.00	20,700,000.00	20,700,000.00	18,400,000.00
PBC allocation		59,800,000.00	As a % of Total PBC Allocation	95.99%
➢ 1.1:of which number of new and filled budget positions for female contract teachers at preprimary and primary education level (Number)				
0	0	4,500	4,500	4,000
0.00	0.00	0.00	0.00	0.00
PBC allocation		0.00	As a % of Total PBC Allocation	0%
2:Number of teachers having successfully completed qualification training (distance-learning) (Number)				
3,398	0	3,000	0	3,000
0.00	0.00	1,050,000.00	0.00	1,050,000.00
PBC allocation		2,100,000.00	As a % of Total PBC Allocation	3.37%
➢ 2.1:of which female (Number)				
0	0	1,500	0	1,500
0.00	0.00	0.00	0.00	0.00
PBC allocation		0.00	As a % of Total PBC Allocation	0%
3:Decrease of student repetition rate in grades 1-5 (school level). (Percentage)				
0	0	750	750	500
0.00	0.00	150,000.00	150,000.00	100,000.00
PBC allocation		400,000.00	As a % of Total PBC Allocation	0.64%

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Monitoring & Evaluation Plan: PDO Indicators by PDO Outcomes

To increase the completion rate and improve learning outcomes in primary education.	
Completion rate in primary education (Percentage)	
Description	Measure of the percentage of students who reach the last year of primary education, regardless of age, expressed as a percentage of the population of the official primary graduation age. This indicator relies on UN population data.
Frequency	Annually
Data source	EMIS and UN population data
Methodology for Data Collection	Data collected from schools and UN population data.
Responsibility for Data Collection	MEN
Share of students meeting minimum reading proficiency in public primary education (Percentage)	
Description	Measures the percentage of students in grade 2 of public primary schools achieving minimum proficiency in literacy in learning assessments
Frequency	Annually
Data source	EGRA
Methodology for Data Collection	Data collected from national assessments
Responsibility for Data Collection	MEN

Monitoring & Evaluation Plan: Intermediate Results Indicators by Components

Component 1 - Strengthening the teaching profession	
Number of subsidized teachers disaggregated by level (preschool and primary) (Number)	
Description	This indicator measures the total number of subsidized teachers, disaggregated by preschool and primary levels.
Frequency	Annually
Data source	Data from human resources (HR)
Methodology for Data Collection	Data collected from HR records
Responsibility for Data Collection	MEN
Teachers from grade 1 to grade 5 benefiting from structured pedagogy training (Number)	
Description	Measures the number of teachers from grade 1 to grade 5 who have been trained in structured pedagogy (lesson plans). This includes a refresher training for grade 1 and grade 2 teachers who have already benefitted from a training.
Frequency	Annually
Data source	Training program records
Methodology for Data Collection	Data collected from training program records
Responsibility for Data Collection	MEN
Health insurance provided to FRAM teachers (at district level) (Number)	
Description	This indicator measures the number of FRAM teachers (subsidized and non-subsidized) who benefit from health insurance.
Frequency	Annually
Data source	MEN

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Methodology for Data Collection	Collect data from district education offices regarding the number of FRAM teachers and confirm those who benefit from health insurance. Verify the information with records from health insurance providers to ensure accuracy.
Responsibility for Data Collection	MEN
Reduction of the share of unsubsidized FRAM teachers (Percentage)	
Description	This indicator measures the reduction in the proportion of unsubsidized FRAM teachers in the education system. The goal is to decrease the current share of unsubsidized FRAM teachers. This reduction is part of a broader teacher reform to improve the quality of education by ensuring that teachers meet minimum professional standards and are adequately compensated.
Frequency	Annually
Data source	HR MEN
Methodology for Data Collection	All unsubsidized FRAM teachers will undergo a standardized test to assess their ability and qualifications. The test aims to identify teachers who meet the minimum requirements to practice the profession. A record is kept of the number of teachers who pass the test after the training and who subsequently receive a subsidy.
Responsibility for Data Collection	MEN
Teachers' mastery of subject matter (Percentage)	
Description	Measures the percentage of teachers who master the subject matter they teach
Frequency	Annually
Data source	Teacher assessments and evaluations
Methodology for Data Collection	Test to measure teacher subject knowledge.
Responsibility for Data Collection	MEN
School principals completing professional development programs (Number)	
Description	Measures the number of school principals who have completed professional development programs
Frequency	Annually
Data source	Professional development program records
Methodology for Data Collection	Data collected from professional development program records
Responsibility for Data Collection	MEN
Number of teachers having successfully completed the qualification training (Number)	
Description	This indicator measures the number of teachers who participate in the qualification training and pass the qualifying exam (*Certificat de fin de formation pédagogique, CFFP*) which is a condition to become a contractual teacher.
Frequency	Annually
Data source	Examination results and training program records
Methodology for Data Collection	Data are collected from the examination results of teachers who participated in the qualification training and completed it with the pedagogical training certificate (*Certificat de fin de formation pédagogique*, *CFFP*).
Responsibility for Data Collection	MEN
Share of public-school students in grade 5 achieving minimum proficiency in numeracy in national assessments (Percentage)	
Description	Measures the percentage of public school students in grade 5 achieving minimum proficiency in numeracy in national assessments
Frequency	Annually
Data source	EGRA/EGMA
Methodology for Data Collection	Data collected from national assessment results
Responsibility for Data	MEN

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Collection	
Component 2 - Transforming the school environment to support student learning and student well-being	
Primary schools with newly constructed classrooms and with separate sanitation facilities for girls and boys (Number)	
Description	Measures the number of primary schools with newly constructed classrooms and with separate sanitation facilities for girls and boys
Frequency	Annually
Data source	School infrastructure reports
Methodology for Data Collection	Data collected through school infrastructure assessments and reports
Responsibility for Data Collection	MEN
Students supported with better education, in early childhood education CRI (Number)	
Description	Measures the number of students supported with better education in early childhood education
Frequency	Annually
Data source	Enrollment and support records, EMIS
Methodology for Data Collection	Data collected from enrollment and support records
Responsibility for Data Collection	MEN
Students supported with better education, in primary school CRI (Number)	
Description	Measures the number of students supported with better education in primary school
Frequency	Annually
Data source	Enrollment and support records, EMIS
Methodology for Data Collection	Data collected from enrollment and support records
Responsibility for Data Collection	MEN
Number of primary school students benefiting from cyclone-resilient classroom and improved physical learning environments in targeted schools (Number)	
Description	Measures the number of primary school students in targeted schools who benefit from classrooms that are resilient to cyclones and have improved physical learning environments
Frequency	Annually
Data source	School infrastructure reports
Methodology for Data Collection	Data collected through school infrastructure assessments and reports
Responsibility for Data Collection	MEN
Component 3 - Building capacity for sustainable sector reforms	
EMIS published within six months after the start of the school year (Yes/No)	
Description	This indicator measures whether the EMIS data are published within six months after the start of the school year. It is a binary indicator.
Frequency	Annually
Data source	The primary data source for this indicator is the EMIS itself, which compiles and stores educational data from schools.
Methodology for Data Collection	The methodology involves verifying the publication date of the EMIS data against the start date of the school year. If the data are published within six months of the school year's start, the indicator is marked as 'Yes'. If not, it is marked as 'No'.
Responsibility for Data Collection	MEN
Percentage of beneficiaries who report satisfaction with the project services in targeted schools (percentage)	
Description	This indicator measures the proportion of beneficiaries (teachers, parents, students) who express satisfaction with the services provided by the project. Satisfaction can be assessed through survey questions that ask

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	beneficiaries to rate their overall experience and specific aspects of the services received.
Frequency	Midterm and end line evaluation
Data source	Beneficiary surveys
Methodology for Data Collection	Surveys are administered to a representative sample of beneficiaries (teachers, students). The survey includes questions on various dimensions of satisfaction such as service quality, accessibility, and training.
Responsibility for Data Collection	External firm
Number of schools with operational GBV mechanism in place	
Description	This indicator measures the establishment and institutionalization of protocols and procedures to prevent and respond to GBV and VaC in primary schools as approved by the MEN.
Frequency	Annually
Data source	MEN, EMIS, and schools reports
Methodology for Data Collection	Annual reports from schools detailing their activities related to GBV and VaC prevention and response. These reports should include information on training sessions conducted, incidents reported, and measures taken.
Responsibility for Data Collection	MEN
Project Management	
Contingent Emergency Response Component (CERC)	

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Verification Protocol - Performance-Based Conditions

Number of new and filled budget positions for contract teachers in preprimary and primary education (Number)	
Formula	The number of new and filled budget positions for contract teachers in primary education
Description	This indicator measures the number of new budget posts for contract teachers for preprimary and primary education for whom salary has been committed in the annual budget, based on data from official records, budget laws and allocations, and signed contracts. Data for this indicator are disaggregated by gender. This indicator aims at reducing the reliance on FRAM teachers in public primary schools.
Data source/ Agency	The MEN's Human Resource Department (official record) and budget allocations. List of contract teachers (signed contracts) to be verified by an independent verification agency.
Verification Entity	The verification will be conducted by an independent verification agency.
Procedure	The number of new budget posts is validated each year by the MEF. Verification involves reviewing official records (signed contracts and public payroll) and budget allocations to confirm the creation and number of new positions at the primary education level between FY26 and end of school year in FY29.
Number of primary school teachers successfully completing qualification training (distance-learning) FADEP (Number)	
Formula	The number of teachers that successfully complete the qualification training (distance-learning modality)
Description	This indicator measures the number of teachers having successfully completed qualification training via distance learning, which is a prerequisite for becoming a contractual teacher.
Data source/ Agency	HR records, teacher certification databases, and official teacher registries
Verification Entity	The verification will be conducted by an independent verification agency.
Procedure	Based on the list of teachers who have passed the exams, the verification agency conducts a sampling to verify their certificates, the attendance sheets at the exam, and the marks obtained during the evaluation.
Decrease of repetition rate in grades 1–5 (school level) (Percentage)	
Formula	School that reduces its repetition rate (grades 1–5) by 10 percentage points (or more) in an academic school year between 2026/27 until 2028/29 (baseline is EMIS data for academic year 2025–26)
Description	This indicator measures the reduction in the rate of students repeating grades 1–5 at the school level.
Data source/ Agency	Average Student Repetition Rate for grades 1–5 at the school level reported by national EMIS on a yearly basis (2026-2029)
Verification Entity	The verification will be conducted by an independent verification agency.
Procedure	The verification agency conducts on-site data checks to validate the list of beneficiary schools.

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ANNEX 1: Climate Change Risk for Education in Madagascar

1. **Madagascar is deeply affected by climate change.** From 1980 to 2010, it experienced 53 natural hazards, including droughts, earthquakes, epidemics, floods, and extreme temperatures. An average of three cyclones per year hit the country. These extreme weather events have caused economic damages of over US$1 billion, contributing to high poverty rates and lack of well-functioning institutions, including the education sector.[38]

2. **Cyclones destroy school buildings faster than Madagascar can rebuild them, worsening the challenge of providing school facilities for all learners.** The frequency and intensity of cyclones in the region result in recurrent destruction, leaving schools vulnerable and struggling to keep up with repairs and reconstruction efforts. Rebuilding schools is often delayed and costly in the aftermath of climate crises, exacerbating preexisting challenges in acquiring and transporting materials. Flooded or damaged roads make it difficult to transport building materials, especially to remote school sites.

3. **School closures are often prolonged by damaged school infrastructure.** Inadequate school infrastructure makes school buildings highly vulnerable to climate events. Many schools lack very basic infrastructure and equipment (table 1.1). Each year, cyclones affect schools, damaging roofs and/or causing partial or full damage to one or more classrooms. The MEN typically responds to school damage by closing schools until minimum repairs are complete and lessons can safely resume. School closures may be extended when schools serve as temporary housing for affected populations. Prolonged school closures increase the risk of students dropping out of school. Table 1.2 details climate-related damages sustained by Malagasy schools over the past five school years. Only 24.7 percent of damaged schools have undergone reconstruction and/or rehabilitation, and according to the MEN's Risk and Disaster Management Service, 80.0 percent of schools are considered highly vulnerable to cyclones.

Table 1.1. Share of Schools with Basic Infrastructure and Equipment

Share of Schools with Basic Infrastructure (%)		Share of Schools with Basic Equipment (%)	
Drinking water	50.0	Stationery	16.0
Functional toilet	8.0	Blackboard	83.0
Internet	2.0	School furniture	22.7
Electricity	0.4	Textbooks	4.0
Disability access	96.0	EdTech tools	2.8

Source: SDI 2022.

Table 1.2. Schools and Classrooms Affected by Cyclones, by School Year

School Year	Number of Affected Schools	Classrooms Left without a Roof	Fully Destroyed Classrooms	Partially Destroyed Classrooms	Number of School Children Affected
2023–2024	520	114	431	183	58,188
2022–2023	1,777	1,815	1,011	1,095	181,889
2021–2022	3,521	5,425	2,246	2,550	361,359
2020–2021	292	155	416	79	31,010
2019–2020	386	362	295	80	37,717

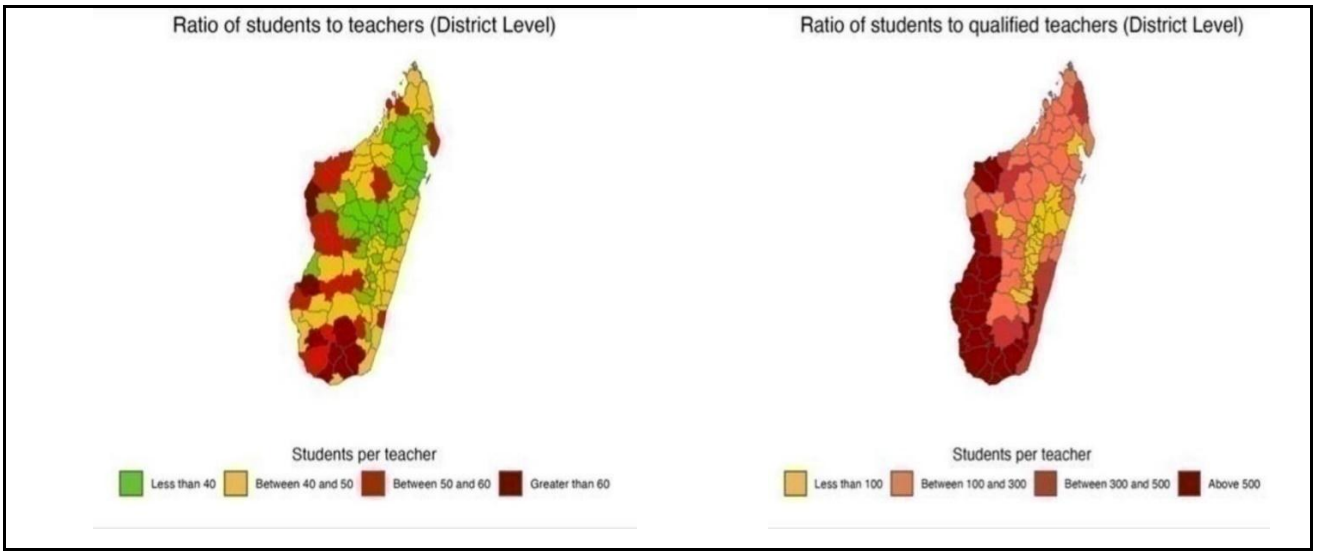
Source: MEN.

[38] World Bank Group. 2024. *Madagascar Country Climate and Development Report. CCDR Series.*

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4. **Climate-related school closures exacerbate student and teacher absenteeism and reduce learning performance.** School closures have led to immense learning losses and exacerbate geographical inequality in areas where few qualified teachers are available (figure 1.1). The MEN estimates that children in Madagascar are receiving just half of the planned 900 hours of schooling. Global evidence suggests that one day of school closure equates to one day of learning lost.[39] In 2021, following school closures during COVID-19, the percentage of students with correct answers dropped from above 50.0 percent in 2019–2020 to 39.6 percent, with decreased student performance in reading (Malagasy) and mathematics. Moreover, 30 percent of students felt they had lost learning despite school-level distribution of paper-based home-learning materials, 18 percent noted a deterioration in their handwriting, and 8 percent reported losing their schooling habits and finding it difficult to return to school. In Madagascar, students from privileged backgrounds are significantly more likely than other students to find alternative learning opportunities when schools close due to crises. This discrepancy increases the gap in student learning outcomes.

Figure 1.1. Teacher Shortages at the District Level



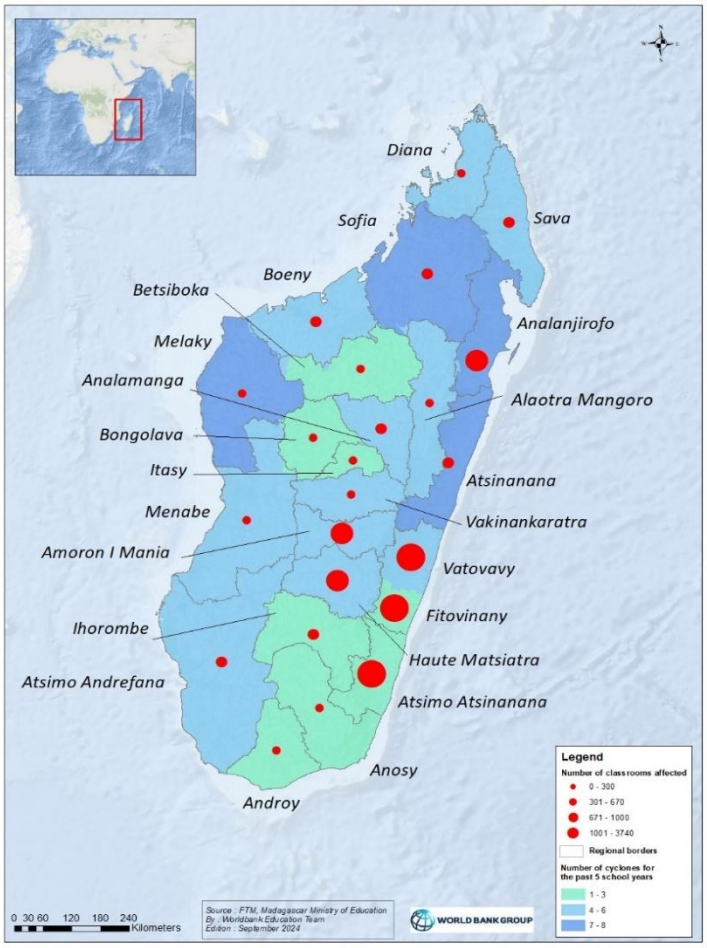
Source: EMIS 2023/2024.

5. **There is large regional variation in terms of classroom destruction.** Since the school year 2019–2020, a total of 16,257 classrooms across the country have been partially or fully destroyed. The most affected regions are Vatovavy, Fitovinany, Atsimo Atsinanana, Analanjirofo, Haute Matsiatra, and Amoron'i Mania. Vatovavy experienced five cyclones, resulting in significant damage to 3,740 classrooms while Fitovinany and Atsimo Atsinanana each experienced three cyclones, affecting 2,554 and 2,415 classrooms, respectively. Analanjirofo endured eight cyclones, affecting 986 classrooms. Haute Matsiatra was hit by five cyclones, affecting 828 classrooms. Amoron'i Mania faced four cyclones, resulting in damage to 673 classrooms, and other regions also faced considerable destruction of their school facilities. The intensity and frequency of these cyclones have led to widespread disruption of schooling, highlighting the urgent need for resilient infrastructure in the education sector.

[39] World Bank Group. 2023. *Collapse and Recovery: How the COVID-19 Pandemic Eroded Human Capital and What to Do about It.*

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Figure 1.2. Classroom Destruction, by Region since 2019–2020



Source: MEN.

6. **Recommendations for greater climate change resilience in the education sector provided in the Madagascar Country Climate and Development Report**[40] focus on four main areas: (a) establishing education management for climate resilience, (b) building and rebuilding school infrastructure for climate resilience, (c) ensuring learning continuity in the face of climate shocks, and (d) leveraging students and teachers as change agents. These recommendations have informed the design of the education operation.

[40] World Bank. 2024. *Madagascar CCDR Background Note for Human Capital in Madagascar*. Washington, DC: World Bank.

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