

SUMMATIVE EVALUATION OF THE "EDUCATION FOR ALL" JOINT PROGRAMME IN MADAGASCAR (2015-2021)

Brief summary



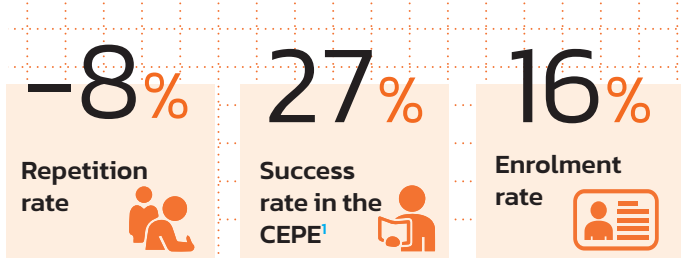
Quick information

Country : Madagascar

Evaluation period: April - November 2022

Evaluation team : EuroPlus Consulting & Management

Evaluation Manager: Evaluation Unit, UNICEF Madagascar



Evaluation Reference Group: UNICEF Madagascar, Nairobi, Evaluation Section and Unit, Education Section ; WFP, Madagascar, School Feeding Department ; ILO, Madagascar, South Africa, Department of Evaluation and School Buildings; Ministry of National Education (MEN), General Secretariat, Department of Coordination, Steering, Monitoring and Studies (SCPSE); Ministry of Economy and Finance (MEF), Directorate of Coordination and Programme Monitoring Evaluation at the Ministry of Economy and Finance (DCSEP); Office of the Royal Norwegian Embassy

Estimated Programme budget: USD 34,4 million (Norway)

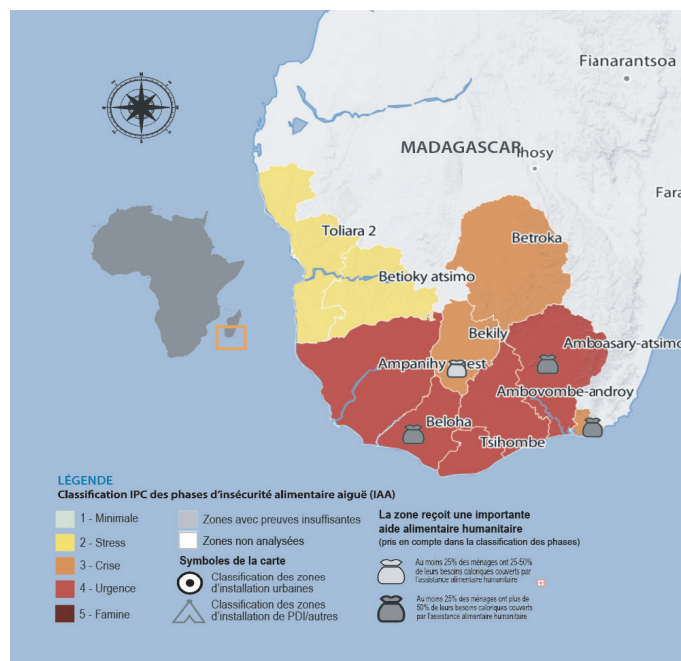
Key words: Southern Madagascar, access to education, quality of education, school canteen, construction, decent work, system strengthening, FEFFI

CONTEXT

With a population of nearly 26 million, Madagascar experiences one of the highest percentages of people living in extreme poverty in the world. For every 100 Malagasy children born, only 15 will go to kindergarten, 76 to primary school, 27 to lower secondary and 13 to upper secondary. Primary school completion rate dropped from 69 per cent in 2012 to 56 per cent in 2018. Teachers lack the needed skills for teaching or do not come to class. Therefore, children, even those who go to school, do not learn. Among children aged 7 to 14, only seven percent demonstrate basic skills in maths and 23 percent in reading.

The main bottlenecks to achieve fair and quality learning are (i) the limited interaction between supply and reduced household demand, (ii) the limited capacity of the system to deliver effective learning experiences, (iii) contextual conditions that result in children being unprepared to benefit from learning experiences, and (iv) ineffective and inefficient governance and leadership of the education system.

This situation is all the more critical in Southern Madagascar, specifically in the three regions of Androy, Anosy and Atsimo Andrefana. In addition to being regions that face structural challenges, these three regions have also experienced their worst drought in 10 years since December 2019.



Food insecurity situation April to September 2021, IPC April-December 2021 (May 2021)

1: Certificat d'étude primaire élémentaire

THE PROGRAMME

The Joint Programme (PC) “Education for All” was designed as a multi-sector programme. Without modifying its objectives, the overall vision of the PC aims to respond in a complementary manner to the three priority areas identified in the Interim Education Plan 2013-2015 (PIE) and the Education Sector Plan (PSE), that it aligns with.

The PC is characterized by inter-agency coordination as a strategic approach. With the PC between the ILO, WFP and UNICEF, an integrated multisectoral intervention platform has been set up to improve the conditions of families (communities), schools and teachers, as well as institutions. The PC aims to meet the needs of the most vulnerable children and young people to promote their full growth and development.

ILO, WFP and UNICEF collaborated, especially at school and community level, in terms of integration of construction interventions (classrooms, latrines, school buildings), job creation and training of workers, decent incomes, inclusion, nutrition and health (Priority area 1).

The PC also included interventions in strengthening the strategic framework and improving the status, skills and qualifications of teachers (Priority area 2), as well as

institutional capacity building interventions (Priority area 3). In each priority area, the PC aimed to enhance social responsibility towards communities, increase citizen engagement/capacity and transparency to improve school performance, learning environments and ultimately outcomes. The approaches mentioned above are designed to achieve the following outcomes:

- **Outcome 1:** Improved school access and retention (activities at the school, family and community levels).
- **Outcome 2:** Improved quality of teaching and learning in primary schools (system and teacher level activities).
- **Outcome 3:** Institution-building (activities at the level of teachers and MEN executives).

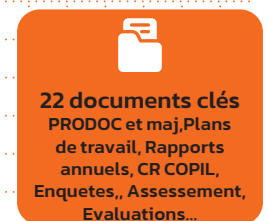
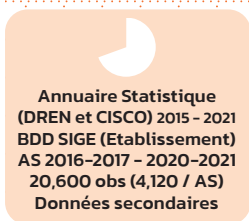
This evaluation aims to measure the achievement of the activities of the Joint Programme (PC) «Education for All» from 1 October, 2015 to 31 December 2021, in order to ensure that the objectives have been achieved or are in the process of being achieved. The evaluation is structured around five standard OECD-DAC evaluation criteria: relevance, coherence, effectiveness, efficiency and sustainability. The dimensions of human rights, gender and equity have been integrated in a cross-cutting way.

METHODOLOGY

The evaluation combined quantitative and qualitative data collection methods in order to ensure the triangulation and validation thereof as well as the reliability of the findings made (secondary data, documentary review, semi-structured interviews, group discussions, field observations).

The different data collection activities in the three target regions and two control regions took place from 13 June to 30 June, 2022.

To address the evaluation issues, according to the judgment criteria, the data analysis used qualitative (content analysis and comparative analyses) and quantitative (descriptive and inferential statistics) techniques. Everything was analysed by adopting a sequential exploratory triangulation approach, as defined by Creswell (2003).



MAJOR OUTCOMES AND CONCLUSIONS

RELEVANCE

The strength of the PC lies in its very high relevance to the needs and priorities of the beneficiaries, on the one hand, and, to the shortcomings in terms of existing institutional capacities, on the other hand and the needs for capacity building at all levels of the MEN system, particularly at the decentralized level.

As for its weaknesses, they appear at two levels: (i) at the strategic planning level, the PC did not provide for a theory of change at the time of its initial design. In addition, the mapping of the complementarities of the interventions

of the three agencies is not very explicit and the detailed joint work plan was not available. (ii) While the «school canteen» programme component conducted by the WFP is relevant in the context of recurrent food insecurity affecting the Southern regions of Madagascar, the delivery of food and the «standardised and single size» school canteen approach are only appropriate for temporary, highly targeted interventions (based on a regularly updated needs analysis) and integrated into complementary interventions.

COHERENCE

The PC is very consistent with the strategies and priorities of Madagascar formulated and put forward by the PIE and the PSE, as well as with the other programmes/projects/partners involved in the education sector, particularly in the South of Madagascar. (PAUT 2013-2017, PAUSENS 2012-2016, JICA 2021-22, PASSOBA 2013-2018). The PC is also complementary with the social safety nets programme which is implemented by the Development Intervention Fund (FID), coordinated by the MPPSPF, and financed by the World Bank. In addition, the integrated response and its ability to adapt to external factors (epidemics, climate change/drought, food insecurity, weak governance capacity of the MEN) constitute the foundation of its strength.

EFFECTIVENESS

The PC has shown its effectiveness not only in terms of its support for good governance of DRENs (regional level) and at the level of schools and communities, but also in terms of supporting teacher training in inclusive education and principals training in school management. Apart from that, the PC has contributed to improving access to school. Particularly in relation to school retention, the PC has had positive effects through the increase in the number of classrooms in public primary schools (EPP) and the increase in the number of operators in the different regions of 'intervention.

The creation of buildings equipped with ramps has facilitated access for disabled people. The constructions, including the bathrooms for girls etc., have been made, while ensuring their resistance to cyclones. On-the-job training and the creation of (temporary) work opportunities for young people was one of the programme's contributions to supporting families and communities through income-generating activities. The return of these various services and even of the services provided by and through the PC have been supervised by the UNICEF Field Programme Officer (POT) in an effective control system that develops the capacity of the DRENs for good governance. The

provision of school canteens has had positive effects on enrolment rates and attendance rate of pupils.

However, the PC has not been very effective in terms of the average ratio of pupils per teacher, which is still high. The low number of schools having received support for construction remains another concern, thus creating a certain disparity between establishments (beneficiaries versus non-beneficiaries) in the regions concerned.

EFFICIENCY

The main strengths of the PC in terms of efficiency are that a) the budget is well organized with financial resources being allocated to each group of activities; and b) the affordable and even lower unit cost for each intervention, more particularly the construction cost of a PC classroom is lower than in other African countries such as Burundi.

However, the PC has some weaknesses. For example, since its conception, the "joint approach" lacked indicators, which makes it difficult to measure the quality of the implementation process. Apart from that, at the level of school canteens, school feeding based on local purchases (ASBAL) had not been well studied before its implementation, and thus did not initially take into account market constraints and cash withdrawal points. Moreover, its possible implementation should have been initially budgeted in the project document, which was not the case. Finally, the complementarity of the support provided ensured minimum synergies through the complementarity of programming. However, these synergies in terms of public health and employment as well as the positive effects on the local economy, the quality of education and the progress in student learning, could have been enhanced by a systematic identification of the types of support received or already planned by other stakeholders. An empirical approach based on the identification and rational articulation of potential or even latent complementarities does not yet exist.

Table 1: Effect of the project on indicators

Phases	BENEFICIARY SCHOOLS			CONTROL SCHOOLS		
	Prior to the project	After the project	Development	Prior to the project	After the project	Development
Pupils/classroom ratio	103,67	64,78	-38,89	68,3	64,13	-4,17
Pupils/latrine compartment ratio	293,86	140,12	-153,74	173,79	167,63	-6,16
Average number per establishment	334,84	573,14	238,3	239,94	259,15	19,21
Repetition rate	22,49%	14,86%	-8%	22,09%	24,17%	2%
Dropout rate	7,06%	6,36%	-1%	7,34%	11,05%	4%
Success rate in the CEPE	35,82%	62,98%	27%	42,71%	34,43%	-8%
Enrolment rate	75,50%	91,45%	16%	71,34%	78,09%	7%

(Source : SIGE 2015 – 2021 , MEN)

EFFECT/IMPACT

The PC has had a significant impact on school performance and has helped improve school indicators, notably by increasing enrolment, reducing the dropout rate and the repetition rate, improving the success rate in the CEPE (Table 1). However, the effect of the PC on school retention remained low. The PC has contributed to the promotion of the HIMO approach. It also substantially promoted the training and employability of young people and site managers.

VIABILITY/SUSTAINABILITY

The construction of hurricane-proof buildings adapted to the climatic conditions of the regions of Southern Madagascar makes a long-term contribution to the PC. Added to this

is the active involvement of community members in carrying out PC activities and the creation of endogenous and autonomous mechanisms for the maintenance of school equipment and infrastructure and for the school development. Endogenous strategies have proven to be an adequate modality to ensure the sustainability of results.

Another successful approach consists of vocational training for young people, which is an effective strategy for job creation and obtaining decent incomes and contributes to the fight against poverty. The pooling of human and financial resources of partner agencies and organizations involved in training or inspection or monitoring missions can still be improved. Increased coherence between the different activities of the PC would foster the emergence or even the reinforcement of beneficial synergies.

Recommendations

FOR THE THREE AGENCIES:

R1: Develop joint, integrated multi-sector interventions in the spirit of the “Delivering as One” initiative. This involves identifying partners, working with them, expanding the mission of the Field Programme Officer (POT) and strengthening the reporting system (high priority, short term, medium resources, strategic).

R2: Review the methods for setting up school canteens, in particular the delivery of food, by defining a lighter and less costly operational and logistical model (reduced transport costs). It would also be necessary to encourage productivity generating interventions for the local/rural economy and better integrate job opportunities creating actions into the school and community environment. These actions include, for example, the development of irrigation canals (high priority, short term, medium resources, strategic).

R3: Design and apply a results-based management approach, with the establishment of a simple monitoring-evaluation system shared by the three agencies, including baselines and targets, financial and technical indicators to achieve a rigorous evaluation of results. The mechanism should also include a logical framework (results matrix with baselines and targets), a theory of change, a risk management strategy and an exit strategy to ensure sustainability (high priority, medium term, substantial resources, operational).

R4: Develop a communication strategy and a knowledge sharing platform on lessons learned and good practices applied during various interventions (high priority, medium term, substantial resources, strategic).

FOR THE MEN:

R5: Give the highest priority to learning outcomes by focusing more on the promotion of teacher quality and motivation, on the one hand and on the teacher supervision and coaching, on the other hand (high priority, medium term, substantial resources, strategic).

R6: Grant more resources to local structures since they play a key role in the implementation of education policy and proximity coaching (high priority, short term, medium resources, operational).

FOR THE THREE AGENCIES, THE MEN AND THE OTHER INSTITUTIONS:

R7: Revise the programme design while including the experimental approach comprising a control group to serve as a basis for comparison (high priority, short term, low resources, operational).

R8: Introduce a holistic programmatic mapping system for planning and measuring synergies (5W: Who? What? Where? When? for Whom?) at sector level and in the multi-sector sense, in order to better identify needs on the ground and calibrate tailor-made interventions (high priority, medium term, low resources, operational and strategic).



unicef
for every child



Ambassade de Norvège

Bureau de l'Ambassade Royale de
Norvège à Antananarivo

EuroPlus
Consulting & Management

Contact

Craig Naumann
Head of mission
EuroPlus Consulting & Management
Email: ccnaumann@yahoo.com

Joyce Patricia Bheeka
Chief of the Education Section
UNICEF Madagascar
Email: jpbheeka@unicef.org

Ndriakita Solonionjanirina
Research and Evaluation Specialist
UNICEF Madagascar
Email: nsolonionjanirina@unicef.org

© 2022 United Nations Children's Fund

This brief summary is based on the summative evaluation report of the Joint Programme «Education for All» in Madagascar (2015-2021), which can be downloaded on <https://www.unicef.org/madagascar/rapports>

This document aims to facilitate knowledge sharing between UNICEF and its partners. The contents of evaluation reports and evaluation briefs do not necessarily reflect the views and policies of UNICEF.