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PERFORMANCE AUDIT REPORT

MADAGASCAR

ACCOUNTING AND MANAGEMENT TRAINING PROJECT
(Credit 1661—MAG)

EDUCATION SECTOR REINFORCEMENT PROJECT
(Credit 2094-MAG)

MANPOWER TRAINING PROJECT
(Credit 2382-MAG)

June 28, 2001

Sector and Thematic Evaluation Group
Operations Evaluation Department

Currency Equivalents (annual averages)

Currency Unit = Malagasy franc

US$1.00 = MGF 6543 (March 2001)

Abbreviations and Acronyms

AfDB	African Development Bank
APL	Adaptable Program Loan
BEPC	Brevet d' Enseignement du Premier Cycle
CNFTP	Conseil National de Formation Technique et Professionnelle
CRESED	Crédit pour le Renforcement du Secteur de l'Education (Education Sector Reinforcement Project)
GDP	Gross Domestic Product
HIPC	Heavily Indebted Poor Countries
ICR	Implementation Completion Report
IMATEP	Institut Malgache des Techniques de Planification (Malagasy Institute of Planning Techniques)
INSCAE	Institut National des Sciences Comptables et de l'Administration des Enterprises (Accounting and Management Institute)
MIS	Management information system
NGO	Nongovernmental organization
OED	Operations Evaluation Department
PAR	Performance Audit Report
PCR	Project Completion Report
PIU	Project implementation unit
PRAGAP	Programme de Renforcement et d' Amélioration de la Gestion Administrative et Pédagogique
PREFTEC	Projet de Renforcement de l'Education Technique et Professionnelle (Manpower Training Project)
SAR	Staff Appraisal Report
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Educational, Scientific, and Cultural Organization

Fiscal Year

January 1—December 31

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The World Bank
Washington, D.C. 20433
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Office of the Director-General
Operations Evaluation

June 28, 2001

MEMORANDUM TO THE EXECUTIVE DIRECTORS AND THE PRESIDENT

SUBJECT: Performance Audit Report on Madagascar
Accounting and Management Training Project (Credit 1661-MAG);
Education Sector Reinforcement Project (Credit 2094-MAG); and
Manpower Training Project (Credit 2382-MAG)

This is a Performance Audit Report (PAR) on three education projects in Madagascar:

- Education Sector Reinforcement Project (Cr. 2094-MAG; CRESED) for US$39 million equivalent, which was approved in FY90 and made effective on July 24, 1990. After extensions totaling two years, the credit closed on June 30, 1998, and a balance of US$.65 million was cancelled.

- Manpower Training Project (Cr. 2382-MAG; PREFTEC) for US$22.8 million equivalent, which was approved in FY93 and made effective on January 15, 1993. After an extension of 12 months it closed on June 30, 1999; US$0.63 million was cancelled.

- Accounting and Management Training Project (Cr. 1661-MAG; INSCAE) for US$10.3 million equivalent, which was approved in FY86 and made effective on October 8, 1986. After extensions totaling two years, the credit closed on December 31, 1994, and a balance of SDR 2.8 million was cancelled. France, Canada, and USAID provided parallel financing of US$2.50 million, US$1.15 million, and US$0.17 million respectively. Total project cost at completion was US$12.17 million.

Relevance. The projects aimed to improve access to, quality, and management of education for primary students, vocational trainees, and accountants. All three projects financed civil works, technical assistance, teacher training, curricular improvements, and studies. The projects were complex, consisting of multiple unrelated components with little coordination.

Efficacy. The accounting training project (INSCAE) achieved its objectives, although the procurement component of the project did not. The primary education (CRESED) and vocational training (PREFTEC) projects did not achieve their objectives. They financed many activities, but these were oriented towards procedural and administrative issues; project activities were peripheral to learners' acquisition of useful information. Thus, although the projects were relevant to the economic needs of the country, their outcomes were not sufficient in bringing about desired improvements in the education sector.

Efficiency. CRESED and PREFTEC did not use resources efficiently. The credits disbursed almost completely, but project objectives were not met. Designs focusing on the true issues that the projects were trying to resolve rather than on ancillary services would have been much more efficient. The INCSCAE project used resources more efficiently. However, IDA and other donors spent US$21.8 million over 10 years to develop a single institution that serves about 300 full-time students per year and still lacks its own building.

The audit ratings for each project are shown below, together with the original ICR ratings. The outcomes of Credits nos C2904-MAG and C2382-MAG were rated as unsatisfactory because project objectives were not achieved. Weaknesses in project design and execution were the reasons why Bank and borrower performance were rated unsatisfactory for these two projects.

Criteria	*Education Sector Reinforcement Project (C2904-MAG)*		*Manpower Training Project (C2382-MAG)*		*Accounting and Management Training Project (C1661-MAG)*	
	ICR	Audit	ICR	Audit	ICR	Audit
Outcome	Satisfactory	Unsatisfactory	Satisfactory	Unsatisfactory	Satisfactory	Satisfactory
Sustainability	Likely	Unlikely	Uncertain	Unlikely	Likely.	Highly likely
Institutional Development	Substantial	Negligible	Modest	Negligible	Substantial	Substantial
Bank performance	Satisfactory	Unsatisfactory	Unsatisfactory	Unsatisfactory	Satisfactory	Satisfactory
Borrower Performance	Satisfactory	Unsatisfactory	Unsatisfactory	Unsatisfactory	Satisfactory	Satisfactory

Lessons

Experience with the projects confirms a number of OED lessons:

- Attention to the management and procedural aspects of projects is necessary but insufficient to improve the quality of education. Attention to instructional delivery is necessary at all levels of education.

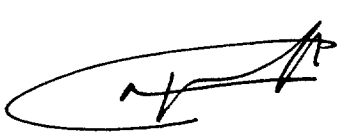
- Preservice and inservice teacher training often does not result in behavioral change. Much more support and supervision is needed than is often available. Rather than being lectured, teachers must learn desirable behaviors through means that are more effective in producing behavioral change.

- For small countries with large needs, it is tempting to attach various components to a single project rather than do multiple small projects that might not be viable. Very often this strategy has not proved effective. When the commitment of an institution is low or when significant changes take place, some components may be neglected. The Bank does not have the resources to appraise multiple small projects, but supervision missions should be more intensive when multiple components are involved.

- It is very difficult to ascertain what a project has accomplished without a monitoring and evaluation system. Baseline data are needed to gauge progress in outcome indicators.

- Children learn information best in a language they know well. Lower-income children with parents who have limited education and who are in schools where individual attention is limited, may not master the foreign language fast or well enough to process information efficiently in it. Though political considerations usually drive decisions on language of instruction, the substantive issue is ability to learn important material through a language.

Attachment



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Principal Ratings

Criteria	*Education Sector Reinforcement Project (C2904)*		*Manpower Training Project (C2382)*		*Accounting and Management Training Project (C1661)*	
	ICR	Audit	ICR	Audit	ICR	Audit
Outcome	Satisfactory	Unsatisfactory	Satisfactory	Unsatisfactory	Satisfactory	Satisfactory
Sustainability	Likely	Unlikely	Uncertain	Unlikely	Likely.	Highly likely
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Bank performance	Satisfactory	Unsatisfactory	Unsatisfactory	Unsatisfactory	Satisfactory	Satisfactory
Borrower Performance	Satisfactory	Unsatisfactory	Unsatisfactory	Unsatisfactory	Satisfactory	Satisfactory

Key Staff Responsible

Project	***Task Manager/Leader***	***Division Chief/ Sector Director***	***Country Director***
Accounting and Management Training Project (Cr. 1661—MAG)			
Appraisal	Paul Blay	Alain Colliou	Francisco Aguirre Sacasa
Completion	Pierre Mersier	Michael Sarris	Calisto Madavo
Education Sector Reinforcement Project (Cr. 2094-MAG)			
Appraisal	Paul Blay	Alain Colliou	Francisco Aguirre Sacasa
Completion	Daniel Viens	Michael Sarris	Calisto Madavo
Manpower Training Project (Cr. 2382-MAG)			
Appraisal	Paul Blay	Alain Colliou	Francisco Aguirre Sacasa
Completion	Daniel Viens	Michael Sarris	Calisto Madavo

Preface

This Performance Audit Report (PAR) covers the three most recently completed education projects in Madagascar:

- Education Sector Reinforcement Project (Cr. 2094-MAG) for US$39 million equivalent, which was approved in FY90 and made effective on July 24, 1990. After extensions totaling two years, the credit closed on June 30, 1998, and a balance of US$.65 million was cancelled.

- Manpower Training Project (Cr. 2382-MAG) for US$22.8 million equivalent, which was approved in FY93 and made effective on January 15, 1993. After an extension of 12 months it closed on June 30, 1999; US$0.63 million was cancelled.

- Accounting and Management Training Project (Cr. 1661-MAG) for US$10.3 million equivalent, which was approved in FY86 and made effective on October 8, 1986. After extensions totaling two years, the credit closed on December 31, 1994, and a balance of SDR 2.8 million was cancelled. France, Canada, and USAID provided parallel financing of US$2.50 million, US$1.15 million, and US$0.17 million respectively. Total project cost at completion was US$12.17 million.

The audits were conducted to study the effectiveness of IDA strategy in an extremely poor country with complex cultural and economic problems.

The PAR is based on the following sources: Implementation Completion Reports (ICRs), Staff Appraisal Reports (SARs), Credit Agreements for the projects, and project files, particularly the supervision reports. An OED mission visited Madagascar in March 2001 to collect other pertinent information. The author thanks the many government officials who received the mission for their extensive cooperation. Thanks are also given to the country office staff who helped the mission.

Following standard OED procedures, copies of the draft PAR were sent to the relevant government officials and agencies for their review and comments. A number of observations were made, which have been incorporated into the PAR as Annex C.

1. Background

1.1 Madagascar is an agricultural country with a per capita income of about US$210, where social demand for education has been high; in almost all provinces, entries to grade 1 average 75% of the relevant age group or above,[1] and schools exist in almost all of the country's 11,000 villages. Girls are as likely to enroll as boys, and there is a large private and religious school presence at all levels. Yet, repetition rates are very high, averaging 31% in the primary years. In the universities, practically all students get scholarships, yet most fail course examinations. The performance of the Malagasy system is dismal, even compared to sub-Saharan Africa. To improve the system, a large share of the savings created by the Heavily Indebted Poor Countries (HIPC) initiative has been earmarked for education.

1.2 About 10 years after its independence from France in 1960, the government changed all instruction from French to the Malagasy language (spoken by all inhabitants) and tried to create scientific terminology in it. In 1993, it reversed course and decreed instruction through French for all students starting in grade 3. The changeover coincided with a time of severe economic and social upheaval, which resulted in very limited financing for schools at a time when large resources were needed to train teachers and print books. The educational system has not fully recovered financially. Public school enrollments temporarily dropped in the 1990s, because many schools closed; teachers were unwilling to work for extremely low salaries in rural areas some security problems and with limited opportunities for transfer. The families that can, send children to private schools, whose enrollments tend to increase.[2]

1.3 The Bank has made few direct investments in primary education. The first project in the 1970s built three technical schools and two teacher training institutes, while the second in the 1980s built a learning materials center and five regional academic centers, procured 118 vehicles, and imported a still functional printing press. Simultaneously an institute for accountant and auditor training was developed through two technical assistance projects, and in the 1990s a manpower training project was implemented. The Bank's long-term strategy on the education of Madagascar and the rationale for this lending pattern are unclear; no papers clearly outlining country strategy were found before 2001.[3] In contrast to many low-income countries where large numbers of rural primary schools were built or extended in the 1980s and 1990s, IDA education

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1. Education and Training in Madagascar: Towards a Policy Agenda for Growth and Poverty Reduction. Draft January 2001.

2. The 2001 sector strategy paper reports that, though very low, student learning in primary education compares favorably with outcomes in other low-income countries, with Malagasy children scoring above the sample averages in language, mathematics and life skills (p. xv). Since the poorer students drop out of school and those who can enter private school, the comparison does not represent the true state of the school system.

3. The three education Ministries also planned an education sector development program (ESDP) in the late 1990s with IDA encouragement. Subsequent sector work was built on this framework: Education and Training in Madagascar: Towards a Policy Agenda for Growth and Poverty Reduction. Draft January 2001.

Sector work not found in the Bank's archives was carried out in the 1980s with the support of UNESCO (Programme National d'Amélioration de l'Éducation) and was approved by the government in 1988. Other related papers in the archives were:

Colletta, N. and Gillian Perkins. Participation in Education. 1995. Report No. 18182, Environment Department Papers.

Facilitator's Guide: A Seminar on Improving the Quality of Education. Human Resources Division, Technical Note no. 19 report No. 15055. (Annex 1, p. 10)

projects did not finance primary school construction in Madagascar. Only the Emergency Social Fund (Fonds Social d'Urgence III, Supplemental Credit for Cyclone Rehabilitation Activities - Cr. 3180-MAG) has built about 1,000 schools at the request of communities. Aside from churches, some NGOs (like Aide et Action) have built schools with community help. As a result of limited investment, however, schools are small, furniture is old and unsuitable for multiple activities, and classes are very crowded.

Table 1. IDA-Financed Education Projects in Madagascar

Project name	*Credit no.*	*Approval Fiscal Yyear*	*Final closing date*	*Credit amount ($ million)*
Completed Projects				
Tananarive education project	Cr. 510-MAG	1968	1974	4.8
Second Education Project	Cr. 663-MAG	1977	1984	14
Accounting and audit organization training project	Cr. 1155-MAG	1982	1989	11.5
Accounting and Management Training Project	Cr. 1661-MAG	1986	1994	10.3
Education Sector Reinforcement Project	Cr. 2094-MAG	1990	1998	39
Manpower Training Project	Cr. 2382-MAG	1993	1999	22.8
Ongoing Projects				
Education Sector Development Project (FADES)	Cr. 3046-MAG	1997	2003	65

1.4 IDA has strongly encouraged the government to reform higher education finance and devote more of the education budget to primary education. The government did make progress in eliminating chronic students and returning some order to the university,[4] but large-scale reform and reduction of expenditures have been hard to achieve. This audit examines the outcomes of the last three completed projects, which belong to three different subsectors of education. They are here distinguished by their French acronyms. (See project objectives in Table 2.)

Table 2: Main Objectives of the Audited Projects

	Quality	Access-Equity	Finance-Management
Education Sector Reinforcement Project Crédit pour le Renforcement du Secteur de l'Education (CRESED)	Improve the quality of basic and general secondary education by setting up a pedagogical unit, by increasing the role of inspectors, education advisers, and headmasters, as well as pre-service and inservice training for teachers, by providing textbooks and teachers' guides, and by upgrading secondary school laboratories. Strengthen higher education by establishing two short-cycle higher institutes of technology, developing plans to modernize university curricula, improve university administration and cost/ financing balance.	Regulate student flows through the system to encourage the qualitative and quantitative development of basic education while improving quality at other levels.	Improve the sector administration, management, and planning, by purchasing computer and office equipment, by conducting studies and training, by reorganizing planning and statistics services, and by establishing project coordination. Reorganize the vocational training and technical education systems under a coordinating structure which will establish a close link between training and employment requirements.

4. Madagascar: A Decade of Reform and Innovation in Higher Education. Human Development No. 159, May 2000.

	Quality	Access-Equity	Finance-Management
Manpower Training Project Projet de Renforcement de l'Education Technique et Professionnelle (PREFTEC)	Rehabilitate and reform the public technical-vocational training system, increase quality and external efficiency. Commence the process of agricultural education and training reform.	Establish a system to provide information about labor market needs. Develop a training system for senior civil servants.	Establish a system to develop technical vocational education and training (TVET) policy and promote, coordinate, and finance training by private and public training institutions and employers.
Accounting and Management Project Institut National des Sciences Comptables et de l' Administration des Enterprises (INSCAE)	Assist in the modernization and improvement of the management and operation of public and private enterprises and would support the government in the implementation of policies geared to the revitalization of the economy.	Train qualified accountants, auditors, and managers	Provide technical assistance and training for those responsible for procurement

1.5 Madagascar has received the benefit of much donor financing. France, UNDP, UNESCO, the African Development Bank, Canada, the US, and OPEC have provided parallel financing of some IDA projects. Donor coordination was limited in earlier years but has recently improved, and the consortium meets regularly.

2. Implementation Experience of the Audited Projects

2.1 CRESED and PREFTEC were centralized and complex operations with many unrelated components that involved different agencies and were expected to reform multiple aspects of the educational system. The INSCAE project was simpler but included a procurement component that was unrelated to the other activities. The projects included several studies and years of technical assistance, created new departments and organizations, and recruited several civil servants. None of the projects had monitoring indicators. Not surprisingly, all three projects suffered various delays. Supervision reports indicate that the multiple agencies that participated in the same project often did not coordinate activities and did not achieve the synergy expected. Implementation highlights are given below; detailed targets and outcomes are in Annex A Tables 1-3.

2.2 **Mission Visits.** The mission visited various project sites in Toliara and Antananarivo (including Tsiroanimandidy). These included the Higher Institute for Technical Education of Antananarivo, INSCAE headquarters and classrooms, headquarters for the Council for Technical and Vocational Training (CNFTP), the technical teacher training college, businesses that had used CNFTP training services, and rural schools.

The Education Sector Reinforcement Project (CRESED; C2094-MAG; Annex A T. 1)

2.3 This centralized project was to commence a major sector reform that would last 10-15 years, which included: (i) control of recurrent costs at all levels to free resources for quality improvement and increased primary enrollment; (ii) a rolling three-year sector public expenditure program to be reviewed annually, reflecting increased spending on primary education and on quality at all levels; and (iii) a progressive reorientation to employment needs of vocational education and training. After a difficult and slow start, the project came to a standstill because of

the political events and civil disturbances of 1991. By mid-term in 1993, the curricula had not changed, the universities were dysfunctional, expected action plans had not been done, and policy reforms had not progressed. Quality of education was deteriorating, and about 2,500 schools closed due to a lack of teachers.

2.4 Advised by the Bank, a team of Malagasy professionals studied the issue and developed elaborate school effects models in 1993.[5] Causes for the high dropout rate were considered to be teachers' professional behavior (absenteeism, lack of commitment, preference for hiring teachers belonging to certain political parties) coupled with a lack of school leadership, and a shortage of physical facilities. A pilot project (PRAGAP) was developed in 1994 in 20 districts to devolve school management to communities so that children could be helped to acquire basic skills.[6] Communities were to decide what schools needed and become more involved in their children's education. After discussion, contracts were drawn up between communities and schools outlining responsibilities.

2.5 A 1997 evaluation of PRAGAP three years later showed mixed results. The project implementation unit (PIU) spent two years negotiating with communities. The contracts between schools and community were complex, sometimes 80 pages long. The main outcome was school buildings, some of which were of low quality. There was limited teacher housing and few bathrooms for children. Parents had to walk for miles to bring in stone and concrete, and if they did not have materials ready, construction fell behind schedule. Given the large effort necessary by village volunteers in comparison to better equipped contractors, construction was not a good use of poor people's scarce time. Furthermore, the pilot did not improve classroom instructional inefficiencies, so its main objective was not achieved.

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5. Madagascar: Towards a School-Based Strategy for Improving Primary and Secondary Education. Report No. 13450-MAG., April 7, 1995. (by Ward Heneveld).

6. Evaluation du Programme de Renforcement et d' Amelioration de la Gestion Administrative et Pedagogique (PRAGAP). Madagascar Ministry of Education: Bureau Projet Education, September 1997.

Madagascar: A Developmental Approach to Community-Based School Management. Human Development No. 185, January 2001.

Box 1. After 20 Years of IDA Involvement, Still Few Textbooks

The Second Education Project (1977-1984) financed a unit for textbook production, complete with paper and printing press. CRESED (effective in 1990) financed textbook production, and Germany provided technical assistance to develop books in Malagasy. When the government decreed in 1993 instruction through French for all students starting in grade 3, Germany stopped the collaboration, but the French government agreed to print French-language textbooks. The subsequent economic and political difficulties caused many delays. CRESED financed a pedagogical unit for textbooks and educational research, but its activities have been limited; several French-language textbooks were still being edited in 2001.

After two projects with textbook components, there are only seven titles in Malagasy for primary school: reading for five grades, and arithmetic for only two. (No science for any grade.) In French, only the language instruction textbooks exist, financed by France. For secondary schools there are French, English, and math textbooks for four grades. The textbooks found in schools are old, with pages missing. They are relatively expensive, so poor parents cannot afford them. Parent-teacher associations were expected to buy them, but demands on poor communities have proved excessive. In one school visited by the audit mission, there was one first-grade reader for every three students. Some NGO schools, like those of the Catholic Church and Aide et Action give students textbooks. Others which are less experienced (e.g. the Orthodox Church) use no textbooks at all. The texts have no evaluation questions for homework or group work.

The result is that rural fifth-grade children were observed learning geometry in French by copying from the blackboard. At the same time, the Malagasy textbooks that offer this content lie unfinished.

2.6 CRESED was expected to improve the quality of instruction. However, the 16 schools (regular as well as PRAGAP) visited by the mission had the following conditions:

- Parental help built schools partly financed by the Aide et Action. These are often small and of poor workmanship, in a country where preventive maintenance is nonexistent. Many have no latrines. In many areas larger schools are needed, but there are no plans for expansion. A lower-secondary school had four grades and three classrooms, with students rotating.

- Where parents are involved and monitor supplies, school feeding programs (financed by the World Food Program) may be feeding students efficiently. One PRAGAP school visited has rice fields, and students take home some rice.

- Lower-grade classrooms were typically packed with 45 students or more; higher grades had 25-35 students. Teachers easily lecture to 45 students but cannot effectively interact with them or pay attention to their learning needs.

- Classes had few textbooks and almost no instructional materials, not even pictures or signs on the walls; though the project financed the reproduction of 89,000 charts and maps, none of these schools had any. Though science labs had been financed for secondary schools, the schools visited did not have any. (Perhaps they exist in other schools.) Students had almost no opportunity to analyze or synthesize the subject matter being taught.

- The students get **very little time on task** (possibly only 20% of classroom time) and process **very little academic information,** because:

  - The time available for learning in poor public schools is extremely limited (2.5 hours per day when the teacher is not absent).

- Without textbooks or other materials, students spend much time copying from the blackboard and have no means to do class work or meaningful homework.

- Students are not kept busy all the time, as they should be. In all classes visited, one student worked on the blackboard, while the rest were unoccupied. This is a common activity in the classrooms of the world, but it should only last a few minutes. Students instead could be doing individual work or group work by turning around and forming groups with the students at the desks behind them, but they were not.

- Teacher interaction methods limit student participation. In all classes visited, teachers standing by the blackboard asked questions to the general class and accepted volunteer group answers from a few students in the front rows. The rest were unresponsive, and likely to fail.

- The limited class time must be designated on a priority basis to French instruction starting in grades 2-3 rather than to the acquisition of basic skills. For example, the mission observed teaching conditional sentences in grade 4 to students who could hardly do basic arithmetic.

2.7 Not surprisingly, student achievement in rural schools is low. For example, third graders read haltingly and without comprehension, unsure whether to read vowels using the French or the Malagasy phonology. Those in the middle of grade 1 had no reading skills (whereas in other countries with phonetic alphabets, children may already read by then). Repetition rates in the areas visited hover around 31-40%.[7] Though the repetition grades are lower in later grades, after the weaker students have dropped out, students in secondary school of small towns do not fare much better. For example, in Andrianovory (Toliara) **no student in the past year had passed the 9th grade final examinations** for the BEPC (Brevet d' Enseignement du Premier Cycle). The 115 students of the small lower secondary school do not have textbooks or laboratories; they study from notes, and secondary schoolteachers have limited education and high absenteeism.

2.8 The project had expected to change management styles, but school principals' role has not expanded, and they were not providing leadership or supervising other teachers' work. The supervisory chain that can effectively produce improved instructional delivery is broken. An administrative zone officer is in charge of groups of schools and is expected to visit them on a bicycle. But regulations decree that the officer must visit only twice a year, and this person is not closely supervised. The pedagogical advisors who should monitor learning often have no means of going to the field. About 1300 bicycles were financed by the project, but they were given to the zone chiefs (chefs ZAP). The cars provided by two IDA projects are either used for general purposes or have broken down, and the project motorcycles are too large for women (who in Madagascar do not typically ride them).

2.9 The administrative zone chief is also in charge of training teachers. Apparently teacher training takes place, but without supervision; teachers do not practice the more interactive techniques they have been taught, partly because these are complex and may require some preparation. Also, teachers were themselves taught by teachers who lectured to a silent class, and they really do not understand why they should do any differently. Without textbooks or materials, the activities students can do are limited. Teachers do learn to make instructional materials (e.g., a set questions and answers that students can use by themselves), but it is up to them to duplicate them later, and without extra means they do not. Preservice teacher training in

7. Sector study 2000, table 2.8, p. 23.

Madagascar also functions through lectures, and with a duration of one year, it is not sufficient to change people's perceptions of what effective teaching is like.

2.10 During vacations, school districts (such as Toliara) offer inservice training to teachers. These (particularly the community-paid teachers who do not have a baccalaureate) may be deficient in subject matter, French, and pedagogy. The government is thinking of introducing distance education for teacher training, but the problem to resolve is how to supervise and motivate teachers to teach well rather than how to offer them voluntary educational opportunities. Also, teaching behaviors may change much more easily through role modeling than through lecturing and reading.

2.11 Some motivating activities were going on. In Tsiroanimandidy there was a contest for the model school, and the zone officer was visiting many. Teachers had been trained to ask their students to interview their parents and bring the results to class. New textbooks on environmental education appeared with poems in Malagasy about the environment. However, no effort was being made to retain in class girls whose parents wanted to marry them early. Despite statistics that show almost equal numbers of girls going to school, one fifth grade had only 18% girls. The mission received the explanation that by age 14 most girls were married; most fifth-grade students, having started late or repeated years, were already 14.

2.12 A large problem identified through the CRESED studies (Annex A Table 1) was teacher absenteeism, partly due to the fact that teachers must go to towns every month to get paid. Zone officers are expected to take salaries to teachers, but apparently this does not work well. It is also cumbersome because they must be accompanied by the police or army. If a system of rural banks is put in place through a proposed microfinance project, this may become easier.

2.13 The government gives no attention to NGO-run schools, since it is expected that the NGOs will provide all inputs. But this is not necessarily the case. Some merely build schools and hire a teacher (e.g. the Orthodox Church). Others demand fees, which students cannot pay. For example, a Catholic rural school (the only school in Andabanabo, Toliara) demanded MGF 4000 (US$.6) per month, so fewer than half the residents went to school. Compared to large schools and full classes everywhere, that school had 56 students. Yet, a government official was under the impression that those students had access to school.

2.14 Due to the lack of monitoring indicators, quality of instruction in the schools visited prior to CRESED is unknown; but the level of education observed was so low that it is hard to discern what the project benefits have been.

The Manpower Training Project (PREFTEC; Cr. 2382-MAG; Annex A Table 2)

2.15 Even by 1992 when PREFTEC became effective, the concept of attempting to project manpower needs and train accordingly was obsolete, yet the project implemented centrally planned training activities. The multiple and unrelated objectives, from training of civil servants to agricultural reform, negatively impacted on the outcomes of this project. Their coordination depended on a committee that did not function well throughout most of the project.

2.16 Mission interviews with some members of the business community brought to the fore a perception that there is a continuing lack of skilled laborers and artisans, such as electricians, builders, plumbers, and carpenters.[8] The interviewed businessmen stated that the few existing

8. Labor data were not available to support this position, partly because the labor 'observatory' that would have collected them has not functioned.

skilled workers are in much demand and often move to companies paying higher salaries. Some businessmen expressed the concern that there are few institutions that train skilled or semi-skilled workers badly needed in the economy. Vocational raining centers exist but may not respond well to the decision-making processes of the very poor; persons with limited education may decide to learn a skill only when they look for work and have not attended vocational schools in advance. Though many businesses prefer to train their own staff, some skill level is a prerequisite, and many cannot afford to spend the time needed and hire unskilled laborers willing to learn on the job. The low level of education provided in schools makes quick training difficult.

2.17 Yet, IDA has not directly helped vocational training centers to become more effective. PREFTEC, like the first IDA-assisted education project (1968-1974), focused on technical secondary schools (lycees) in terms of preservice education.[9] These lead to the Baccaulaureate, which enables access to the university, and graduates are unlikely to become artisans. The project also supported the National Institute for Teacher Training of Technical and Vocational Institutions, and financed training of trainers. However, the teachers who teach vocational training must have a Baccalaureate plus at least two additional years of study; this level of education is typically attained by the middle class, so instructors rarely have industry experience. (The project attempted to provide industry experience, but results were limited.) At the same time, master artisans are ineligible to teach in vocational training centers. Also, teaching salaries are low and equipment is outdated, making these centers not very desirable places of training. The project did not directly deal with these issues and conditions in vocational centers; it equipped and refurbished only technical secondary schools and supported the Department of Technical Education that would make policy decisions for the lower-level institutions. Accordingly, a research center was set up within the National Institute for Teacher Training of Technical and Vocational Institutions, which developed curricula, hired 29 trainers of trainers, and trained teachers of technical-vocational institutions in various specialties. However, the system was not reformed, teacher salaries remained low, qualifications did not match teaching needs, and needed new specialties were not opened. The strategy was ineffective: an operation audit of 62 vocational centers upon project completion showed that they continued to provide a low level of training. The only institutions considered by the business community as credible are those of NGOs, such as the Catholic church.

2.18 To advise the government and the private sector regarding inservice training needs of employees and groups of independent workers, the project established the National Council for Technical and Vocational Training (CNFTP), which consists of private-sector members. The council has had limited activity in various project periods, but it was functional at the time of the OED mission, and a meeting was held with members. The Council believed that the private sector should take over the inservice training system with government support and with a payment of an obligatory tax by employers to support activities. (This contribution is expected to start in 2003.) However, the related legislation did not pass before the project was ended, and training activities were sharply reduced. Inclusion of more prominent businessmen might help sustain the activities of this council.

2.19 The inservice training fund overseen by the Council was the most successful component of the project. A unit of nine technicians (supported by 24 mainly auxiliary staff) contacted enterprises and workers' associations, assessed needs for inservice training, and located suitable trainers. Ultimately, 638 subprojects were carried out, which gave training to about 18,000 workers. Examples are training for fishing, shrimp culture, fish processing, car mechanics, pâté de fois gras production, business administration, bookkeeping, salt gatherers to improve quality of salt, food hygiene in a cooperative, French language for an accounting firm, and computer

9. CRESED was also expected to establish a link, but this did not happen.

training. For women in particular, training for traditionally female occupations was provided in sewing, embroidery, and fish processing. (Because of the tourist trade, embroidery does produce some income in Madagascar.) The fund also gave equipment in some occasions, such as sewing machines to a Catholic vocational center (Don Bosco) in Toliara. The agencies requesting training paid about 40% of training costs. Partly to assess training needs, CNFTP financed 31 studies. Some were of low quality; others resulted in the provision of training courses. Overall, the study results did not give a clear strategy direction and may not have been worth the money spent on them.

2.20 Enterprises and agencies visited by the mission at the recommendation of CNFTP stated satisfaction with the quality of training. They stated that CNFTP staff came to observe training and carried out evaluations before disbursing the final payment to providers. Ultimately the extent to which the 18,000 workers benefited is unknown. It would have been useful to evaluate more extensively the actual use of training and resulting productivity increases at a later time, but existing evaluations are quite limited. At any rate, information on the CNFTP and its activities is has not been widely disseminated; for example, none of the nine businessmen informally interviewed by the mission had heard of CNFTP. Providing demand-based training to the private sector is a complex task and needs much more government direction and priority. Nevertheless, the project succeeded in putting together the rudiments of a network to group small operators together for the purpose of training and could get effective instructors.

2.21 Upon completion of PREFTEC, a project preparation fund (PPF) was implemented for a project that would develop competencies in four areas (essential oils, fruits and vegetables, foie gra, and raphia). Based on the findings of the 2000 sector study, the idea for this project was cancelled, and CNFTP obtained financing through the follow-on primary education project.

2.22 The project also financed the development of a labor "observatory", for which the International Labor Organization (ILO) was to provide training. But technical assistance was delayed, and the observatory never became functional. (A similar component to provide job information for university graduates under CRESED also had limited impact.) The project created positions for the director and staff, which use up financial resources, and would have created more civil servant positions if it had functioned. It was unclear what benefits these components would provide, given their cost.

2.23 Very few activities were carried out in a component that aimed to reform agricultural education. Pilot projects with agriculture were carried out in two primary schools, which were also rehabilitated. Mid-level technicians taught students to plant gardens, raise chickens, and plant trees in one of the schools.

2.24 PREFTEC also financed furniture, equipment, vehicles, and a dormitory for the National School of Malagasy Administration (ENAM). Contrary to expectations, however, no training system was established. Furthermore, the mission heard complaints about the construction quality of the dormitory. Though completed three years earlier, plumbing was dysfunctional, and roof was falling. The director refused to receive it officially. Staff expressed concerns that the contractor had mismanaged the project and asked if IDA could help resolve the situation. ENAM has to finance from its own budget the repair of this building.

The Accounting and Management Training Project (INSCAE; Cr. 1661-MAG; Annex A, Table 3)

2.25 This is the second project that supported the development of INSCAE (Table 1); the support was given because during the structural adjustment credits of the early 1980s, IDA found

out that the country had practically no accountants and wanted to strengthen institutions that could provide accountability. The project depended heavily on foreign technical assistance, which was expensive. Overall, IDA and bilateral donors (France, Canada) spent $21.8 million in credits and grants for the two INSCAE projects. The second IDA credit was underutilized for a long time because of the more generous bilateral grants from which INSCAE has benefited. For unclear reasons, the projects did not build a building, though a lot was acquired. Since there was no space in rented premises, the second project refurbished a building that belongs to a nearby secondary school. Most of its staff went overseas (France and Canada) to obtain advanced degrees. All but 2 or 3 returned and have been teaching at the institution, where several have developed textbooks.

2.26 INSCAE is considered a first-class, independent institution that has a rapid rhythm of work and operates without being affected by university political upheavals. It is governed by a board consisting of bank representatives and other private sector people. Though the members could raise funds for a building, they do not because that is not the local custom. However, INSCAE has applied for some funds from the follow-on project to the CRESED (Cr. 3046).

2.27 In accordance with IDA expectations, INSCAE charges relatively high fees, about MGF 2.2 million (about US$350) per month. These pay for about 80% of recurrent expenditures. The institution has about MGF 20 million to spend on scholarships, and they mainly give them to high-scoring rather than needy students. Those who cannot pay usually are unable to attend. (In any case, the very poor are eliminated from the school system long before they become eligible to attend.)

2.28 Younger people study full-time and older ones part-time. Continuing education non-degree courses are also offered. All students get French Canadian textbooks in marketing, economics, and accounting (getting outdated) that were financed by the project and that are issued by the library for the semester. For the full-time students, INSCAE has limited places, is very selective, and admits students through entrance examinations. Only half the class of 120 graduates; the failure rate in the three years of studies is about 50%, and happens mostly in the first year. Those who score below 12 (of 12) in accounting at that time are expelled and told that they may retake the entrance examinations and start all over. Those failing courses in subsequent years are told that they may become part-time students. To avoid chronic students, as is frequent in the university, INSCAE allows very few repetitions of courses.

2.29 Professors defend these policies as a way to maintain quality and the elite reputation of the institution. However, the high repetition and push-out wastes parental and government resources and raises equity concerns. Classes must still be carried out for higher years, but they serve fewer students. Students interested in becoming accountants can be helped to succeed without lowering course-level standards, and without being forced to leave or to become part-time students.

2.30 Since January 2001 the institution is taking some steps to reduce failure. Student orientation has been increased from three hours to one week, during which professors explain what will happen in their courses and where students find difficulties. Professors must reserve time to see students, and those with difficulties are urged to attend.

2.31 Since the project was completed, the Bank has emphasized poverty alleviation and equal opportunity. Continuing in some manner to finance through CRESED an institution that focuses on elites and creates artificial obstacles to reduce student numbers seems contrary to country strategy. The scholarships given to high-performing students who can pay could be devoted to enable attendance for the poor who manage to pass the examinations. To help the poor, tuition

on the rest might also be raised. (The issue is whether the institution can identify who is truly poor.)

2.32 The project had an unrelated procurement component attached to it that had limited outcomes. Training took place mostly as planned, but government changes to the procurement code were unsatisfactory to IDA until long after the project was completed. Also, IDA did not assign a knowledgeable staff member to follow this component. To facilitate coordinated implementation, IDA could have made efforts to connect it to INSCAE. Courses might have been offered in procurement to preservice or inservice students, so that INSCAE could have been responsible for the instruction.

Project Outcomes

2.33 The Accounting and Management Training Project met its main objective of training qualified accountants, managers, and procurement specialists, and belatedly the government passed procurement laws that are satisfactory to IDA. Project outcome is rated *satisfactory.*

2.34 The outcomes of both CRESED and PREFTEC, however, are rated *unsatisfactory.* The projects carried out many activities, but these were oriented towards procedural and administrative issues (such as production of studies with no impact); project activities were *peripheral* to learners' acquisition of useful information.

2.35 Only one of the five CRESED objectives (Table 2) has clearly been achieved, the strengthening of higher education; besides establishing short-cycle higher institutes of technology, the government made serious (though only partly successful) efforts to make universities more functional. But higher education costs were not contained, and the financial objectives were not achieved. Of the 10 policy measures envisaged in the SAR, only three were clearly met.

2.36 PREFTEC completely missed the mark. Although the Staff Appraisal Report discussed the vocational needs of the less educated population, the project was to a significant extent oriented towards technical secondary schools. Despite the achievements of the CNFTP training fund, a system of developing technical and vocational education policy was not established, and none of the project's five objectives was clearly achieved.

2.37 PREFTEC had an unforeseen negative outcome of creating many new civil service positions in the Ministry of Technical and Vocational Training and recruiting staff, which burden the national budget. As the mission took place, discussions were under way on how to maintain some of the staff involved in offering private-sector courses, given that there is no budget for them.

Relevance and Efficiency

2.38 The overall human resource development strategy that IDA had developed for Madagascar is unclear. The goals of all three projects have been relevant to the economic needs of the country but not necessarily attuned to its social and economic priorities. CRESED and PREFTEC did not use resources efficiently; the changeover to French created training and materials expenditures that the country could hardly afford. The credits disbursed almost completely, but project objectives were not met. Designs focusing on the true issues that the projects were trying to resolve rather than on ancillary services would have been much more efficient.

2.39 The INCSCAE project used resources more efficiently. However, IDA and other donors spent considerable funds over 10 years to develop a single institution that serves about 300 full-time students per year and still lacks its own building. In hindsight, it seems that INSCAE could have been part of a larger project directed towards various aspects of higher education.

Institutional Development Impact

2.40 The institutional development impact of the INSCAE project has been substantial, but the impact of CRESED and PREFTEC on the development of sectoral institutions has been negligible. The latter projects created several departments in the Ministry of Primary and Basic Education as well as in the Ministry of Technical and Vocational Training. However, these departments carry out very little relevant work and have very limited communication with each other. The fact that the personnel must be paid through the national budget without a significant benefit to the country makes the institutional development impact negative.

Sustainability

2.41 Thus far, the INSCAE outcomes have proved sustainable in terms of resilience to risk of net benefits over time, and the sustainability of this project is rated *likely*. However, the sustainability of CRESED and PREFTEC is rated *unlikely*. The activities of these projects have had very limited effects on the education system; even the CNFTP training fund is unsustainable without donor financing and a tax paid by private-sector employers. Upon completion of currently planned activities, the operations may cease.

Bank Performance

2.42 Overall, IDA performance leaves much to be desired, in project performance and in country strategy development. The reasons are the following:

- None of the projects had baseline data and evaluation indicators, and it was therefore hard to the present state with the past. Expected targets were given on physical activities (such as civil works) but not on quality of education issues (e.g. amount of time on task, no of textbooks per student).

- Although relevant, the lending portfolio did not fit well with country needs. Despite the preponderance of agricultural activities and smallholder trades, IDA did not directly finance agricultural or vocational education at a time when such investments were frequent. Paradoxically, IDA financed the INSCAE project at a time of strict austerity measures. Accountants are useful, but it is hard to believe that they could be the focus of two projects worth US$21.8 million in loans and grants. This is a case where the better-off got the lion's share of the lending despite bigger social priorities.

- IDA financed few civil works in poor areas. In the 1980s and early 1990s, when the Bank financed large numbers of primary schools in many countries, none was built in Madagascar, and this task was left up to the communities.

- As described in the Staff Appraisal Reports, the various departments and agencies created by CRESED and PREFTEC have complex organizational relationships and vague, overlapping roles that did not prove workable during implementation. (For example, three different departments in the Ministry of Technical and Vocational Training do identification of

needs.) These administrative arrangements may have been developed by Bank staff with minimal borrower consultation. The documents are long and time-consuming to read, and it is possible that borrower staff did not read them very well. At the same time, the archived documents do not show IDA's reaction to the creation of a separate Ministry for technical-vocational training, which added considerable recurrent expenditures to the budget.

- IDA created complex projects, whose components were not sufficiently well prepared. Subsequently the supervision missions did not follow them closely. For example, IDA did not follow up on the functioning of the PREFTEC coordination committee and did not improve the scattered actions of the project. As a result, money was spent on sundry activities that did not reform the technical-vocational system as expected, and the country lost a valuable opportunity to develop functional vocational education. To the contrary, it was saddled with a loan and with recurrent expenditures that provided little benefit.

- The project documents focus on procedural issues and offer very little information on instructional problems. Even in the successful INSCAE project, IDA did not enter into instructional issues, and the policies that result in artificial student rejection did not receive any attention. The very detailed and innovative sector work that was completed in 2001 also excluded at the outset quality of education and made recommendations without taking instructional delivery issues into account.[10]

- The projects were supervised adequately (see tables in Annex B). However, IDA seems to have focused on implementation details rather than question how various components helped achieve project goals. The big picture was missed in a multitude of discrete tasks.

- IDA may have missed opportunities to help the government and the French Cooperation to assess the effects of teaching poor rural students through a foreign language. IDA could have promoted pilot projects, research, workshops, and donor coordination. Regarding the argument that the Malagasy language was insufficient to translate technological subjects, IDA could have brought in expertise from Malaysia and Indonesia, which developed their language so that it could be used all the way through higher education. Because of inattentiveness to language of instruction problems, the already weak rural education system faces an additional obstacle to the acquisition of basic skills.

2.43 Overall, IDA performance is considered *satisfactory* for the INSCAE project. But for the reasons discussed above, IDA performance in the CRESED and PREFTEC projects are rated *unsatisfactory.*

Borrower Performance

2.44 Borrower performance was *satisfactory* for the INSCAE project but *unsatisfactory* for the other two. CRESED and PREFTEC suffered from shortage of counterpart funds and delays. Government commitment to INSCAE and PREFTEC was sometimes limited. The government showed a greater willingness to implement activities that would benefit the urban middle class than the rural poor. It did not increase budgets for primary education, but it allowed increased expenditures for higher education.

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10. Merely analyzing enrollment statistics gives only part of the picture. The sector work could have been more valuable if it had included quantitative analyses of classroom observations from a sample of schools using a questionnaire that measured time on task.

2.45 The Minister of Primary and Basic Education expressed frustration with IDA advice that he perceived as conflicting with advice from the IMF. He attributed delays and slow disbursements to some extent to donors' complex requirements. For example, to prevent the construction of schools that may not open, IDA in a follow-on project specifies that the government should recruit a teacher before building a school. However, the IMF says the government should not recruit teachers before they have enough revenue to pay them. The government finds itself in a difficult position. Delays may be a result of systemic inefficiencies, and perhaps schools should not be built unless adequate budgets are available to operate them; however policies to increase the supply of teachers apparently are not coordinated with public sector management reforms designed to limit public expenditures on salaries.

3. Issues for Future Consideration

3.1 Below are the salient issues arising in the audited projects. Table 3 outlines more specific issues and recommendations.

Foreign-Language Instruction May Impede the Learning of Information in Poor Schools

3.2 In Madagascar as in sub-Saharan countries, there is a high social demand for the mastery of French at all socioeconomic levels. Middle-class students exposed to audiovisual stimuli and aided by parents and caring teachers in private schools, may easily acquire the vocabulary needed to learn the information imparted in schools. Decisionmakers who watch their own children do well with French in private schools may be misled regarding the problems facing poor children and the social and financial costs of foreign-language immersion.

3.3 As discussed earlier, students' learning opportunities are very limited in poor areas. Students are in school only 2.5 hours per day (if the teacher is present), large classes limit teacher interactions, pedagogical advice is poor, absenteeism limits the number of school days. Therefore, much class time (perhaps two or three school years) is lost teaching students to understand the language well enough to acquire information using it. To acquire basic skills in French, priority has to be given to this subject rather than reading and math, or science. This lost time translates into low achievement levels in all subjects.

3.4 Children in multilingual countries often get some exposure to the foreign language of instruction through the media and the necessity to communicate in a lingua franca. In Madagascar, French is not needed to communicate with anyone, and the children who do not regularly deal with tourists get essentially no exposure. With a limited vocabulary available, classroom interactions suffer. Children cannot ask the questions they have and may not understand the explanations given to them. The poor command that many rural teachers have of French limits their interaction with students. There is an urgent need to improve these teachers' command of subject matter and methodology, yet the government must spend its scarce resources making them more fluent in French, instead. Overall, Madagascar cannot finance the intensive language exposure and instructional support needed for successful foreign-language immersion.

3.5 The existing educational research in developing countries favors mother-tongue instruction, particularly for lower grades and children of uneducated families.11 In particular, students who study science in their mother tongue perform much better than those who study it in

11. e.g., H. Patrinos and E. Velez. 1996. Costs and Benefits of Bilingual Education in Guatemala, Human Capital Development Working Papers 74, Washington, D.C.: World Bank.

the official language and drop out less than other students. Experiences from Bank and other donor projects in Papua New Guinea, Mali, and Burkina Faso also indicate that the official language is learned better if students study the essentials in their mother tongue. For example, in Mali the French Cooperation sponsors *pedagogie convergente*, use of African mother tongues in the beginning and gradual transition to French. The mostly poor and rural children who attend the schools score better in French and math at the end of Grade 6 than do the mostly wealthier, urban kids (especially the children of civil servants) who go to French-medium-only schools.[12]

3.6 It is well recognized that language of instruction is a politically sensitive issue in Madagascar. However, low quality of education is an equally politically sensitive subject. IDA should encourage the government to fully evaluate the impact of this policy, particularly on illiteracy among the poor and the rural-urban inequity in terms of basic skills. The donor community urgently needs to reach consensus and help the government establish a language policy that is fair to the poor populations. Pilot projects could be carried out to study the effects of Malagasy versus French-language instruction as well as the mastery of French on the various population segments of Madagascar. Based on increased student retention and achievement in countries with successful mother-language programs, the donors could help the government calculate the cost of foreign-language immersion in terms of (a) dropout, (b) repetition, (c) lost subsequent wages due to limited schooling.

3.7 Changes in policies to consider could include:

- Malagasy instruction in primary and at least lower secondary grades of rural schools coupled with instruction of French as a second language for the current number of hours. In this way, basic information would be acquired independently of foreign-language mastery.

- Instruction in French of less important subjects in lower secondary schools. Gradual introduction of subjects in French (pédagogie convergente).

- Development of Malagasy textbooks (or republication of older and private editions) as was originally planned, but with vocabulary that maintains rather than translate the French technical and scientific terminology. IDA could help provide technical assistance from countries that made such language adjustments, such as Malaysia and Indonesia.

- Bilingual textbooks for primary and lower secondary grades, with French and Malagasy on opposite pages. Though these textbooks may have a higher cost, student dropout costs even more.

Increasing Time on Task in Classrooms

3.8 Teaching and supervision of primary schools are difficult tasks; they are repetitive and may not be challenging to adults. Some teachers may make little effort to reach their students, while some pedagogical advisors find reasons not to visit classrooms. It is important to structure teaching and supervision tasks so that they can be manageable, clear, and possible to achieve. In response to the government's request for specific remedies to the situation, some measures to improve instructional delivery are presented below:

- Every child should have textbooks in a clearly comprehensible language to take home for the duration of the school year. Textbooks should be given to religious and other NGO-supported schools that may have weak instructional supervision.

12. Research by Penelope Bender, World Bank, currently in process.

- Organized group work can increase time on task and use of information learned, particularly for the large classes that are characteristic of Madagascar. Teachers could learn a clear series of group and individual tasks for the various subjects, which students can do while other students are writing on the board or reciting.

- Student attention must be directed by asking questions and requesting answers from students at random rather than from those who volunteer. Teacher should focus on the students at the back of the class, who may be more likely to drop out.

- Inservice training must be focused on improving classroom behaviors. Lectures cannot achieve this; behavior is more easily modified through role modeling and direct feedback, so instructional videotapes on classroom processes should be produced and used where possible. Teachers need the time, encouragement, and means to develop their own instructional aids. Training sessions may last a day longer, and materials may be given to teachers during training so that they can prepare basic instructional aids all together. Under the follow-on project to CRESED, the schools have some money they can use to buy paper, glue, colorful pens, and other items.

- Regular and skills-oriented supervision is necessary to increase time on task. For example, the administrative zone officer (Chef ZAP) could focus on improving teachers in two or three specific items each year. (e.g., asking questions to students at random, organizing group work while one student works at the blackboard, using instructional aids that were bought or developed).

- The incentives needed to make the administrative zone officers and pedagogical advisors visit schools must increase, and their work must become more structured. For example, they may be asked consistently by their superiors to report on the achievement of the few specific teacher behaviors targeted for improvement.

- A simple testing system to monitor students' learning with various changes must be established. A series of pilot tests (as originally conceived for the CRESED pedagogical unit) should clarify which concrete actions maximize achievement.

- Teachers who have a Baccaulaureate are often unwilling to work in rural areas. The government has been recruiting teachers in specific localities, but even in such cases they prefer to work in smaller towns rather than villages. The government might experiment with assistant teachers, local women who may have 8+ years of education. These should receive training, which must also be given to the less educated teachers who are often hired by communities.

- Schools exist in most villages, but they need improvement and expansion, including teachers' quarters to reduce absenteeism. The Bank or other donors should finance the expansion of the many small schools that have huge classes. CRESED asked communities to build or refurbish several schools. However, the time of community members may best be utilized in obtaining qualitative improvements and safeguard teacher attendance building. IDA should finance the construction and repair of schools, even if they are done with community labor.

- With community help, school feeding programs, financed through the World Food Organization may be feasible with minimal losses.

Helping Students to Graduate Rather than Fail

3.9 Sometimes high failure rates imply that schools are good. This tradition may be in part responsible for the push-out policies of INSCAE. But it has similar consequences in primary and secondary schools, where large numbers of students drop out or repeat classes.

3.10 Automatic promotion has been used in many countries, but it merely postpones the problems to higher grades. Given the language, limited number of school hours, limited time on task, and dearth of textbooks, rural students may need remedial teaching to pass classes. NGOs and communities may be asked if they can organize these. Remedial teaching may be a much better use of community resources than building schools.

Vocational Training—Enabling Craftsmen to Teach to Willing Students

3.11 Despite the many studies conducted on vocational training, the decisionmaking processes of students and employers are still not well understood. Social status issues are often ignored when making financing decisions. For example, students destined to receive the Baccalaureate in technical secondary schools are likely to be unwilling to exercise professions that are perceived to have lower status, such as masonry and plumbing. The people who are willing to learn these professions may do so only after they start working and, in effect, need inservice rather than preservice training. Therefore, investments in technical secondary schools may be targeted to the wrong populations. Investment should be focused on providing skills to those who will actually use them, possibly in short-term modular courses.

3.12 In addition, suitable teachers are not always available. Aging artisans may be very willing to impart their skills in classes, but they are often academically unqualified. Rather than attempt to provide industrial experience to academically qualified teachers who did not choose to exercise a low-status profession, it may be more useful to train the aging artisans in basic instructional delivery. Staff at the Technical and Vocational Training Ministry have recognized this need but have not yet taken action.

3.13 The donor community must help learners obtain the needed skills in whatever modes these are necessary. They may finance the refurbishing and staffing of vocational training schools to facilitate short-term training provided by artisans.

Table 3: Some Specific Sectoral Issues

	Main Issues	Recommendations
Primary and lower secondary Education	High dropout and repetition rates	Instruction needs to become much more effective (see below).
	Very limited time on task – students spend very little time learning	Teachers must schedule group work, simultaneous activities
	Very few textbooks	Each student should have a set of understandable textbooks to take home and study
	Crowded classrooms	IDA should finance classroom construction Hire and train local residents, possibly less qualified women, as assistant teachers
	Many rural or poor children do not understand sufficient French	Teach French as a foreign language but consider and pilot reintroduction of Malagasy as a language of instruction for public schools.
	Community involvement was limited to civil works	Parents' time is better used in monitoring and helping teachers rather than build schools
	Weak school supervision	A few concrete and clear goals should be assigned to supervisors, who should be held accountable Suitable motorbikes, more cycles needed
Technical/Vocational Training	Vocational training centers do not respond to training needs	Curricula and equipment need effective updating for market demands
	Academically qualified teachers are poorly paid and inexperienced in needed trades	Hire as part-time teachers experienced artisans who may lack formal qualifications and provide focused teacher training to them.
	Technical secondary graduates often go to the university rather than the labor market	Focus training in secondary schools to sophisticated technological careers, e.g. computers, biomedical, chemical, etc.
	Many staff occupied by the Ministry of Technical and Vocational Training to regulate training centers with very limited results	Give the various technical and vocational institutions financial and administrative independence and accountability so that they respond to their clients' needs
	Training to businesses and small groups is limited and spotty	Invite more prominent businessmen to council Create stronger and more extensive linkages with businesses
Accountant Training	Expensive program catered to a limited number of elite students	Refocus scholarships to reach those too poor to be admitted.
	Regulations push out many first-year students	Enable students to meet standards rather than leave or repeat entire years

Lessons

3.14 The projects did not pay attention to instructional processes. The design of teacher training in CRESED did not sufficiently take into account the classroom conditions of teachers or the teacher training literature regarding effective behavioral changes. Many of the multiple activities of the CRESED and PREFTEC projects were not carried out, partly because of limited government commitment to the project design IDA presented. The difficulty of keeping track of the multiple activities and their actual outcomes were compounded by a lack of baseline data. For these reasons, the following lessons may be abstracted.

- Attention to the management and procedural aspects of projects is necessary but insufficient to improve the quality of education. Attention to instructional delivery is necessary at all levels of education.

- Preservice and inservice teacher training often does not result in behavioral change. Much more support and supervision is needed than is often available. Rather than being lectured, teachers must learn desirable behaviors through means that are more effective in producing behavioral change.

- For small countries with large needs, it is tempting to attach various components to a single project rather than do multiple small projects that might not be viable. Very often this

strategy has not proved effective. When the commitment of an institution is low or when significant changes take place, some components may be neglected. The Bank does not have the resources to appraise multiple small projects, but supervision missions should be more intensive when multiple components are involved.

- It is hard to carry out extensive systemic reforms when government commitment is low.

- It is very difficult to ascertain what a project has accomplished without a monitoring and evaluation system. Baseline data are needed to gauge progress in outcome indicators.

- Children learn information best in a language they know well. Lower-income children with parents who have limited education and who are in schools where individual attention is limited, may not master the foreign language fast or well enough to process information efficiently in it. Though political considerations usually drive decisions on language of instruction, the substantive issue is ability to learn important material through a language.

Annex A. Project Activities

Table 1. Education Sector Reinforcement Project

Components/ Subcomponents	*Activities*	*Targets to be Achieved*	*Outputs*	*Outcomes*
Improve sector administration, management, and planning				
	Provide computer and office equipment		Provided	Equipment is functional
	Refurbish schools damaged by cyclones	0	112	Schools are functional
	Training		Various courses provided to staff	Results unknown
	Reorganize planning and statistics services	Train education planners and statisticians locally and abroad.	Curriculum for educational planning established at IMATEP 49 persons trained abroad 2600 staff days local training	Done, effect on educational planning uncertain. Effect of local training is uncertain
	Establishing provincial directorates	6	6	In principle, closer supervision of schools
[after midterm review]	Improve community control of schools	Establish PRAGAP	2600 schools in 20 sub-provinces (CiScos)	Communities built schools, little else happened.
Improve the quality of basic and general secondary education				
	Set up a pedagogical unit, institute of educational training		Established	Develops programs but no textbooks, has little activity.
	Increase the role of inspectors, education advisors, headmasters		58 primary-level advisors 97 secondary	Staff trained, results not evident; teaching behaviors unchanged.
	Improve preservice training	6 teacher training colleges to be established	5 primary, 1 for lower secondary 864 primary teachers trained at preservice level	Trained teachers often unwilling to go to villages; those affordable by communities often less educated
	Improve inservice training	33 centers	17 centers 22,050 secondary teachers trained	Methods taught at training often not used in class.
	Provide textbooks	9 textbooks Malagasy, French, math, science	18 primary and secondary textbooks 2,978,000 copies 2 in math, no science	Essential textbooks missing for many grades Many rural students still have no textbooks
	Provide teachers' guides, maps, charts	7	12 guides 204,480 copes	Teachers use textbooks rather than guides
	Introduce environmental,		Materials printed and distributed, some	Unknown if materials can change the

Components/ Subcomponents	*Activities*	*Targets to be Achieved*	*Outputs*	*Outcomes*
	nutritional, and population education in school curricula		consisting of environmental poetry	behavior of the population
	Upgrade secondary school laboratories		Very few upgraded	Schools in small towns have no laboratories
Strengthen higher level education				
	Establish short-cycle higher institutes of technology	Refurbish and equip 2 institutes in existing buildings	2 institutes established, Bac+2 years no textbooks, some furniture poor About 510 students trained	Steady enrollments, low dropout; industrial, secretarial specialties Survey showed that 68% had found work, 23% were looking
	Develop plan to modernize university curricula		A few specialties improved	Limited impact
	Develop plan to improve university administration and finance		National program for the improvement of education	Chronic students removed from dorms, but finances have not improved
	Strengthen the administrative and planning capabilities of the Ministry of Higher Education and the universities.	Prepare master plan	Master plan prepared, 5-year plan through working groups of national consultants	Plan has not been implemented; used to develop higher education component of follow-on project
	establishment of an Employment Information System to provide students with information and advice on employment and career possibilities.	Establishment of centers of information and vocational training	4 'Technopole' centers established; some job information available	Information provided to students is occasionally useful for job search.
Studies	Book distribution and cost recovery.		Done	Despite study, distribution is not good
	Preventive maintenance of school and administrative buildings		Done	Virtually no preventive maintenance is done
	Better use of sector personnel and improve sector management.		Done	Some auxiliary personnel sent to classrooms, most others in non-teaching positions
	Quality of education	First mentioned in mid-term review	Partially carried out	Results unknown

Table 2. Manpower Training Project

Components/ Subcomponents	*Activities*	*Targets to be Achieved*	*Outputs*	*Outcomes*
Develop National Council for Technical and Vocational Education			Council became operational, continues to work	Little effect on quality and planning of the system Limited authority
	Institutional framework for preservice education	Decentralize management to the school level	Few functions decentralized	The 62 vocational training establishments have weaknesses, inappropriate training, insufficient resources
	Civil works	Refurbish and equip technical secondary schools	8 refurbished	They continue to provide inadequate technical training
Restructure, strengthen the TVET system				
	Establish training fund		638 subprojects executed 18277 workers benefited	Much training successfully given, effects on productivity unknown
	Set up interprofessional regional associations for inservice vocational training	8?	8	Associations remained weak, suspended after end of project
	Promote private provision of vocational training		700 operators listed	Variable quality, main in tertiary-sector training
	Improve quality of the system Establish technical higher secondary schools	8 schools	8 established and equipped, total 26 existing	Graduates may attend university rather than work
	Training trainers		Unknown numbers of staff received training	Teachers may not be technically competent
Introduce a labor market information system		Technical assistance through ILO	Technical assistance was delayed	Component not executed No monitoring system established
Reform agricultural education and training		Extend the reach of agricultural education	2 pilot projects in agricultural primary education	No significant activities have taken place
Train senior civil servants	Strengthen National School of Administration (ENAM)	Build dormitory, provide furniture, equipment, cars	Material and building provided 30 received training	Material underutilized Dormitory badly constructed
Studies	Women's participation, various needs assessments		31 studies conducted, some resulted in courses	Overall, results on productivity of enterprises are uncertain.

Table 3. Accounting and Management Training Project

Components/ Subcomponents	*Activities*	*Targets to be Achieved*	*Outputs*	*Outcomes*
Train managers and auditors	Graduate students from INSCAE by project end.		653 in cycle 1 174 in cycle 2 101 in cycle 3	100% placement
Establish and operate the National Institute for Accounting and Management	Establish institution capable of training 360 full-time students	Achieve self-sufficiency	Established as expected Government pays 20% of expenses	Not financially self-sufficient, institute functional
	Provide furniture, equipment provision for rented premises		Acquired as needed Library has 3000 books	Furniture and equipment used
	Provide adequate premises	Building a building	Land available, IDA decided not to finance the building	Institute remains in rented premises
	Acquire vehicles		Acquired	Vehicles still in service
	Provide technical assistance from U. of Quebec	Curricular development	Achieved	Curricula currently used
	Provide staff fellowships	Study abroad, advanced degrees	Staff studied in France and Canada	Well-trained professors now available at INSCAE
Procurement assistance				
	Establish a procurement unit attached to the Central Tender Board		Unit originally established	Not functional; Central Tender Board was abolished
	Train staff in procurement			
	Update procurement legislation		Code was revised in some details rather than reformed.	A market law passed around 1999 updated legislation.

Annex B. Basic Data

MADAGASCAR—ACCOUNTING AND MANAGEMENT TRAINING PROJECT (C1661-MAG)

Key Amounts *($US million)*

Original commitment	10.3
Total cancellation	4.09
Total project cost	
Original	13.1
Latest	12.7
Date physical completion: December 31, 1994	

Cumulative Estimated and Actual Disbursements *(US$ million)*

	FY87	*FY88*	*FY89*	*FY90*	*FY9*	*FY92*	*FY93*	*FY94*	*FY95*
Appraisal estimate	2.0	4.0	6.2	8.2	9.2	10.0	10.3		
Actual	0.1	0.3	1.0	1.6	2.3	3.1	4.3	5.3	8.1
Actual as % of estimate	5	8	16	20	25	31	42	52	79
Date of final disbursement: May 22, 1995									

Project Dates

Steps in project cycle	*Original*	*Actual*
Identification (Executive Project Summary)		April 1984
Preparation		August 1984
Appraisal		January/February 1985
Negotiations		December 1985
Board presentation		February 25, 1986
Signing		April 16, 1986
Effectiveness	July 15, 1986	October 8, 1986
Midterm Review	N/A	N/A
Project Completion	June 30, 1992	December 31, 1994
Credit closing	December 31, 1992	December 31, 1994

Staff Inputs (staff weeks)

Stage of project cycle	*Planned*		*Revised*		*Actual*	
	Weeks	*US$*	*Weeks*	*US$*	*Weeks*	*US$*
Preparation to appraisal	N/A	N/A	N/A	N/A	28.7	N/A
Appraisal/Negotiations	N/A	N/A	N/A	N/A	26.2	N/A
Negotiations through Board approval	N/A	N/A	N/A	N/A	9.3	N/A
Supervision	N/A	N/A	N/A	N/A	71.5	N/A
Completion	N/A	N/A	N/A	N/A	6.0	N/A
Total	N/A	N/A	N/A	N/A	141.7	N/A

Mission Data

Stage of project cycle	*Date (month/year)*	*No. of staff in field*	*Duration of mission (# of days)*	*Specializations represented*[a]	*Performance ratings*[b]		*Types of problems*[c]
					Implement. Status	*Develop. Objectives*	
Through Appraisal	Dec.-84	2	7	EC, PS			
Appraisal through Board Approval	Jan/Feb-85	4	20	EC, SA, MTS, PS			
Supervision 1	Mar-86	3	9	EC, SED			
Supervision 2	Jul-86	2	9	EC, SED			
Supervision 3	May-87	1	6	PS			
Supervision 4	Oct.-87	2	13	EC, SED	2	1	PMP
Supervision 5	Jan.-88	1	N/A	AC,TS			
Supervision 6	Sep./Oct.-88	1	17	EC	2	1	PMP
Supervision 7	Jan.-89	1	17	ACMTS	2	1	PMP
Supervision 8	Jul.-89	1	9	ACMTS	2	1	CLC, PMP AF, PP, TAP
Supervision 9	Oct.-89	2	8	EC, ACMTS	N/A	N/A	
Supervision 10	Jul.-90	1	18	ACMTS	2	1	CLC, PMP, AF, PP, TAP
Supervision 11	Jan.-91	1	14	ACMTS	N/A	N/A	
Supervision 12	Jul.-91	1	2	EC	2	1	CLC, PMP, AF, PP, TAP
Supervision 13	Jul.-92	2	14	TVS, AIS	2	1	CLC, PMP, AF, PP, SP
Supervision 14	May 93	2	14	TVS, FA	2	1	CLC, PMP, AF, PP, SP, FP
Supervision 15	Nov./Dec.-93	2	16	TVS, FA	2	1	PMP, AF, PP, SP, FP
Supervision 16	Mar/Apro.-94	1	16	TVS	2	1	PMP, AF, PP, SP, FP
Supervision 17	Oct.-94	1	7	TVS	S	HS	
Completion	Apr./May-95	2		EC, IS	S	HS	

a. AIS = Architect/Implementation Specialist; EC = Economist; FA = Financial Analyst; IS = Implementation Specialist; MTS = Management Training Specialist; PS = Procurement Specialist; SA = Senior Architect; SED = Senior Educator; TVS = Technical/Vocational Specialist.

b. 1 = Problem Free; 2 = Moderate problems; 3 = Major problems; 4 = Major problems – Corrective action to be taken.

c. AF = Availability of funds; CLC = Compliance with legal covenants; FP = Financial Performance; PP = Procurement progress; SP = Studies Progress; TAP = Technical Assistance progress. PMP = Project Management Performance

MADAGASCAR—EDUCATION SECTOR REINFORCEMENT PROJECT (C2094–MAG)

Key Amounts ($US million)

Original commitment	39
Total cancellation	0.64
Total project cost	
Original	55
Latest	61
Date physical completion: June 30, 1998	

Cumulative Estimated and Actual Disbursements *(US$ million)*

	FY90	*FY91*	*FY92*	*FY93*	*FY94*	*FY95*	*FY96*	*FY97*	*FY98*	*FY99*
Appraisal estimate	3.0	9.0	17.0	32.5	35.0	39.0	39.0	39.0	39.0	39.0
Actual	--	2.8	5.7	9.5	12.5	20.6	29.9	38.9	42.9	42.9
Actual as % of estimate	--	31.5	33.7	34.1	35.8	52.7	76.7	99.9	109.9	109.9
Date of final disbursement: August 25, 1998										

Project Dates

Steps in project cycle	*Original*	*Actual*
Identification	--	July 1986
Preparation	--	1987–1988
Appraisal	--	April 1989
Negotiations	--	December 1989
Board presentation	--	February 13, 1990
Signing	--	April 4, 1990
Effectiveness	May 1990	July 24, 1990
Midterm Review	--	October/November 1992
Project Completion	December 31, 1995	June 30, 1998
Credit closing	June 30, 1996	June 30, 1998

Mission Data

Stage of project cycle	*Date (month/year)*	*No. of staff in field*	*Duration of mission (# of days)*	*Specializations represented*[a]	*Performance ratings*[b]		*Types of problems*[c]
					Implement. Status	*Develop. Objectives*	
Through Appraisal	7/86 to 3/89						
Appraisal through Board Approval	4/89	5	26	ED, EC, IMP, TEX			
Supervision 1	2-3/90	4	21	EC, ED, T. ED, PLA			
Supervision 2	7/90	1	15	IMP			
Supervision 3	10-11/90	1	10	ED	2		
Supervision 4	6/91	1	12	ED	2		
Supervision 5	2/92	2	11	EC, T.ED	2	2	
Supervision 6	2-3/92	4	21	ED, PLA, AR, ED	2	1	PMP, CLC
Supervision 7	6/92	2	7	ED, FA	2	1	PP, CLC
Supervision 8	10-11/92	6	16	ED, PLA, H.ED, T.ED, AR	2	1	PP, CLC
Supervision 9	7/93	7	15	ED, PLA, H.ED, AR, IMP, FA	2	1	PP, CLC
Supervision 10	11-12/93	6	20	ED, H.ED, IMP, AR, T.ED, EC	2	2	PMP, PP, CLC
Supervision 11	3/94	2	12	ED, H.ED	2	2	PP
Supervision 12	4/94	1	15	CO	S	S	PP
Supervision 13	6-7/94	3	10	ED, IMP	S	S	PP
Supervision 14	9-10/94	5	16	ED, H.ED, IMP, MA	S	S	PP
Supervision 15	1-2/95	5	17	ED, IMP, MA, AR	U	S	PMP, PP
Supervision 16	5-6/95	3	14	ED, T.ED	S	S	PMP, PP
Supervision 17	10/95	1	8	TEX	S	S	PMP, PP, AF
Supervision 18	11-12/95	3	14	ED, H.ED, AR	S	S	PMP, PP, AF
Supervision 19	4-5/96	3	16	ED, H.ED,IMP	S	S	PMP, PP, AF
Supervision 20	11-12/96	6	28	ED, H.ED, IMP, EC	S	S	PMP, PP
Supervision 21	3-4/97	6	20	ED, H.ED, IMP, EC	S	S	
Supervision 22	6-7/97	7	16	ED, H.ED, EC, IMP, TEX	S	S	
Supervision 23	10-11/97	7	16	ED, H.ED, EC, IMP,	S	S	
Completion	5-6/98	3	29	ED, H.ED, IMP	S	S	

a. AR = Architect; CO = Country Officer; EC = Economist; ED = Education Specialist; FA = Financial Analyst; H.ED = Higher Education Specialist; IMP = Implementation Specialist; PLA = Education Planner; T.ED = Technical Education Specialist; TEX = Textbook Specialist

b. 1 = Problem Free; 2 = Moderate Problems; 3 = Major Problems; 4 = Major problems = Corrective action to be taken; S = Satisfactory; U = Unsatisfactory.

c. AF = Availability of funds; = CLC = Compliance with legal covenants; FP = Financial Performance; PDO = Project Development Objectives; PMP = Project Management Performance; PP = Procurement Progress; SP Studies Progress.

Staff Inputs (staff weeks)

Stage of project cycle	*Actual*	
	Weeks	*US$*
Preparation to appraisal	168.3	213.1
Appraisal	19.4	37.2
Negotiations through Board approval	9.5	21.7
Supervision	192.2	469.2
Completion	7.6	.4
Total	397	741.6

Related Bank Credits

Credit	Purpose	Year of approval	Status
2474	Food Security and Nutrition (SECALINE)	1993	Completed
2778	Social Fund II (FID)	1995	Ongoing
3046	Education Sector Development	1998	Ongoing
3060	Community Nutrition II	1998	Ongoing

MADAGASCAR—MANPOWER TRAINING PROJECT (C2382–MAG)

Key Amounts ($US million)

Original commitment	22.8
Total cancellation	0
Total project cost	
Original	55
Latest	621.3
Date physical completion: June 30, 1999	

Cumulative Estimated and Actual Disbursements *(US$ million)*

	FY93	*FY94*	*FY95*	*FY96*	*FY97*	*FY98*	*FY99*	*FY00*
Appraisal estimate	1.50	5.00	10.00	16.00	20.00	22.80	22.80	22.80
Actual	1.54	2.56	6.01	10.12	13.81	18.93	22.39	23.04
Actual as % of estimate	103	51	60	63	69	83	98	101
Date of final disbursement: October 27, 1999								

Project Dates

Steps in project cycle	*Original*	*Actual*
Identification	--	February 1989
Preparation	--	1989-1990
Appraisal	--	November 1990
Negotiations	--	April 1992
Board presentation	--	June 9, 1992
Signing	--	June 25, 1992
Effectiveness	September 25, 1992	January 15, 1993
Midterm Review	October 31, 1995	June/July 1995
Project Completion	December 31, 1997	June 30, 1999
Credit closing	June 30, 1998	June 20, 1999

Staff Inputs (staff weeks)

Stage of project cycle	*Actual*	
	Weeks	*US$*
Preparation to appraisal	73.2	n.a
Appraisal	27.3	n.a
Negotiations through Board approval	18.7	n.a
Supervision	163.9	241.8
Completion	7.0	34.0
Total	290.1	275.8

Mission Data

Stage of project cycle	*Date (month/year)*	*No. of staff in field*	*Duration of mission (# of days)*	*Specializations represented*[a]	*Performance ratings*[b]		*Types of problems*[c]
					Implement. Status	*Develop. Objectives*	
Through Appraisal	Up to 11/90						
Appraisal through Board	2/92	2	12	PO, MT			
Supervision 1	7/92	2	14	IMP, MT, DO	2	2	ACF, PMP, CLC
Supervision 2	12/92	3	12	Imp	2	2	PMP, PP, CLC
Supervision 3	5/93	2	18	Imp, mt	2	2	Acf, pmp, pp, clc
Supervision 4	11-12/93	3	16	DC, IMP, MT	2	2	Acf, pmp, pp, clc
Supervision 5	3-4/94	1	17	IMP	2	2	ACF, PMP, PP, CLC
Supervision 6	10-11/94	3	7	IMP, MT, FA	S	S	CLC
Supervision 7	1-2/95	2	7	IMP, MT	S	S	CLC
Supervision 8	6-7/95	2	14	IMP, MTE	HS	S	
Supervision 9	10-11/95	2	14	IMP, MT	HS	S	
Supervision 10	2-3/96	2	8	IMP, MT	HS	S	
Supervision 11	10/96	1	6	IMP	HS	S	
Supervision 12	11-12/96	3	16	ED, IMP, MT	HS	S	
Supervision 13	6-7/97	2	15	ED. O,[	JS	S	
Supervision 14	10-11/97	2	17	ED, IMP	HS	S	
Supervision 15	2-3/98	3	7	ED, IMP, MT	S	S	
Supervision 16	5-6/98	3	30	ED, IMP, MT	S	S	
Supervision 17	10/98	4	21	ED, IMP, FA, MT	U	S	PMP, ACF
Supervision 18	12/98	5	15	ED, IMP, EC, MT, FA	U	S	PMP, ACF
Supervision 19	5/99	4	16	DC, ED, IMP, EC	S	S	
Completion	10/99	1	10	HDE	S	S	

a. DC = Division Chief; DO = Disbursement Officer; EC = Economist; ED = Education Specialist; FA = Financial Analyst; HDE = Human Development Economist; IMP = Implementation Specialist; MT = Manpower Training Specialist; MTE = Manpower Training Economist; PO = Project Officer.

b. 1 = Problem Free; 2 = Moderate Problems; 3 = Major Problems; 4 = Major Problems – Corrective action to be taken.

S = Satisfactory; U = Unsatisfactory; HS = Highly Satisfactory; HU = Highly Unsatisfactory; NR = Not rated

c. ACF = Availability of counterpart fund; CLC = Compliance with Legal Covenants; FP = Financial Performance; PDO = Project Development Objectives; PMP = Project Management Performance; PP = Procurement Progress; = SP = Studies Progress.

Annex C. Comments from the Borrower

REPUBLIC OF MADAGASCAR

MINISTRY OF TECHNICAL EDUCATION
AND VOCATIONAL TRAINING
GENERAL SECRETARIAT

Comments concerning the Madagascar Performance Audit Report dated June 6, 2001
(Sector and Thematic Evaluations Group, Operations Evaluation Department)

1. Audit procedure and formulation of the report

We fully endorse the mission's decision to visit stakeholders in the field. However, its observations would be more useful if more meaningful references to the Implementation Completion Report (ICR) and the Education Sector Study were included along with the examples drawn from the mission's brief visits (cf., page 3, para. 2.2), particularly since the mission was fairly short, considering its objectives.

2. Content of the report

2.1 Para. 1, Background (pp. 1-3)

> For the many reasons already indicted in the Malagasy PAR, the observations in the report regarding strategy shortcomings (1.3), the projects' complexity (2.1), and the multiple and unrelated objectives (2.15) need no further comment.

However, we would like the report to state, for example, that these factors *also had an adverse impact on the social and economic actors (enterprises, local communities, NGOs) which were our principal partners, as well as on the project actors.*

- Regarding paragraph 1.5 (p. 3), the report should specify which donors contributed to which project(s).

In addition to IDA, PREFTEC also received support from France and UNDP, although they withdrew before the project was completed.

2.2 Para.2: **Implementation Experience of the Audited Projects**

Manpower Training Project (PREFTEC, Cr. 2382-MAG; Annex A, Table 2)

Reference	Language used in report	Comments	Proposed language
2.2 -p. 3	"The mission visited various project sites in Antananarivo, Toliara, and Antsiranana (Tsiroanimandidi). These included...the technical teacher training college, businesses that had used CNFTP training services,..."	The mission did not visit all PREFTEC sites or organizations, even in Antananarivo. Tsiroanimandidi is a rural municipal district in Antananarivo province; it is not part of Antsiranana. It is assumed that by "technical teacher training college" the authors mean the National Technical and Vocational Education Teacher Training Institute, formerly the Resource Center for Technical Education Personnel, CERES (Credit Agreement 2382-MAG).	"The mission visited **a number of** project **sites in Antananarivo (including Tsiroanimandidi).** These included...**the National Technical and Vocational Education Teacher Training Institute, formerly the Resource Center for Technical Education Personnel, CERES, (Credit Agreement 2382-MAG), a number of businesses** that had used CNFPT training services,..."
2.15-p. 7 2.16-p. 7	"Even by 1992 when PREFTEC became effective, the concept of attempting to project manpower needs and train accordingly was obsolete,..."	It is true that the project was conceived (under the guidance of international consultants) largely in order to provide a major boost to Madagascar's private	" Even by 1992, when PREFTEC became effective, **manpower needs assessment** and the concept of training

		sector (job creation, demand for skilled workers), which explains the choice of interventions such as the focus "on technical secondary schools in terms of preservice education"(p.8-2.17,). Indeed, inasmuch as Malagasy texts stipulate that it is the responsibility of technical secondary schools and colleges to train qualified workers, *the choice does not seem entirely inappropriate* (2.15, first sentence), given the concern expressed by some businessmen interviewed by the mission "that there are few institutions that train skilled or semi-skilled workers badly needed in the economy" (p.8- 2.16).	accordingly were obsolete. **"This shortcoming was partially overcome following the mid-term review when PREFTEC activities were focused on offering basic skills classes targeting the very poor, examples of which are mentioned in the report (p.8-2.16). All technical secondary schools and colleges receiving PREFTEC assistance have introduced an in-service training component incorporating short-term training focusing in particular on self-employment and jobs in the informal and traditional sector (artisans), thereby expanding public access to training. CNFTP, through the inservice training fund, provided many of these training courses, as well as others in cooperation with NGOs and private vocational training centers (cf. 2.19-p. 8)."**

2.17-p. 8	"Yet, IDA has not directly helped vocational schools to become more effective. PREFTEC, like the first IDA-assisted education project (1968-1974), focused on technical secondary schools in terms of preservice education. These lead to the Baccalaureate, which enables access to the university, and graduates are unlikely to become artisans."	The fact that institutions receiving support from PREFTEC have not become more effective has been discussed in a number of analyses (including the analysis of the Education Sector Study). Nevertheless, this paragraph further reinforces the value of having both parties agree from the very outset on the monitoring and evaluation indicators to be used.	
2.17-p. 8		The technical teachers training college and the research center mentioned in this paragraph are one and the same entity: the National Technical and Vocational Education Teacher Training Institute, INFOR (formerly CERES). The link the paragraph establishes between the level of education of the teachers and their social class (middle class), on the one hand, and the fact that they rarely have industry experience, on the other hand, is unclear. INFOR is not responsible for reviewing teachers' salaries. A comprehensive reform of staff regulations is under way in the Ministry of the Civil Service (with World Bank support). Any salary	**"The primary responsibilities of INFOR (formerly CERES) are to:** **- develop and update training programs and teaching methods, and** **- train trainers (initial and inservice training)."** The remainder of the paragraph should be amended accordingly.

		reform would obviously have to evolve from this process.	
2.18-p. 8	"To advise.., the project established the...(CNFTP), which consists of private-sector members."	CNFTP consists of three bodies: a General Assembly, a Governing Council, and an Executive Secretariat. The Governing Council with which the mission met has 12 members: two representing the State and 10 representing the private sector. No consideration has been given yet to having workers help finance inservice training.	"To advise..., the project established the...(CNFTP). **The Governing Council of this body consists mainly of representatives from the private sector (10 of the Council's 12 members).** CNFTP was of the view that the private sector should take over the inservice training system with government support in the form **of mandatory contributions from employers** to finance activities. **These contributions are scheduled to start in 2003.** However, the corresponding legislation did not pass before the project was ended, and training activities were sharply reduced."
2.19-p. 8	"A unit of six technicians (supported by 24 mainly auxiliary staff)"	By virtue of its mandate, the Executive Secretariat of CNFTP carries out important technical activities (providing advice and support to businesses and to the Ministry). However, it also carries out vitally important administrative and, especially, financial management tasks (such as managing the inservice training	**"Nine technicians** contacted enterprises and workers' associations, assessed needs for inservice training, located suitable trainers, and processed requests for cofinancing from the training fund.

		fund and ensuring that the appropriate procedures are followed, depending on the sources of financing). Owing to mission and leave schedules, some key CNFTP personnel were unavailable during the mission's visit.	**"Three individuals are responsible for accounting and financial management. Three others are responsible for administrative management (personnel, logistics, and procurement).** "The remaining personnel are support staff."
2.20-p.9	"...It would have been useful to evaluate the actual use of training and resulting productivity increases at a later time, but such an evaluation was not done. At any rate, these activities did not become widely known; none of the nine businessmen informally interviewed by the mission had heard of CNFTP."	The audit was prepared with the World Bank at project completion and during the initial phase of the project preparation fund (PPF) established pursuant to an economic analysis. The analysis contained recommendations that led to the development of the Skills Development Project. Support for the preparation of the project was provided by Advance Agreement Q-179 (August 1999). (Cf. "Skills Development in Madagascar: Background and Potential Approaches," J. Lane and J.-P. Peresson, February 2000.) A large-scale effort to communicate with all businessmen would have been too expensive, and such a campaign would have accentuated the scattered impact of the activities. Information was	"...It would have been useful to evaluate the actual use of training and resulting productivity increases **more thoroughly, but the evaluations were somewhat limited.** At any rate, **information concerning CNFTP and its activities was not disseminated widely. For example,** none of the nine businessmen informally interviewed by the mission had heard of CNFTP."

		communicated mainly to targeted contacts, in keeping with the various issues addressed in project activities.	
2.21-p. 9	"The CNFTP obtained financing through the follow-on primary education project for a period of two years. Financing was reduced, and it was decided to support only the four sectors deemed government priorities: mines, clothing, fishing-agriculture, tourism. Requests for training in other sectors are rejected. This is unfortunate, because the network of contacts in various sectors is still fragile, and should not be abandoned."	This paragraph is very confusing.	**"...The CNFTP obtained PPF financing under an Advance Agreement (Q-179 dated August 23, 1999) for the preparation of a Skills Development Project focusing mainly on four areas that were considered strong: essential oils, fruits and vegetables, foie gras, and raffia.** **"Soon before PPF completion, and on the basis of the results of the Education Sector Study, the Skills Development Project idea was dropped. CNFTP is in the process of developing a technical and vocational education and training (TVET) component for inclusion in CRESED II, which is currently under way. The component's objective is to strengthen TVET capacity to offer educational services and develop a future**

			education policy for TVET."
2.23-p.9	"Very few activities were carried out in a component that aimed to reform agricultural education. All that was done were two pilot projects with agriculture in primary education in two provinces. Students were taught to plant gardens, raise chickens, and plant trees."	Activities were carried out in eight focal areas under the EFA reform component, including rehabilitation of two pilot agricultural technical vocational schools in order to test the foundation for EFA reform. In order to reform rural education systems, attention must be focused on basic education, the aim being to incorporate the agricultural sector in the general education curriculum and find ways to integrate the marginalized and reduce the primary school drop-out rate.	"Few activities were carried out in a component that aimed to reform agricultural education. **The main accomplishments were:** **- Enrichment of the general education curriculum by including material on agriculture, along with field work and teaching aids (kitchen gardens, henhouses, etc.), followed by teacher training. The CRESED project's pedagogical unit organized these activities in two pilot public primary schools.** **- Rehabilitation of two pilot technical and vocational training schools to test the foundation for EFA reform; and** **- Various training activities provided with CNFTP support for rural youth in one of the FTP pilot schools."**
2.24-p.9	"PREFTEC…(ENAM)….At the time this report was being written, the issue had not been resolved."	Immediately after the mission's departure, and before seeking redress, METFP asked TRANSTECHNIQUES – the company responsible for	**"The mission commented on the problem** before its departure. Appropriate corrective measures have been

		supervising the ENAM dormitory rehabilitation – to identify the construction defects, and the Ministry so informed the World Bank. To date ENAM itself has taken the action required to rehabilitate the buildings.	taken (by both METFP and ENAM)."

RELEVANCE AND EFFICIENCY

Reference	Language used in report	Comments	Proposed language
2.38-p. 11	"....Designs focusing on the true issues that the projects were trying to resolve rather than on ancillary services would have been much more efficient."	The Credit Agreement called for the establishment of bodies such as ONEF (formerly ONCE), CNFTP, and INFOR (formerly CERES). The intention was to have these entities and the training centers provide guidance to and conduct activities for the ultimate beneficiaries (including employers, workers, and self-employed persons).	

Institutional Development Impact

Reference	Language used in report	Comments	Proposed language
2.40-p. 12	"....The latter projects created several departments in the Ministry of Primary and Basic Education as well as in the Ministry of Vocational Training."	The Ministry of Vocational Training no longer exists. Virtually from the outset, PREFTEC was under the technical supervision of the Department of Technical Education and Vocational	"...The latter projects created several departments in the Ministry of Primary and Basic Education as well as in the Ministry of Technical

		Training (a special unit reporting to the Prime Minister, or a component of the Ministry).	Education and Vocational Training."

Sustainability

Reference	Language used in report	Comments	Proposed language
2.41-p. 12	"....However, the sustainability of CRESED and PREFTEC is *unlikely*....even the CNFTP training fund is unsustainable without donor financing."	Although it is true that some activities have slowed down, the bodies created under PREFTEC have continued to discharge their mandates, with primary support from Malagasy Government subsidies. The Government definitely wishes to ensure the project's sustainability. However, given the obvious magnitude of the task ahead, it naturally hopes that donor financing will be forthcoming. The sustainability of the training fund vis-à-vis the private sector can be assured by requiring employers to make mandatory contributions for inservice vocational training. Complementary activities are planned under the CRESED II TVET component so that the contribution can start in 2003 and public resources can be directed mainly to poverty reduction efforts.	"....the CNFTP training fund is unsustainable without donor financing **(particularly in the case of activities focusing on poverty reduction) and without the establishment of a national system in which private sector employers finance inservice vocational training."**

2.3 Paragraph 3: **Issues for Future Consideration**

Reference	Language used in report	Comments	Proposed language
3.13-p. 17	"The donor community must help learners obtain the needed skills in whatever modes these are necessary. They may finance the refurbishing and staffing of vocational training schools to facilitate short-term training provided by artisans."	Plans for this option are included in the TVET component of CRESED II.	