

# PROJECT COMPLETION REPORT (PCR)

## A. PROGRAMME DATA AND KEY DATES

### I. BASIC INFORMATION

<b>Project Number:</b> P-MG-IA0-003	<b>Project Name:</b> EDUCATION III	<b>Country(ies):</b> REPUBLIC OF MADAGASCAR	
<b>ID Number of all Lending Instrument(s) :</b> ADF Loan and Grant		<b>Sector:</b> Human Development	<b>Environmental Classification:</b>
<b>Initial Commitment:</b> UA 18.31 million <b>ADF Loan:</b> UA 16.00 million <b>ADF Grant:</b> UA 0.50 million <b>Government:</b> UA 1.81 million	<b>Amount of ADF Loan Cancelled:</b> UA 3 827 360	<b>Amount Disbursed:</b> UA 10.15 million <b>ADF Loan:</b> UA 8.979 million <b>ADF Grant:</b> UA 0.413 million <b>Government:</b> UA 0.920 million	<b>% Disbursed:</b> <b>ADF Loan:</b> 56.12% <b>ADF Grant:</b> 82.58% <b>Government :</b> 51.21%
<b>Borrower:</b> Government of the Republic of Madagascar			
<b>Executing Organ(s)</b> [List the main Ministries, Project Implementation Units, Agencies and Civil Society Organizations responsible for Project implementation.] :			
Ministry of National Education (MEN), Ministry of Technical Education and Vocational Training, Regional Directorates of MEN, Project Executing Agency.			
<b>Co-financiers and Other External Partners</b> [List all other sources and amounts of financing, technical assistance or other sources in the Project] :			
NA			

### II. KEY DATES

<b>Project Design Note Approved by Com. Ops.:</b>  Not applicable	<b>Appraisal Report Cleared:</b>  September 1998	<b>Board Approval:</b> November 1998	
<b>Restructuring(s): (1)</b>  Project re-sized in November 2006 to scale down the architectural programme from 1,200 to 478 classrooms and vocational training centres for disabled persons from 6 to 3			
	<b>Original Date</b>	<b>Actual Date</b>	<b>Difference in months [Actual date – Original date]</b>
<b>EFFECTIVENESS</b>	17-Dec-98	08-Nov-99	11
<b>MID-TERM REVIEW</b>	01-Jun-00	01-Nov-06	77
<b>CLOSING</b>	31-Dec-04	31-Dec-09	60

### III. RATINGS SUMMARY

CRITERIA	SUB-CRITERIA	RATING
PROJECT OUTPUT	Achievement of Outcomes	2
	Achievement of Outputs	2
	Timeliness	1
	<b>OVERALL PROJECT OUTPUT</b>	<b>2</b>
BANK PERFORMANCE	Design and Readiness	2
	Supervision	2
	<b>OVERALL BANK PERFORMANCE</b>	<b>2</b>
BORROWER PERFORMANCE	Design and Readiness	2
	Implementation	2
	<b>OVERALL BORROWER PERFORMANCE</b>	<b>2</b>

### IV. RESPONSIBLE BANK STAFF

POSITIONS	AT APPROVAL	AT COMPLETION
Regional Director	T.Z. SAKALA	F. BLACK
Sector Director		B. SAVADOGO (OIC -OSHD)
Division Manager		B. SAVADOGO
Project Manager	J.P.A. SEKA	C.M. GUEDEGBE
PCR Team Leader		J. ANDRIANARISATA
PCR Team Members		J.B. RAKOTONIRINA, S. RATOVOSON, a Consultant/Education Expert, a Consultant/Financial Management Expert and a Consultant/Infrastructure Expert.

## B. PROGRAMME CONTEXT

Summarize the rationale of Bank assistance. State:

- the development challenge the project seeks to address,
- Borrower's overall strategy to address it,
- Bank's activities and performance in this/these country(ies) and sector during the last year, and
- ongoing activities financed by the Bank and other external sources that complete, duplicate or relate to this project.

Please, cite relevant sources. Comment on the strength and coherence of this rationale.

[At most **300 words**. Any additional narrative about this programme's origin, if needed, must be placed in **Annex 6: Project Narrative**]

In 1997, with a per capita Gross Domestic Product (GDP) of USD 259.5, Madagascar was ranked among the world's poorest countries. The poverty rate at the national level was 73.3%, with 63.2% in urban areas and 76% in rural areas. This poverty was manifested not only in the low income level but also in the limited access to various social services (health, education, drinking water and sanitation). Health indicators had turned negative and the maternal and infant mortality rates were very high. In the same year, the Malagasy Government, with the support of the International Monetary Fund and the World Bank, prepared a development strategy centred on poverty reduction in general and on human resource development in particular, including the promotion of children's enrolment and the fight against illiteracy.

After the first programme established in 1987, the second National Education Improvement Programme (PNAE2) was prepared based on a policy of democratization, decentralization and nationalization of education. The country's partners participated in these two programmes.

The Bank's intervention strategy in the 1996-1998 period aimed at supporting the Government in its effort to reduce poverty and develop human resources. The Education III Project is in line with this policy since its interventions focus on basic education and vocational training. Project sites were identified based on pedagogic (e.g. the completeness of cycles) and economic criteria (the zones' vulnerability to cyclones), distance, inaccessibility, lack of resources and/or the urgent need to complete national coverage, and the absence of interventions by the other partners. Thus, the selected sites are in inaccessible rural areas most of which are on the East coast of the Island.

At project identification, the interventions of the other partners concentrated on the same objectives as the Bank project, namely to improve accessibility through the construction of classrooms. Bank interventions in Madagascar were focused on the agricultural sector.

## C. PROJECT OBJECTIVE AND LOGICAL FRAMEWORK

### 1. State the Development Objective(s) of the Programme (as set out in the appraisal report)

The sector goal of the Project consisted in helping to improve the quantitative and qualitative objectives of the National Education Improvement Programme (PNAE). The specific objectives were to increase the people's access to basic education in the poorest districts, especially those prone to repeated passage of cyclones, by: (a) strengthening the intake capacity of primary schools through the provision of equipped facilities; (b) improving the quality of primary education through the provision of teaching aids; (c) providing infrastructure necessary for the vocational re-adaptation of persons with disability; and (d) building the technical and administrative capacity of the management and support structures of ministries in charge of national education, technical and vocational training.

Bank support concentrated on both central and peripheral levels in order to achieve these objectives.

### 2. State how each key project component will contribute to achieving the project development objectives

Component I aims to increase the intake capacity of primary schools through the construction and equipment of classrooms in inaccessible rural areas. The beneficiary communities will be trained to self-manage the classrooms built, thus helping to strengthen synergy between the State, teachers and communities.

- 1,200 classrooms built at the national level;
- 601 sanitary blocs constructed ;
- Equipping of classrooms constructed with school furniture;
- Provision of teaching materials and supplies to all classrooms built under the project;
- Training of steering committees of schools benefitting from the project;
- Assessment of the training of steering committees.

Component II aims to support the promotion and re-training of the disabled estimated at about one (1) million people through their vocational rehabilitation. The activities implemented will help to supplement those already implemented by NGOs and the private sector by offering more training places in public schools and increasing the number and type of training programmes available.

- Rehabilitation of the National Centre for the Vocational Rehabilitation of the Disabled (CNRPPH) ;
- Construction of five (5) Regional Centres for the Vocational Rehabilitation of the Disabled (CRRPPH).
- Equipment and furnishing of the kitchen and workshops of the National Centre for the Vocational Rehabilitation of the Disabled (CNRPPH) ;
- Equipment and furnishing of the kitchen and workshops of Regional Centres for the Vocational Rehabilitation of the Disabled (CRRPPH).
- Training and technical assistance provided to staff of the centre.

Component III: "Institution Building" aims to endow Ministries with the necessary tools to carry out their supportive activities at the decentralized level for better quality of teaching.

- Construction of a plastic injection and screen printing workshop at the National Teaching Aids Production Centre (CNAPMAD).
- Equipment of CNAPMAD's printing and mechanical workshops ;
- Office and other equipment supplied by CNAPMAD to the MINESEB Directorate of Education Planning (DPE) and METFP Resources Centre (CERES) ;
- Logistic equipment supplied to CNAPMAD, DPE and CERES.
- Training and technical assistance offered to CNAPMAD, DPE and CERES;
- Conduct of the feasibility study of a distance training programme for MINESEB teaching and administrative staff.

Component IV: Project management covers the “management” aspect of the Project. The Project is implemented by a structure called the Project Implementation Unit (PIU). The PIU is responsible for: (i) implementing, monitoring and supervising the Project; (ii) preparing the annual work plan; and (iii) drafting reports to Bank standards.

- Providing the Project Implementation Unit (PIU) with offices.
- Endowing the PIU with equipment, supplies and materials.
- Staffing the PIU;
- Providing the PIU with revolving fund;
- Training and technical assistance for the benefit of the PIU.

**3. Provide a brief assessment (up to two sentences) of the project objectives along the following three dimensions: insert a working score, using the scoring scale provided in Appendix 1.**

PROJECT OBJECTIVES DIMENSIONS		ASSESSMENT	WORKING SCORE
<b>RELEVANT</b>	a) Relevant to the country's development priorities	The Project is consistent with the objectives of the National Poverty Reduction Strategy and the National Education Improvement Programme, given its focus on the development of basic infrastructure and improvement of the education management system.	3
<b>ACHIEVABLE</b>	b) Objectives could be achieved with the Project inputs and in the expected time frames.	Overall, the objectives were deemed achievable in view of the Project inputs and in the expected timeframes. Although the financing and procurement plans envisaged in the PAR show that inputs match the expected timeframe, a major slippage was observed during implementation.	2
<b>COHERENT</b>	c) Consistent with the Bank's national or regional strategy.	The Project is consistent with the Bank's Country Strategy Paper for Madagascar and the Bank's Human Development Strategy to fight poverty and develop human resources.	3
	d) Consistent with the Bank's overall priorities.	The Project objective is in line with the Bank's overall development policy which centres on poverty reduction.	3

**4. Lay out the project logical framework. In the absence of a logical framework, fill the table below. Indicate the overall project objective, the main project components, the main activities of each component and the expected outcomes and outputs, as well as indicators for measuring achievement of outputs. Add additional rows, if needed.**

COMPONENTS	ACTIVITIES	OUTPUTS	OUTCOMES	INDICATORS TO BE MEASURED
<b>Overall Objective:</b> Strengthen the National Education Improvement Programme. The specific objective is to help raise the intake capacity of the primary education and vocational training sub-sector for disabled persons by building infrastructure,	Make primary education more accessible	Increased intake capacity of public primary schools	<b>Output 1 :</b> People's access to primary school infrastructure	1 – Gross enrolment rate
				2 – Net enrolment rate
				3 – Pupil-per-class ratio
				4 – Number of classrooms built
		Quality of	<b>Output 2 :</b>	

strengthening the technical and administrative capacity of management structures and support to the ministries in charge of basic education and vocational training.	Improve the quality of primary education	teaching in Government primary schools	Improved quality of primary education	
				5 – Primary school completion rate
				6 – Drop-out rate
				7 – Class retention rate
	Favor disabled persons' access to vocational training	Greater intake capacity of training centres for disabled persons	<b>Output 3</b> Disabled persons' access to vocational training facilities	
				8 – Number of available places
				9 – Rate of use
<b>Component 1</b> Improvement of the intake capacity of primary schools	Construction, rehabilitation, equipment and operationalization	1,200 classrooms built and equipped with school furniture and metric and scientific compendium, with 601 sanitary blocs	Improved access of disabled persons to primary school facilities	1 and 2 – Enrolment rate 3 – Pupil-per-class ratio 4 – Number of classrooms built in relation to the programme 5 – Completion rate of primary school
	Training and sensitization	Training and sensitization of communities benefitting from classrooms on self-management		
<b>Component 2</b> Vocational rehabilitation of the disabled	Construction, rehabilitation, equipment and operationalization	One (1) National Centre rehabilitated, five (5) Regional Centres built, furnished and equipped with workshops	Disabled persons' improved access to vocational training facilities	8 – Number of available places 9 – Number of people trained
	Training and technical assistance	Management training for staff of training centres for the disabled		
<b>Component 3</b> Institution building	Construction, rehabilitation, equipment and operationalization	One (1) plastic injection and screen printing workshop built at the National Teaching Aids Production Centre (CNAPMAD). Printing and mechanics workshops at CNAPMAD equipped; Office equipment and supplies	Improved technical and administrative capacity of management and support structures of the ministries in charge of national education, technical and vocational training	

		furnished to CNAPMAD, MINESEB's Directorate of Education Planning (DPE), and METFP's Resources Centre (CERES); Logistical equipment supplied to CNAPMAD, DPE and CERES		
	Training and technical assistance	Training and technical assistance to CNAPMAD, DPE and CERES; Feasibility study of a distance training programme for MINESEB teaching and administrative staff conducted.		
<b>Component 4</b> Project management	Project management and supervision	Administrative, financial, procurement and disbursement management		Supervision, reports, etc.
	Reporting	Quarterly progress, audit and completion reports submitted to the Bank		

5. For each of the log. frame's dimensions, briefly assess (up to two sentences) the extent to which the logical framework helped in achieving the above objectives. Insert a working score, using the scoring scale provided in Appendice 1. If no log. frame exists, score this section 1 (one).

PROGRAMME LOGICAL FRAMEWORK DIMENSIONS		ASSESSMENT	WORKING SCORE
LOGICAL	a) Present the logical causal link for achieving the programme development objectives.	Although dispersed in the various components, the planned activities and outputs have a logical coherence. To improve the people's access to quality services, the project envisages: (i) to construct and equip infrastructure; (ii) improve supervision; and (iii) support training.	2
MEASURABLE	b) Express objectives and outputs in a way that is measurable and quantifiable.	The indicators retained will help to measure the impact of project effects on the target population. However, these measures cannot be specific because the project impact areas are covered by several other partners	2
THOROUGH	c) State the risks and key assumptions.	The elements described in the project for analyzing risks and assumptions remain at the conceptual level and fail to get to the project management level	2

## D. OUTCOMES AND OUTPUTS

### I. ACHIEVEMENT OF OUTPUTS

In the table below, assess the achievement of actual VS expected outputs for each major action. Import the expected outputs from the log. frame in Section C. Score the extent to which the expected outcomes were achieved. Calculate the weighted score roughly in proportion to the cost of project activities. The overall score will be auto-generated as an average of the weighted score. Override the calculated score, if desired, and provide justification.

MAIN ACTIVITIES		Working Score	Proportion of Project Costs in Percentage (as stated in the assessment report)	Weighted Score (auto-generated)
Expected Outputs	Actual Outputs			
1) – 1,200 primary school classrooms with 601 sanitary blocs built and equipped	1) - 404 primary school classrooms with sanitary blocs built and equipped, of which 332 by project contractors and 72 by convention with UNICEF.	2	53.44	1.0688
2) - 6 Vocational Rehabilitation Centres for the Disabled built and staffed	2) - 3 Vocational Rehabilitation Centres for the disabled built, equipped and staffed	2	11.48	0.2296

3). - 3 technical services (CNAPMAD, DPE, CERES) endowed with equipment, materials, trained staff and technical assistance - 3 workshops (plastic injection and mechanics) built and staffed with trained personnel.	3). - 3 technical services (CNAPMAD, DPE, CERES) endowed with equipment, materials, trained staff and technical assistance - 3 workshops (plastic injection, printing and mechanics) built and staffed with trained personnel	2	17.64	0.3528
4 – Awareness of 600 school steering committees raised on self-management - Feasibility study of distance training - PIU arranged and equipped	4). – Awareness of 118 school steering committees raised - Equipment with distance training satellite radio - PIU fitted out and equipped	3	17.44	0.5232
<b>OVERALL OUTPUT SCORE</b> [Score is calculated as an average of weighted score]				<b>2</b>



Check here to override the calculated score

<b>Provide justification for overriding the auto-calculated score</b>	
Insert the new score or re-enter auto-calculated score	0

II. ACHIEVEMENT OF OUTCOMES

<b>1. Using available data, assess the achievement of expected outcomes. Import expected outcomes from the logical framework in Section C. Score the extent to which outcomes were achieved.</b>		
<b>OUTCOMES</b>		<b>Working Score</b>
<b>Expected</b>	<b>Actual</b>	
<b>In synergy with other operators in the sector, the project helped to achieve the following outcomes:</b>		
1 Improvement of the primary enrolment rate	Gross rate: Rise from 93% in 1999 at project start-up to 124% (Source: EFA Plan Review) Net rate : from 61% in 2000 to 97% in 2006 (Source: EFA Plan Review)	2
2 Reduction of the class repeat rate	Drop from 31% in 1999 at project start-up to 19% in 2009 (Source: EFA Plan Review)	2
3 Improvement of the primary school completion rate	Rise from 30% in 1999 to 60% in 2009 (Source: EFA Plan Review), but with major disparities according to area	2
4 Improvement of the teacher/pupil ratio	Increase from 60 in 1999 at project start-up to 49 in 2009 (Source: EFA Plan Review), but with major disparities according to area	2
<b>OVERALL OUTCOME SCORE</b> [Score is calculated as an average of working score]		<b>2</b>



Check here to override calculated score

<b>Provide justification for overriding auto-calculated score</b>
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**2. Other outcomes: Comment on additional outputs not planned in the logical framework and which concern cross-cutting questions (gender, for example).**

The infrastructure built and equipped with Project resources helped to strengthen education activities beneficial to the population of the inaccessible rural areas served. Overall, gender is not so much of an issue in Madagascar in terms of access to basic education. However, the construction of schools in these areas gave more children (including girls) wider access and an incentive to study. Furthermore, the multiplication of available classrooms made it possible to recruit more teachers (civil servants and non-civil servants), most of them women.

**3. Risks to sustained achievement of outcomes. State the factors that affect, or could affect, the long run or sustained achievement of programme outcomes. Indicate if any new action or institutional change is recommended to help sustain outcomes. The analysis should be inspired by the sensitivity analysis in Annex 3, if relevant.**

The main weakness of the Malagasy education system is reflected in the school completion and class retention rates, both of which are low even by the modest standards of other African or low-income countries. That stems partly from the quality and relevance of teaching programmes, and inadequate supervision (overcrowding in classrooms and meagre means allocated to learning and teaching). All these weaknesses, coupled with the difficult access to primary education, risk undermining the achievement of the MDG of universal primary education by 2015 in Madagascar as the country's capacity to increase its human capital stock and thus catch up with emerging and industrialized nations is limited.

1 – Despite partners' support, notably the Fast Track Initiative for Education for All (FTI/EFA), the financing of the education system, particularly basic education and technical and vocational training, is inadequate in Madagascar. The financing gap identified before the current socio-political crisis (which led to the withdrawal and/or suspension of several aid programmes), was estimated in 2008 at about USD 90 million, of which USD 85 million came from FTI/EFA. These two sub-sectors depend heavily on the support of financial partners who finance 60% of the construction programme and pay 100% of the salaries on non-civil servant teachers (ENF) who represent nearly 2/3 of primary school teachers. Inadequate financing prevents the country from completing the geographic schools grid even on the basis of population growth. Similarly, there is a significant risk of massive resignation of ENFs in case of delayed or non-payment of their salaries. Therefore, it is important for the country to secure financing for the education system in general and ENF salaries in particular.

2 – In rural areas, primary education is taught mainly by ENFs who are recruited locally because of their availability. These ENFs did not receive initial training allowing them to respect pedagogic criteria. Their training is based on quarterly reviews organized by peripheral structures. Besides, the sustainability of their salaries largely depends on cooperation because they are currently financed entirely by catalytic funds (FTI). As about half of the present allocation (USD 45 million) was cancelled by FTI, it is very likely that these ENFs will resign *en masse* if their salaries are paid late or if a payment is skipped. As well as giving value to this ENF training, the training and skills-upgrading programme should be an integral part of the ongoing reform of the education system.

3 – Similarly, various studies point to the importance of setting up school canteens to enable all pupils (especially in rural areas) to come to school, certain to eat at least once a day. The annual cost of this programme is estimated by the ENF programme at about UA 3 million, but its financing is not secured. The risk of school dropouts with the "empty class" phenomenon is significant. The school canteen programme should be fully integrated in the education system and its funding included in the sector's overall financing.

4 – The Project has neither procured the necessary equipment for these vocational training centres (notably mechanics, metal and wood workshops) nor put in place their recurrent budgets. There are not enough trainers because non-civil servants cannot be mobilized if the budget is not adequate. Similarly, the vocational training policy has neither been updated nor have regional plans been synthesized.

All these factors risk killing the programme. Therefore, the country must receive support for this technical and vocational training component as quickly as possible, since this will make it possible to validate the national policy, make available the budgets and ensure the development of this important sub-sector of the education system.

5 – During supervision in the course of project implementation, complementary works to protect infrastructure constructed under the Project were envisaged (notably protection against run-off) but never implemented. Similarly, the infrastructure was expected to be maintained by beneficiary communities who, unfortunately, still lack resources (financial and human). Given the weaknesses observed (related to financing and staffing), the sustainability of these constructions might not be totally guaranteed without short-term accommodating measures. The same holds true for the durability of equipment supplied. To date, the national programme with all partners has succeeded in covering only 60% of annual needs of new classrooms, meaning that the new infrastructure might quickly be overstretched by new enrolments, becoming a victim of their own success (new and fully equipped buildings). As indicated above, the programme continues to be in need of immediate support and financing.

6 – Repeated social and political unrests with disastrous economic consequences may affect the sustained achievement of Project outcomes. Increased support to the decentralized management of the school system is desirable.

## **E. DESIGN AND READINESS FOR IMPLEMENTATION**

**1. State the extent to which the Bank and Borrower ensured the project was commensurate with the Borrower's capacity to implement by designing it appropriately and putting in place the necessary implementation arrangements. Analyze all design aspects such as: the extent to which lessons learnt during past PCRs in the sector or country are taken into account (cite a few key PCRs); is the project based on serious analytical studies (mention a few key documents); how well Bank and Borrower assessed the capacities of executing agencies and the project implementation unit; scope of consultations and partnerships, economic justification of the project and provisions made for technical assistance.**

The EDUCATION III Project is the Bank's third operation in the education sector in Madagascar. It comes after the initial EDUCATION I Project (meant to strengthen education structures but focused more on higher education) begun in 1987 and concluded in 2000 with the cancellation of UA 1.035 million of the UA 13.382 million approved and whose PCR is not available, and the EDUCATION II Project approved in 1992 but cancelled without disbursement in 1998 and replaced by this Project. The Project design is based on the Bank's Country Strategy Paper, the National Poverty Reduction Paper and the National Education Improvement Programme (PNAE), which analyze the sector's needs and available means for its implementation, especially the contribution of the country's partners. Project beneficiaries were identified as the most vulnerable and disadvantaged segments of the population living in inaccessible areas that are poorly served by education structures and exposed to vagaries of the weather.

The project was retained as Government priority because it will not only endow the country with quality infrastructure to implement programmes geared towards improving basic education and the vocational rehabilitation of disabled persons but also help to boost the population's productivity.

The appraisal team comprised a Bank team and consultants (Education and Planning Experts and an Architect), to guarantee better coordination of activities with those described in the PNAE. Partners' contributions in implementing this national programme were re-echoed in the project data. Based on investigations conducted, the Bank and the Government agreed to set up the Project Implementation Unit composed of members recruited on a competitive basis.

<b>2. For each dimension of project design and readiness for implementation, provide a brief assessment (up to two sentences). Insert a working score, using the scoring scale provided in Appendix 1.</b>				
<b>PROGRAMME DESIGN AND READINESS FOR IMPLEMENTATION DIMENSIONS</b>		<b>ASSESSMENT</b>	<b>Working Score</b>	
<b>REALISM</b>	a) Due to its complexity, programme was conditioned on an analysis of the country's capacity and political commitment.	The Project is in line with the National Education Improvement Programme. This report and PAR describe the analysis of the authorities' political commitment and capacity to implement the project and plan.	3	
<b>RISK ASSESSMENT AND MITIGATION</b>	b) Project design includes adequate risk analysis and mitigation measures.	Drafted in 1999, the appraisal report analyzed the risks that could jeopardize the success of the project. However, these risks could not be controlled because of major slippages between the initial schedule and implementation.	2	
<b>USE OF COUNTRY SYSTEMS</b>	c) Financial management, procurement, monitoring and/or other systems are based on systems already in use by Government and/or other partners.	All systems used were based on Bank rules and procedures. Documents were prepared based on the Bank's model documents, validated at the level of Government and forwarded to the Bank for opinion.	2	
<b>For the following dimensions, provide separate scores for Bank performance and Borrower performance:</b>			<b>Working Score</b>	
			<b>Bank</b>	<b>Borrower</b>
<b>CLARITY</b>	d) Responsibilities for project implementation were clearly defined.	The roles and responsibilities of project actors were defined in the PAR, especially by setting up a project implementation unit within the Ministry of National Education. However, repeated changes in the line ministry had an impact on project management with the involvement of persons external to the project. The Bank's supervision helped to partially correct this situation.	3	2
<b>PROCUREMENT PREPARATION</b>	e) Documents required for implementation (documents on specifications, design, contract award, etc.) are ready at the time of assessment.	Although procurement arrangements (procurement methods, budget, and implementation schedule) were described in the PAR, specific documents (BD, procurements, etc.) must be prepared and established by the PIU based on the Bank's model documents. The PIU's difficulties had an impact on project preparation and implementation.	2	2

<b>MONITORING READINESS</b>	f) Monitoring indicators and monitoring plan were agreed upon before project launch.	Indicators were clearly defined in the PAR and adapted to the production of the Project's annual work plan. However, these indicators were collected on a defined geographic area which did not correspond to the project impact area. The system envisaged by Government collects information on administrative bases whereas the project covers areas that are smaller in size	2	2
<b>BASELINE DATA</b>	h) Collection of baseline data is complete or ongoing.	At project identification, the data used was taken from the Poverty Reduction Strategy Paper and was based on national surveys and available annual statistics. The same holds true for current data, especially the report of the Education For All support granted as part of financing under the Catalytic Fund. These documents were used by all partners, thus avoiding parallel collection systems. However, the system collects information on broad administrative bases whereas the project covers much smaller administrative units spread across the country.	2	2

## F. IMPLEMENTATION

1. **State the major characteristics of project implementation with reference to: timeliness, quality of constructions and other works, performance of consultants, effectiveness of Bank supervision and Borrower oversight. State the extent to which the Bank and Borrower complied with safeguard measures.**

**[300 words maximum. [Any additional narrative about implementation should be included in Annex 6: Project Narrative]**

Project execution was delayed considerably both at start-up and implementation. On that account, the project was the subject of extensions five times for a total duration of 10 years, compared to the 5 years planned initially. The late start-up was due to difficulties in fulfilling the conditions precedent to first disbursement.

Implementation was delayed mainly because of: (i) the frequent change of staff, including project management; (ii) the inadequate capacity of the PIU and that of consultancy firm recruited to assist the former in procurements: the firm's final report was validated over 4 years after its contract was terminated; and (iii) the political crisis of 2001-2002 during which all activities were blocked.

Other causes of delayed execution were linked to: (i) the difficulty of recruiting the consultancy firm tasked with monitoring and supervising works; (ii) repeated errors in dossiers forwarded to the Bank for opinion; (iii) the poor performance of project contracting parties, especially contractors awarded works contracts since no such contract was completed on time.

Constructions realized under the Project were recognized nationally as a reference in terms of both quality and content (technical, architectural and equipment). Nevertheless, the Project had a significant impact on the environment, especially for materials used to build classrooms. Adequate measures were taken to mitigate possible negative impact on the environment for school furniture by using timber from trees that could be replanted.

**2. Comment on the role of other partners (donors, NGOs, enterprises, etc.). Assess the effectiveness of co-financing arrangements and donor coordination, if applicable.**

The project was prepared as part of support to the national programme. The architectural programme was drawn up in collaboration with the Government and other partners. Following the delay in implementation, the architectural programme was scaled down.

The performance of contractors was deemed “average”, but with responsibilities shared with execution. Virtually all contracts experienced considerable delays (start-up and implementation), proof of the PIU’s poor capacity to design dossiers, manage and follow up contracts, and the weakness project service providers.

The line ministry held periodic meetings during project execution to coordinate partners’ operations in the sector. The related key outcomes were the conduct of joint reviews and the drafting of the Education for All Plan (with budgets and financing gaps).

Counterpart contributions for the running of the project were made available by the Government as required.

**3. Harmonization. State whether the Bank made explicit efforts to harmonize instruments, systems and/or approaches with other partners.**

The Bank participated regularly in periodic joint meetings of the sector. These meetings were meant to follow-up the sector programme. With regard to project management, procurements and disbursements were made through the national system, albeit using Bank procedures.

**4. For each dimension of project implementation, assess the extent to which the following objectives were met. Provide a brief assessment (up to two sentences) and insert a working score, using the scoring scale provided in Appendix 1.**

PROJECT IMPLEMENTATION DIMENSIONS		ASSESSMENT		Working Score
TIMELINESS	a) Extent of project adherence to initial closing date. If difference on the right is: below 12, 4 is scored between 12.1 and 24, 3 is scored between 24.1 and 36, 2 is scored above 36.1, 1 is scored	Difference in months between the original closing date and the actual closing date or the date of completion of 98% of disbursement		1
		60		
BANK PERFORMANCE	b) Bank complied with:			
	Environmental Protection Measures	The project had significant impact on the environment, especially on materials used to build classrooms. Measures taken to mitigate the negative environmental impact of school furniture were not adequate in terms of trees felled for the roof structures.		2
	Fiduciary Requirements	The planned disbursement schedule was not adhered to, owing mainly to the late preparation of dossiers by the Borrower.		2
	Agreements concluded under the Project	The bulk of agreements concluded were respected. Changes were made in certain cases. Cases of rejection of non-compliant documents were observed.		3

	c) Bank provided satisfactory supervision in the form of skills mix and practicality of solutions.	After an initial delay (effectiveness, first supervision), the Bank fielded supervision missions at the required interval, with teams composed of several experts.	3
	d) Bank's oversight for project management was satisfactory.	The Project was managed by the Bank through supervision missions and regular consultations, mostly after the Madagascar Field Office (MGFO) was opened	2
<b>BORROWER PERFORMANCE</b>	e) Borrower complied with:		
	Environmental Protection Measures	The Project had significant impact on the environment, especially for materials used to build classrooms. Adequate measures were taken to mitigate the negative environmental impact of school furniture.	2
	Fiduciary Requirements	The Project is one of the very few that did not encounter problems in the disbursement of counterpart contributions. However, after the Borrower's decision to lodge these funds in the Treasury, delays were observed.	2
	Agreements concluded under the project	Most agreements concluded were adhered to. However, some cases required changes in procurements: recruitment of three consultancy firms responsible for works supervision (instead of one initially), recruitment of the consultant charged with preparing the procedures manual, recruitment of an administrator, etc.	3
	f) Borrower was responsive to Bank supervision findings and recommendations	Overall, the Borrower was responsive to Bank recommendations. However, significant delays were noted in implementing some recommendations.	2
	g) Borrower collected and used monitoring information for decision making	The Borrower used Bank supervision findings and recommendations to improve project execution, but significant delays were noted in implementing recommendations.	2

## G. COMPLETION

1. Was the PCR delivered on a timely basis, in compliance with Bank policy?			
Date of achievement of 98% of disbursement (or closing date, as the case may be)	Date PCR was sent to pcr@afdb.org	Difference in months	Working Score (auto-generated) If difference is 6 months or less, a 4 is scored. If above 6 months, a 1 is scored.
31/12/2009	07/07/2010	7	1
<p><b>Briefly describe the PCR process. Describe the Borrower's and co-financers' involvement in producing the document. Highlight any differences of opinion concerning the assessments made in this PCR. Describe the team composition and confirm whether a site visit was undertaken. Mention any major collaboration from other development partners. State the extent of field office involvement in producing the report. Indicate whether comments from Peer Reviewers were received on time (provide names and positions of Peer Reviewers).</b></p> <p><b>[150 words maximum]</b></p>			
<p>This report was prepared jointly by the Bank and Government, with the support of 3 consultants (1 in Education, 1 in Management and 1 Architect). The mission began in May 2010 with a preliminary meeting of all parties concerned and continued with a visit to a sample of the project's construction sites (about 30 out of 120): vocational training centres and Government primary schools.</p> <p>Meetings and interviews were held with various Project actors and partners. The team held two synthesis meetings and forwarded the documents to the Project Follow-up Committee, represented by the Public Debt Directorate. The mission rounded off on 3 July 2010 and the report was forwarded to the Education Division (OSHD.2) for peer review.</p>			

## H. LESSONS

Summarize key lessons for the Bank and Borrower suggested by the project outcomes.	
<p><b>[300 words maximum. Any additional narrative concerning implementation should be included in Annex 6: Project Narrative]</b></p>	
<p>Judging from the outputs obtained, the project had a positive effect on the development of the education system in that it helped to make pro-disabled basic education and vocational training more available and accessible to the vulnerable populations living in poor remote districts that are exposed to vagaries if the weather. The implementation of project activities helped to strengthen the education system by providing resources necessary for operating the system (infrastructure, materials, equipment, staff, and knowledge) at all levels.</p> <p>Nevertheless, the following elements should be taken into account when designing subsequent projects:</p> <p>A_ Assist/Give the Borrower the means to fulfil the conditions for loan effectiveness, because besides the socio-political crisis that the country went through in 2001, the late fulfilment of these conditions could have been corrected by a project preparation facility. It would even have been desirable for these conditions to be fulfilled at the time of signature of the project.</p>	

B\_ Having a Project Implementation Unit at the time of signing would have averted most of the delays and difficulties in project execution, notably:

- (i) Delays in its set-up;
- (ii) The PIU's inadequate capacity in handling procurements and contracts;
- (iii) Sizing the PIU based on the realities of project execution:
  - Procurements, management and follow-up of contracts: due to the complexity of the architectural programme and equipment, the absence of a sufficient number of resource persons within the PIU led to significant delays in the validation of TORs and the effective control of the service activities of service providers;
  - Financial management of Government's counterpart contribution: the insufficient and poorly qualified staff assigned to this area whose procedures and mechanisms are quite cumbersome and complex, affected the execution of contracts granted by the project;
  - Management of the architectural programme: the absence of an expert during implementation caused many malfunctions and delays in the processing of dossiers.

C\_ Delay in project start-up and execution:

- Avoid making most project activities (architectural programme) contingent on the recruitment of a single consultancy firm (CF). The recruitment of this CF should have been one of the conditions for project effectiveness and thus occur during the PPF as mentioned above.
- Agree with the Government beforehand on the modalities for effective project execution (Project Procedures/Implementation Manual) to avoid the occurrence of untimely measures that obstruct project management during execution, especially cumbersome administrative procedures for signing contracts, obtaining the Committed Expenditure Control (CEC) stamp and red-tape/lengthy file processing timeframes at different levels.
- Set realistic execution timeframes for the project as a whole and for various contracts, while taking due account of effective performance by providers since the failure by contractors and suppliers to adhere to these timeframes led to the establishment of additional clauses, termination of contracts and re-issue of bid invitations.

D\_ Establish and/or agree with all partners and the Government on the policy for implementing project components, especially vocational training which lacks an adequate regulatory framework.

E\_ Definition of infrastructure must take into account population and education policy trends (at national and international levels). The current pressure on infrastructure put up following Government's choice, will have a quick impact and make it difficult to meet needs (school reform, luminosity etc).

## I. RATINGS SUMMARY

All working scores and ratings are auto-generated by computer from the relevant section in the PCR

CRITERIA	SUB-CRITERIA	Working Score
PROJECT OUTCOME	Achievement of Outputs	2
	Achievement of Outcomes	2
	Timeliness	1
	<b>OVERALL OUTCOME SCORE</b>	<b>2</b>
BANK PERFORMANCE	<b>Design and Readiness</b>	
	Project objectives are relevant to country development priorities	3
	Project objectives could be achieved with project inputs and in the expected time	2
	Project objectives are consistent with the Bank's country or regional strategy	3
	Project objectives are consistent with Bank overall priorities	3
	The logical framework presents a logical causal chain for achieving the project development objectives.	2
	Objectives and outputs as presented in the logical framework can be measured and quantified.	2
	The logical framework presents risks and key assumptions	2
	The complexity of the project is matched by the country's capacity and political commitment.	3
	Project design includes adequate risk analysis	2
	Procurement, financial management, monitoring systems and/or other processes are based on those already used by Government and/or other partners.	2
	Responsibilities for project implementation are clearly defined.	3
	Documents required for implementation (documents on specifications, design, contract award, etc.) are ready at the time of assessment.	2
	Monitoring indicators and the monitoring plan are adopted.	2
	Collection of baseline data is complete or ongoing	2
	<b>DESIGN AND READINESS SUB SCORE</b>	<b>2</b>
	<b>Supervision:</b>	
	Bank complied with:	
	Environmental Protection Measures	2
	Fiduciary Requirements	2
	Agreements concluded under the Project	3
	Bank provided satisfactory supervision in terms of skills mix and practicality of solutions	3
	Bank provided satisfactory oversight of project management	2
	The PCR was delivered on a timely basis	1
	<b>SUPERVISION SUB SCORE</b>	<b>2</b>
	<b>OVERALL BANK PERFORMANCE SCORE</b>	<b>2</b>

<b>BORROWER PERFORMANCE</b>	<b>Design and Readiness</b>	
	Responsibilities for project implementation were clearly defined	2
	Documents required for implementation (documents on specifications, design, contract award, etc.) are ready at the time of assessment	2
	Monitoring indicators and monitoring plan were agreed upon before project launch; Collection of baseline data is complete or ongoing	2
	<b>DESIGN AND READINESS SCORE</b>	
	<b>Implementation</b>	
	Borrower complied with:	
	Environmental Protection Measures	2
	Fiduciary Requirements	2
	Agreements concluded under the Project	3
	Borrower was responsive to Bank's project supervision findings and recommendations	2
	Borrower used monitoring information for decision making	2
	<b>IMPLEMENTATION SUB SCORE</b>	
	<b>OVERALL BORROWER PERFORMANCE SCORE</b>	

## J. PROCESSING

STEP	SIGNATURE AND COMMENTS	DATE
Sector Manager Clearance	B. SAVADOGO	07/12/2010
Regional Director Clearance	F. BLACK	31/08/2010
Sector Director Approval	B. SAVADOGO, OIC OSHD	30/09/2010

## Scoring Scale and Correspondence

SCORE	EXPLANATION
4	<b>Very good</b> - Fully achieved with no shortcomings
3	<b>Good</b> - Most objectives were achieved despite a few shortcomings
2	<b>Fair</b> - Project partially achieved. Achievements and shortcomings are roughly balanced
1	<b>Poor</b> - Very limited achievements with serious shortcomings
NA	Non Applicable

**N.B.:** The formulas rounded up or down for decimal points. Only whole numbers are computed.

**ANNEX 2: Project Costs**

COMPONENT	ADF	ADF Grant	GVM	TOTAL
I – Improvement of intake capacity in primary educ.	9.04	-	1.36	<b>10.40</b>
II – Vocational rehab. of disabled pers.	1.89	-	0.21	<b>2.10</b>
III – Institution building	3.32	0.50	0.04	<b>3.86</b>
IV – Project management	1.75	-	0.20	<b>1.95</b>
<b>TOTAL</b>	<b>16.00</b>	<b>0.50</b>	<b>1.81</b>	<b>18.31</b>

Appraisal Report, p.39, Table 4.4

CATEGORY	ADF	ADF Grant	GVM	TOTAL
A. Construction	8.830	-	1.022	<b>9.852</b>
B. Furniture and Equipment	3.525	0.106	0.403	<b>4.034</b>
C. Supplies and Materials	0.850	-	0.094	<b>0.944</b>
D. Training	1.090	0.085	0.148	<b>1.323</b>
E. Technical assistance	0.601	0.309	-	<b>0.910</b>
F. Operation	1.104	-	0.143	<b>1.247</b>
<b>TOTAL</b>	<b>16.000</b>	<b>0.500</b>	<b>1.810</b>	<b>18.310</b>

Appraisal Report, p.39, Table 4.5 – Loan Agreement, p.15

GOODS AND SERVICES	ICB	NCB	OTHER (LS)	Short-list
<b>A. Construction</b>				
Classrooms				
Cnrpph				
Crrpph				
Cnapmad				
PIU				
<b>B. Furniture and Equipment</b>				
Classrooms	Equipment	furniture		
Cnrpph	Equipment	furniture		
Crrpph	Equipment	furniture		
Cnapmad	Equipment	furniture		
Ceres		Furniture & equipt		
Dpe	Equipment	furniture		
Feasibility studies	Equipment	furniture		
PIU				
<b>C. Supplies and Materials</b>				
Classrooms				
Ceres				
PIU				
<b>D. Training</b>				
Steering Committee				
Cnrpph				
Cnapmad				
Ceres				
Dpe				
Feasibility studies				
PIU				
<b>E. Technical Assistance</b>				
Cnrpph				
Ceres				
Dpe				
Feasibility studies				
PIU				
<b>F. Operation</b>				
PIU				

Appraisal Report, p.43, Table 5.1 – Loan Agreement, p.7, Article 7

**ANNEX 3: Project Supervision**

<b>Mission</b>	<b>Number of Persons</b>	<b>Composition</b>	<b>Date</b>
Identification	-	-	September-October 1997
Preparation	-	-	1-Oct.-98
Appraisal	4	Architect, Consultants (3)	1-Apr.-99
Start-up	-	-	-
Supervision	1	Education Expert	4 to 21/08/2000
	1	Education Expert	28/09 to 19/10/2001
	1	Education Expert	08 to 24/11/2002
	1	Education Expert	11 to 22/11/2003
	1	Education Expert	16 to 24/12/2004
	1	Education Expert	24/10 to 06/11/2005
	5	Education Expert, Architect, Social Development Specialist, Procurement Assistant and Disbursement Assistant	23/05 to 04/06/2006
	6	Education Sector Manager, Architect, Social Development Specialist, Procurement Assistant and Disbursement Assistant	11 to 20/11/2006
	3	Social Development Specialist, Procurement Assistant and Disbursement Assistant	29/01 to 07/02/2007
	7	Education Division Manager, Education Expert, Architect, Social Development Specialist, Procurement Assistant and Disbursement Assistant	15 to 30/08/2007
	4	Education Expert, Social Development Specialist, Procurement Assistant and Disbursement Assistant	29/11 to 07/12/2007
	3	Social Development Specialist, Procurement Assistant and Disbursement Assistant	26/03 to 12/04/2008
4	Education Expert, Social Development Specialist, Procurement Assistant and Disbursement Assistant	15 to 30/06/2008	

Financial Supervision	4	Education Expert, Social Development Specialist, Procurement Assistant and Disbursement Assistant	22/09 to 01/10/2008
	4	Education Expert, Social Development Specialist, Procurement Assistant and Disbursement Assistant	01 to 10/06/2009
	3	Disbursement Division Manager, Disbursement Assistant and Social Development Specialist	28/01 to 01/02/2008
Portfolio Review	5	Infrastructure Division Manager, Transport Economist, Economist, Agronomist, and Country Operations Division Manager	24 to 29/11/2001
Overall operations review and preparation of the 2002-2004 country strategy paper	16	Resident Representative, OSHD (Human Development) Division Manager, Operations Officer, Country Economist, Water and Sanitation Expert, Transport Expert, Agriculture Expert, Social Development Specialist, Infrastructure Specialist, Financial Analyst, Procurement Assistant, Disbursement Assistant, Consultant/Architect, Country Programme Manager, Financial Control Division Manager, Transport Economist	19 to 31/03/2007
	10	Resident Representative, Country Programme Officer, Country Economist, Water and Sanitation Expert, Social Development Specialist, Infrastructure Specialist, Procurements Officer, Procurement Assistant and Disbursement Assistant.	20/10 to 06/11/2009
	12	Disbursement Officer, Agronomist (2), Financial Analyst, Health Expert, Financial Governance Expert, Legal Adviser, Architect, Economist	29/10 to 29/11/2002
Internal audit	1	Auditor	01 to 03/09/2003
	3	Auditors	08 to 25/06/2009

## ANNEX 4: Indicators

Table 2: Last Supervision Mission Ratings

INDICATORS	RATINGS
<b>A. PROJECT IMPLEMENTATION</b>	
Compliance with conditions precedent to loan effectiveness	1
Compliance with general conditions	1
Compliance with other conditions	1
<b>B. PROCUREMENT PERFORMANCE</b>	
Procurement of Consultancy Services	2
Procurement of Goods and Works	2
<b>C. FINANCIAL PERFORMANCE</b>	
Availability of Foreign Exchange	3
Availability of Local Currency	3
Disbursement Flows	2
Cost Management	2
Performance of Co-Financiers	2
<b>D. ACTIVITIES AND WORKS</b>	
Adherence to implementation schedule	1
Performance of Consultants or Technical Assistance	2
Performance of Contractors	2
Performance of Project Management	2
<b>E. IMPACT ON DEVELOPMENT</b>	
Likelihood of achieving development Objectives	2
Likelihood that benefits will be realized and sustained beyond implementation	2
Likely contribution of the project towards an increase in	2
Current Rate of Return	1
<b>F. OVERALL PROJECT ASSESMENT</b>	
Current Supervision Average	1.83
Current Trend over time	1.83

### STATUS

Implementation Progress (IP) = 1.86

Development Objectives (DO) = 1.75

**OVERALL STATUS : NON PROBLEMATIC PROJECT / POTENTIALY PROBLEMATIC PROJECT**

## **ANNEX 5: List of Supporting Documents**

- 1 – Project Appraisal Report: including various sources used at the time of appraisal (PNAE, Poverty Reduction Strategy Paper, Socio-economic Situation, Sector Cooperation, etc.)
- 2 – Supervision aides-mémoire
- 3 - Aide-mémoire of the completion report preparation mission
- 4 - Report of site visits during the completion report preparation mission
- 6 – Reports on the Education For All Plan implementation status, 2009
- 7 – Report of the 2010 EFA Plan Review
- 8 – World Bank’s Education Sector Policy Note, 2010
- 9 – Status of women and children in Madagascar, UNICEF, 2009