



# Combined Project Information Documents / Integrated Safeguards Datasheet (PID/ISDS)

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Appraisal Stage | Date Prepared/Updated: 28-May-2020 | Report No: PIDISDSA28637



**BASIC INFORMATION**

**A. Basic Project Data**

Country Madagascar	Project ID P172051	Project Name Madagascar Basic Education Support Project-Additional Financing	Parent Project ID (if any) P160442
Parent Project Name Madagascar Basic Education Support Project	Region AFRICA	Estimated Appraisal Date 28-May-2020	Estimated Board Date 25-Jun-2020
Practice Area (Lead) Education	Financing Instrument Investment Project Financing	Borrower(s) Ministry of Economy and Finance, Ministry of National Education, Technical and Professional Training, Unité de Facilitation de Projet (UFP)	Implementing Agency Ministry of National Education and Technical and Professional Training

Proposed Development Objective(s) Parent

The project objective is to improve learning and promotion within the first two sub-cycles of basic education.

Components

- Component 1: Training teachers with a focus on early grade reading, writing and mathematics
- Component 2: Improving attendance and readiness to learn through preschool, construction and health
- Component 3: School-based management to increase learner promotion
- Component 4: Sector reforms, system building and project Implementation
- Component 5: Contingency emergency response and strengthening resilience to risk and vulnerabilities
- Component 6: Global Partnership for Education variable part

Component 7: Support to MENETP's education sector COVID-19 response plan

Other: Preparation advance refund

Other: Unallocated contingency

**PROJECT FINANCING DATA (US\$, Millions)**

**SUMMARY**



<b>Total Project Cost</b>	47.25
<b>Total Financing</b>	47.25
<b>of which IBRD/IDA</b>	0.00
<b>Financing Gap</b>	0.00

**DETAILS**

**Non-World Bank Group Financing**

Trust Funds	47.25
EFA-FTI Education Program Development Fund	47.25

Environmental Assessment Category

B-Partial Assessment

‘Have the Safeguards oversight and clearance function been transferred to the Practice Manager?’ Yes

Decision

The review did authorize the team to appraise and negotiate

**B. Introduction and Context**

**A. Background and summary**

1. A child born in Madagascar today will be 37 percent as productive when she grows up as she could be if she enjoyed complete education and full health. Poor education outcomes contribute to this low human capital index score. While a Madagascan child who starts school at age four can expect to complete 7.5 years of school by her eighteenth birthday, learning-adjusted years of schooling (i.e. factoring in what children actually learn) is only 4.2 years. At the root of this large gap between years of schooling and effective years of learning is Madagascar’s extremely high “learning poverty”: 97 percent of Madagascan children aged 10 are unable to read and understand a short, age-appropriate text – 16.2 percentage points worse than the Sub-Saharan African average and 6.5 percentage points worse than low income countries’ average.

2. The COVID-19 pandemic has impacted over 7 million learners (more than 900,000 in pre-primary schools and some 3,600,000 in primary schools), along with 244,000 teachers. The long-term impacts of lost months of schooling and nutrition will be particularly severe for children in poor families adversely affecting their human capital development and earning potential, with 75 percent of Madagascar population is living on less than US\$1.90 per day in purchasing power parity. After such disruptions,



vulnerable and marginalized children including girls are also more likely to permanently leave the schooling system.

3. The proposed additional financing (AF) (P172051), like the parent Basic Education Support Project (PAEB) (P160442), aims to improve learning and promotion within the first two sub-cycles of basic education. The AF would focus on scaling up efforts to improve literacy and numeracy in the early grades, given the critical importance of these foundational skills in reducing learning poverty. To achieve this, the AF would support interventions that are known to have significant positive impacts on the time students spend effectively learning, namely: (i) improving teachers' competencies; (ii) improving pupils' access to learning materials (textbooks) and teachers' access to teaching materials (including scripted lessons); (iii) improving pupils' and teachers' learning environment; and (iv) instituting supportive policy reforms (including aligning the school year with the local weather and agricultural cycle).

4. The AF would also enable the education system to respond to, and build resilience in the face of, natural disasters, whether resulting from cyclones or the COVID-19 pandemic. In particular, it would assist the Government to implement its strategic plan in an effort to curb the spread of the pandemic and to ensure educational continuity at home during the pandemic-induced confinement period, prepare for reopening of post-containment classes and strengthen the resilience of the system in the face of the pandemics to be faced by the country.

5. In all this, the AF would support the Madagascar Government's vision of improved quality of service delivery, learning, access and governance, as set out in its Education Sector Plan (ESP) and the education strategy response to COVID 19. The AF is aligned with the World Bank (WB) Human Capital Project and Africa Human Capital Plan, and with the overall objective of the upcoming series of human capital development policy operations (DPO) (P168697 and P171460), which is designed to support the Government's investment in human capital, through the improvement of human resources in health and education, and the availability and execution of financial resources in the social sectors.

#### ***B. Status of the parent project***

6. The parent PAEB operation, approved on March 29, 2018, is funded by an US\$100.7 million grant – US\$45.7 million and US\$55.0 million IDA. The parent project, effective on September 13, 2018, has disbursed US\$14.7 million (or 14.7 percent) as of February 20, 2020, and currently has a closing date of December 31, 2022. The PAEB's overall implementation progress and achievement towards the project development objective (PDO) have both been at least moderately satisfactory since its launch.

7. The parent PAEB component structure and activities are aligned with the World Development Report (2018) analysis that identify four major areas of impact on learning: (a) teachers' practices and competencies; (b) preschool; (c) school management; and (d) system operation. The Public Sector Performance Project (P150116) complements these efforts by supporting the governance aspects with a teacher census and a strengthening of the roles of local school committees. The Investing in Human



Capital DPO (P168697) is expected to provide incentives for the development of a teacher recruitment policy and career framework.

8. *Component 1: Training teachers with a focus on early grade reading, writing and mathematics (US\$17.7 million).* The National Training Strategy has been developed to ensure that teacher training planned by the regions is in line with national priorities for education sector reform; teacher training plans have been developed in nine regions; an impact evaluation of grade 1 training modules for early literacy has shown promising results, and grades 2 and 3 training modules for early literacy and for math are being developed; and training in the use of structured and scripted lessons has been designed, and 6,000 teachers – out of a total of 33,000 – will be trained in 2020.

9. *Component 2: Improving attendance and readiness to learn through preschool, construction and health (US\$32.0 million).* Subcomponent 2.1: Improve readiness to learn through support to preschool. The implementation plan for establishment of Community-based Early Learning Centers (EECs) has been finalized at the level of six Regional Education Offices (DRENETP) and 16 District Education Offices (CISCO); over 200 EECs have been established, some 120 preschool educators trained, and parents and communities provided with information; classroom supplies and teaching materials are being procured; EEC start-up funds will be transferred to communities in the first term of 2020; and the next wave of 600 EECs is being selected using agreed criteria, supported by qualified non-governmental organizations with expertise in early childhood development.

10. Subcomponent 2.2: Increasing student attendance through community-based school construction. The program aims to improve school facilities by adding 800 classrooms in 400 communities, in the eleven regions with the lowest achievement rates. The first stage of planning, now completed, selected the 20 CISCOs where the low achievement rate is correlated with the lowest primary classroom ratios per 1,000 school-age children, and the highest proportion of sub-standard classrooms in non-durable materials; the second stage, now under way, selects the communities on the basis of long distance to school, poor resilience of buildings and low enrollment; the first phase of the construction program is starting in the ground, and the first 400 classrooms will be completed by September 2020; and the second phase of 200 remaining communities started in December 2019 with the micro-planning and the last 400 classrooms are expected to follow the same schedule as the first phase with a 6-month time lag.

11. Subcomponent 2.3: Increasing student attendance through school health initiatives. This subcomponent finances a package of basic preventative health and nutritional supplement interventions including deworming treatment and distribution of iron folate for children enrolled in primary schools. Iron and folic acid was delivered to the district level by August 2019, and the deworming campaign is planned for the end of March 2020. Due to COVID-19 context, schools are closed and the campaign is postponed.

12. *Component 3: School-based management to increase learner promotion (US\$13.4 million).* Subcomponent 3.1: Create and fund a single harmonized, audited, and equitable national school grant program. The Ministry of National Education and Technical and Professional Training (MENETP) is finalizing the school grant criteria to ensure equity by channeling financial support from the parent PAEB



to the most vulnerable and deprived schools; drafts of the legal documents and of the school grant management manual have been prepared; and the transfer of funds to some 25,000 schools is expected in the first term of 2020.

13. Subcomponent 3.2: Professionalization of the capacities of school principals. The MENETP has validated the school principal's job profile, the school management guides is now available, and the related training module is being developed; school principals were "mapped" on the basis of a nationally representative sample, and the results will inform the development of the new recruitment and training system for school principals, and their training strategy; 3,030 school principals are expected to be trained in 2020.

14. *Component 4: Sector reforms, system building and project implementation (US\$14.0 million).* Sub-component 4.1: Education Sector Plan (ESP) reforms and capacity building. The Government has committed to implementing the requirement for 900 hours of effective learning annually; the MENETP has developed the first draft of the new curriculum framework; a language mapping is planned in 2020, for which terms of reference are being drafted, will inform the language policy that underpins the curriculum reform; and the MENETP conducted regional consultations on options for school calendar reform. However, the move toward a school calendar aligned with countries in the region has received push back, during these consultations, particularly from the private schools. Hence, MENETP is proposing to move into a more flexible school year in pilot regions, with an objective of increasing learning time in those pilot regions exposed to rainy season. A communication on this topic has been shared by the Minister on March 26<sup>th</sup>.

15. Sub-component 4.2: Monitoring, evaluation and planning. The MENETP convened a workshop to consider options for its monitoring and evaluation system; and the draft of the monitoring and evaluation manual system for the parent PAEB is available.

16. Sub-component 4.3: Communication campaign for the promotion of the ESP. The MENETP convened three regional workshops in November 2019 with parent associations, teacher and school organizations and civil society in general, to discuss the way forward in implementing the ESP; the results of these workshops will feed into the MENETP's communication plan to ensure that the key elements of the plan are clearly explained; and the MENETP has set up a hotline as part of its broad grievance redress mechanism.

17. Sub-component 4.4: Learning assessments. The national assessment was conducted in August 2019; and assessment tools for learning in Malagasy, mathematics, reading and French (for grades 2 and 5) were developed and validated.

18. *Component 5: Contingency emergency response component.* This component has not yet had to be activated.



19. *Component 6: Global Partnership for Education (GPE) Variable part (US\$14.1 million).* Good progress has been made toward attainment of Year 1 disbursement-linked indicators (DLI): (i) developed first teacher training plans for nine regions exceeding the planned target of seven regional plans (DLI 1); (ii) established a learning assessment unit within the MENETP, with a detailed plan for the first two years of operation (DLI 4: target met); (iii) developed ten CISCOS' plans to improve the promotion rate at school level (DLI 7: target met); and (iv) elaborated the deployment plan for qualified teachers for 2018-2022 (DLI 9: target met).

### **C. Rationale for additional financing**

20. Madagascar suffers from extremely high “learning poverty.” A 2019 review suggests that 97 percent of Madagascan children aged 10 are unable to read and understand a short, age-appropriate text – 16.2 percentage points worse than the Sub-Saharan African average and 6.5 percentage points worse than low income countries' average. Low completion rates and high repetition rates remain prevalent at the primary level. One-fifth of learners repeat their class every year in public schools (compared to 7 percent in private schools) and four out of ten children in primary school drop out before reaching the last grade. This bleak assessment is supported by other studies, including the 2015 Program for the Analysis of Education Systems of the Ministers of Education Conference (PASEC) and the 2015 Early Grade Reading Assessment.

21. Lack of teacher training and absenteeism contribute to low educational outcomes amongst students. Nearly 80 percent of the teachers in Madagascar do not have formal teacher training and more than half of all primary teachers (81,000 teachers out of 120,000) are community teachers (i.e. directly recruited by the local community). The 2016 Service Delivery Indicators (SDI) survey confirms that only one out of every 1,000 teachers managed to reach a combined score of at least 80 percent in mathematics and French. Teacher absenteeism is 47 percent when the school director is also absent, which is 37 percent of the time. A key response to this challenge is to scale up the on-going targeted content-oriented pedagogical training, which is funded by the parent project, while in the long term, to hire only qualified teachers and provide career incentives and training opportunities for untrained teachers, as planned through the Investing in Human Capital DPO (P168697). Since the parent PAEB does not fully cover the existing number of teachers in the first cycles in the primary schools, the AF would support the training of additional teachers in the first five grades of basic education.

22. The SDI 2016 found that only one in ten learners in primary education has a textbook in Madagascar. The previous emergency GPE project provided Malagasy textbook for 17 regions, with a ratio of one textbook per two students in 2017. The importance of adequate provision of teaching and learning materials including textbooks is particularly important in Sub-Saharan Africa, given the role such materials play in compensating for the weakness of other quality inputs such as poorly trained teachers, high level of teacher absenteeism, large class sizes, high illiteracy among parents and the shortage of reading materials at home, not to mention the gradual shift from national to an international language in the course of basic education. The AF would develop, print, and distribute quality teaching and learning materials, which will support the new curricula. In addition, portions of the funding will be used to ensure



effectiveness during each step of the “textbook chain” (i.e. the development, manufacturing, procurement, financing, distribution, and effective use of textbooks).

23. In public primary schools, 84 percent of learners live more than two kilometers away from their schools. The ESP indicates that an overly long distance to school is one of the primary factors for not attending school and for dropout. It is also the main cause of late enrolment (children ages 7 and above), which in turn leads to dropout. The probability of continuing to grade 5 is 53 percent if the learner lives less than 15 minutes from school, but only 33 percent if they live more than 30 minutes from school. The AF would support the building of 200 more classrooms, in order to complement the MENETP’s own efforts in reaching its target.

24. Students effectively spend 300 hours on average in class during the school year, while the legal learning time is 900 hours. One of the reasons for this loss of time spent learning is that the national school calendar is not aligned with the regional variations – in weather seasons, agriculture cycles, and customary rituals – and therefore negatively impacts student attendance for several months out of the year. The AF would finance activities related to the implementation of a new school calendar in some regions affected by regular cyclones and drought that effectively leads to the increase of learning time.

25. According to the most recent SDI survey, an estimated teaching time of 3 hours and 9 minutes per day was reported in Madagascar, with a standard learning time of 5 hours per day according to the sector analysis. The AF would finance a study focused on the reasons for teachers and school director’s absenteeism, with a view to solving the issue of two-thirds of instructional time being lost.

26. School management is weak. Just two thirds of school principals have lower-secondary education completion certificate, and a mere one third earned a post-secondary teaching qualification. Moreover, 45 percent of school principals are not civil servants, but are rather paid entirely or partly by parents. School principals and district supervisors function more as conveyors of administrative information than teacher mentors and supervisors. This is partly due to unclear hiring procedures, a lack of terms of references, and a lack of specific training for school principals. The AF would improve the process of recruiting school directors on the basis of a new job profile.

27. In Madagascar, girls are enrolled at equal or higher rates than boys across all academic levels (UNESCO, 2018). Moreover, girls’ repetition rate and dropout rates from grades 1 through 4 are respectively 27 percent and 20 percent, compared with boys’ rates of 30 percent and 21 percent. However, there is a high disparity between regions: in Androy, girls’ dropout rate is 38 percent, while in Analamanga, it is 11 percent. The higher dropout rates are due to constraints they experience both inside and outside school, particularly as they grow older. Household poverty is a significant constraint that both pulls girls and boys out of school (due to costs of materials, exam fees), and also pushes them into providing labor to benefit the family (either at home or in the informal economy). With late enrolment prevalent in many areas, girls often reach puberty while still enrolled in primary education. Early marriage and early pregnancy are common in Madagascar, as shown in the results of this UNICEF survey: 40 percent of women aged 20 to 24 were married before the age of 18, and 13 percent before the age of 15. The figures for those married by 18 vary considerable across the country, from 18 percent in Analamanga to





59 percent in Atsimo Atsinanana. Of women aged 20 to 29 who were married before age 18, just over half (53 percent) had no schooling and a further 42 percent had a primary education. The AF would help ensure retention and high levels of academic achievement among girls through the following initiatives: (a) increasing the number of female teachers recruited and trained; (b) providing safe water and sanitation facilities for girls; and (c) expanding the number of schools with access to the gender sensitive curriculum.

28. Madagascar is highly vulnerable to weather-related disasters. The impact of cyclones, severe drought, floods, locusts, and epidemics are exacerbated by the effects of climate change and lack of response capacity. According to recent studies, 150,000 children are deprived of courses annually; 2,500 classrooms have been completely destroyed; 15,000 classrooms have sustained partial damage; and learning time has been reduced from between two and eight weeks for over 100,000 children. Thus, the negative impact of climate shocks and natural disasters on education are far reaching and long-term as they include the destruction or damage to schools and classrooms; an overall reduction in educational attainment; lower academic performance; and higher rates of absenteeism (Chuang, Pinchoff, and Psaki, 2018). The AF would raise awareness among the entire educational community to adopt the necessary behaviors to improve the effectiveness of emergency responses, and mechanisms would be put in place to ensure the prevention of, preparation for, and response to natural disasters.

29. Finally, given the short- and medium-term impacts of the COVID-19 pandemic, the AF would support the Government's COVID-19 National Strategic Plan and the MENETP's COVID-19 Response Plan for Education, with a view to ensuring continuation of learning while protecting the health and well-being of students and teachers targeted in the parent project, during the pandemic and after.

### **C. Proposed Development Objective(s)**

#### Original PDO

The project objective is to improve learning and promotion within the first two sub-cycles of basic education.

#### Current PDO

The project objective is to improve learning and promotion within the first two sub-cycles of basic education.

#### Key Results

Percentage of pupils in public schools completing Grade 2 able to correctly read at the basic proficiency level

Average promotion rate in the first two sub-cycles of basic education in public schools

### **D. Project Description**

30. The AF, like the parent PAEB (P160442), would support the Madagascar Government's vision of improved quality of service delivery, learning, access and governance, as set out in its ESP. The AF, financed entirely by GPE grants, would support: (i) the scaling-up of existing activities to ensure better



service delivery to regions (teacher training, school construction, and key reform measures); (ii) the introduction of new activities to implement reforms set out in the ESP (textbook development and distribution, and technical assistance); and (iii) the Government's response to natural disasters, notably cyclones and the COVID-19 outbreak. The AF would entail a restructuring of the parent PAEB, the details of which are covered in this Project Paper (see "Description of Additional Financing" below).

31. The AF, totaling US\$47.25 million, is made up of three GPE grants: a US\$19.60 million program implementation grant (of which US\$5.8 million would be disbursed against DLIs), a US\$12.90 million accelerated financing grant for natural disasters, and a US\$14.75 million accelerated financing grant for the COVID-19 pandemic. Whereas the GPE approved the US\$14.75 million COVID-19 grant on May 28, 2020, the other two grants, totaling US\$32.50 million, are expected to be approved in July 2020.

32. As a result of these different grant approval dates, the AF legal agreement would initially apply only to the COVID-19 response component and is expected to become effective in June 2020. Once the GPE has approved the grants covering the other components, the legal agreement would be amended accordingly, and effectiveness of the entire project declared thereafter. The AF would close on the same date as the parent project, namely December 31, 2023. The AF would apply the same institutional arrangements as the parent PAEB, with the relevant MENETP departments responsible for implementing activities and the Project Facility Unit (UFP) of fiduciary aspects. The MENETP has the capacity to manage the combination of the parent PAEB and the AF, with a total value of US\$147.95 million. The World Bank has been selected as the partner executing agency to prepare and supervise the AF, along with the on-going parent project. However, due to the simultaneity of the three grants and the emergency nature of the COVID-19 component, a fiduciary agent would strengthen the fiduciary capacity of UFP.

33. The AF would retain the PDO of the parent PAEB, namely, to improve learning and promotion within the first two sub-cycles of basic education. The results framework would however be modified to include new indicators related to the new components and new DLIs and associated key performance indicators. Other minor amendments to the parent PAEB's results framework would also be made. The AF would be overseen by the coordination and monitoring committee established as part of the Government's PAEB implementation arrangements, and a dedicated UFP, established within the MENETP, would provide day-to-day support to implementation under the continued responsibility of MENETP departments.

34. The AF is aligned with the World Bank Human Capital Project and Africa Human Capital Plan, and with the overall objective of the upcoming series of human capital development policy operations (DPO) (P168697 and P171460), which is designed to support the Government's investment in human capital, through the improvement of human resources in health and education, and the availability and execution of financial resources in the social sectors. The GPE requirement for Government commitment to education funding reinforces the DPO approach, and the AF focus on teacher training complements the DPOs' strengthening of teacher management and recruitment. In addition, the AF would benefit from the electronic payment of teachers' salaries that is being introduced in the Financial Inclusion Project (P161491), inasmuch as the requirement for teachers to go in person to the nearest administrative office to collect their salary is a major contribution to teacher absenteeism. Finally, in refining implementation details, weight will be given to options that provide compounding human capital benefits from the interaction of interventions in education, health, social protection and other related sectors, for example by exploring criteria for the selection of school construction sites that promote overlap with relevant



human development operations.

35. The GPE proposed this AF to the Government of Madagascar as part of a broader allocation of GPE grant funding across eligible recipient countries. The World Bank has been selected to prepare and supervise this new allocation. As a prerequisite to GPE's approval of the AF, the Government sent a letter, dated December 19, 2019, to GPE, confirming its commitment to implementing the ESP 2018-2022, as well as its intention to return public expenditure on education to 20 percent or above of total public expenditure and to increase to 45 percent over the coming years the share of education spending allocated to primary education. The Government letter indicates that the Ministry of Economy and Finance and the MENETP will ensure compliance with these undertakings. Finally, GPE requires that the Government continue to ensure satisfactory implementation of the on-going parent PAEB.

36. Since the December 19, 2019 letter was sent however, a cabinet reshuffle resulted in a change of Minister in charge of MENETP, and the new Minister raised the possibility that the Government might pull back from key ESP reforms, such as the alignment of the school calendar to local weather and agricultural cycles, the division of the basic education cycle into three sub-cycles, and the later transition from Malagasy to French as the language of instruction. The World Bank and other development partners wrote to the Prime Minister in March 2020, in response to these fresh uncertainties and the time taken to resolve them, asking him to confirm the Government's commitment to the ESP and lay out its approach to implementing the key reforms mentioned. In her letter dated March 26, 2020, the Minister confirms the Government's commitment to implementing the ESP and its reforms, notably to restructure the basic education system into 3 sub cycles, to remove the CEPE (a high-stake examination at the end of primary education) and to replace it by evaluation of students at the end of each sub cycle and to adapt the school calendar in pilot regions which are exposed to cyclonic season.

37. The AF would innovate beyond the parent PAEB, notably in the following areas: (i) scaling up an earlier pilot approach to teacher professional development, whereby teachers are trained to use scripted lessons; (ii) delivering teacher professional development in part using digital technologies; (iii) developing teaching materials that explicitly build on the science of learning (e.g. phonic workbooks and decodable readers); (iv) expanding the role of private publishers in the development of textbooks and teacher guides; (v) using digital technologies for tracking textbook delivery; (vi) exploring options for effective and efficient project implementation; (vii) raising awareness in schools and communities around girls' empowerment, hygiene, puberty and elimination of gender-based violence; (viii) focusing on the two-first grades of primary, on cyclone-resilient school construction to those areas that are the most vulnerable to cyclones and in lesser importance, to earthquake-prone areas for which the parent-project has developed an earthquake-proof design; (ix) strengthening school security in areas subject to social tension, which are also areas of highest poverty and lowest educational outcomes (rather than avoiding school construction in these vulnerable zones); and (x) strengthening of resilience to risks and vulnerabilities, for responding quickly to nationally declared disasters, including the current COVID-19 pandemic.

38. In summary, the AF would expand and strengthen selected PAEB activities, notably teacher training and school construction, and introduce new activities, including those responding to natural disasters (the current COVID-19 outbreak and future cyclones).

39. Component 1 – Scale Up Activity A: Expanding teacher training (US\$4.30 million). Well-prepared teachers are an essential requirement for effective learning in the early years. The AF would most notably



train 16,000 additional teachers in Malagasy and mathematics for grades 1 and 2, via both face-to-face and distance learning modes, so that by the end of the combined project all early grade teachers are trained (including in the use of scripted lessons). The AF would strengthen teacher development in the DRENTP and Regional Teacher Training Centers, especially through the implementation of regional training plans. Moreover, teacher training will be one of many ways in which the AF would work to combat gender-based violence (GBV). At least half of all teachers trained will be female, thereby greatly increasing the number of women teachers in schools. In addition, all teachers will receive specific training designed to increase teacher awareness and understanding of GBV within the school context.

40. Component 2: Scale Up Activity B: Expanding community-based school construction (US\$3.40 million). This is a continuation of component 2.2 of the parent project. Schools that provide safe spaces for children encourage attendance and facilitate learning; schools that are disaster-resilient mean that students are not missing three months of schooling while their classrooms are being rebuilt after the passage of a cyclone; schools that have toilet blocks and water points enable girls to stay at school throughout the school day and year. The AF would provide 50 community-based construction packages in the same 20 CISCOS as the parent PAEB, targeted for low educational achievement rates and a high proportion of sub-standard classrooms in non-durable materials. Within these CISCOS, priority would be given to communities on the basis of distance to school, exposure to insecurity and exposure to cyclones. Each site would receive a standard minimum package comprising an additional two-classroom block, a water point and two toilet blocks allowing for separate and secure toilets for girls, that applies cost-effective standards drawings with improved resilience to cyclone and earthquakes and with mobility-handicap-friendly classrooms and sanitation. Implementation of these sub-projects would follow the existing community empowerment approach, including demand-driven micro-planning and community-driven construction sub-project management, with improved care of security of project personnel and communities in CISCOS that are experiencing security issues, and communications designed to highlight the inclusive nature of school design and encourage enrollment and retention of girls and disabled pupils, with an enhanced focus on hygiene.

41. By design, schools constructed through AF are meant to ensure the safety and security of girls. One of the most important features of the new buildings or rehabilitated schools is the fact that they require separate and secure sanitation facilities for girls. With a view to preventing GBV occurring before, during or after school construction, the AF would integrate GBV risk management safeguard instruments and ensure they are followed. As part of the plan to protect girls and women from GBV, the project will educate school leaders, parents, and community members on GBV; adapt a grievance redress mechanism for GBV cases; and ensure appropriate support is available for all GBV victims.

42. Component 4: Additional Activity C: Providing teaching and learning materials based on the new school curriculum (US\$4.60 million). Well-designed teaching and learning materials are a proven element of effective learning, and the AF would ensure national coverage in the critical early years of school. The AF would both (i) develop, print and distribute a set of textbooks for every student and a set of guides for every teacher to support the implementation of the new curriculum in Malagasy, mathematics and French in the first two grades, and (ii) strengthen the sustainability of the teaching and learning materials supply chain. The curriculum guides and textbooks will also be gender sensitive with the intention of boosting gender awareness and promoting girls' empowerment. Additionally, emphasis would be placed on capacity building and strengthening all along the textbooks supply chain to make the system more quality-oriented, predictable, cost-effective and sustainable. The component would in particular develop teaching



materials that explicitly build on the science of learning (e.g. phonic workbooks and decodable readers), rely on professional publishing resources and skills, ensure appropriate gender balance (and inclusion more generally) throughout the textbooks, guides and materials developed, and expand the role of private publishing and distribution stakeholders in the development and provision of student books, teacher guides, and other teaching and learning materials.

43. Component 4: Additional Activity D: Improving sector analysis and supporting project management (US\$0.80 million). Ongoing research and evaluation provide support to the MENETP activities, help identify best practices, and inform decisions regarding various projects included in the ESP. Currently, the parent PAEB monitors the completion of several reports including reports that examine the number of student learning assessments, the number of Education Management Information System (EMIS) reports available within the first eight months of school, and yearly survey reports of project beneficiaries. The AF would provide oversight of evaluations through 2023, providing longitudinal data for current and future projects. In addition, the AF would support technical assistance in other critical areas of the ESP, which could include determinants of teacher absenteeism, school director recruitment and training, evaluation of school feeding programs, and school mapping modernization. Given the risk associated with Government support for ESP implementation (see Risks to Achieve Results below), the World Bank will monitor Government commitment as preparation proceeds and, as necessary, discuss the inclusion of activities aimed at improving sector dialogue and building consensus around key ESP reforms. Studies related to the use of technology and to inform the future sector plan is also envisaged.

44. Component 5: Additional Activity E: Strengthen education sector resilience to risk and vulnerabilities (US\$12.30 million). This activity, would constitute an additional sub -component in the parent PAEB structure, within the CERC component, aimed at improving preparedness and prevention, as well as reducing the negative impact of natural hazards – mainly cyclones, which strike Madagascar almost every year – on access to safe learning environments, especially for the most often excluded children. The AF would: (i) improve governance of education in emergencies at national and deconcentrated levels to respond to crisis – in the MENETP, DRENETPs, CISCOs, communities and schools – through strengthening of: technical capacities in risks management and crisis, and equipment, logistics and infrastructures rehabilitation; (ii) support to “secured school” through quick assessments, supplies, equipment and pedagogical kits, sensitization and provision of grants to disasters affected schools; and (iii) support monitoring and evaluation of disasters impact. Activity E would be implemented in collaboration with UNICEF, as co-leader of Madagascar’s Education Emergency Working Group. GPE will advise in due course on eligibility of Madagascar for the natural disaster accelerated financing allocation, and on the eligibility of the activities proposed for this financing.

45. Component 6 : Global Partnership for Education variable part (US\$5.88 million) : The AF would (i) extend existing DLIs, notably the number of plan of CISCO to improve promotion rate at schools and the number of schools to have increased the promotion rate; (ii) develop process of certification for training of school principals and number of school director trained and certified (iii) develop regional plans to improve pedagogical practices of teachers (iv) restructure existing DLI, notably to reduce the scope of the change of the school calendar in pilot regions and to increase the learning time in those regions

46. Component 7: New Activity F/G: Support to MENETP’s Education Sector COVID-19 Response Plan (US\$14.75 million). This activity would be an additional component (Component 7) to the PAEB structure, devoted to the fight against the pandemic. It will finance selected activities from the MENETP Education



Sector COVID-19 Response Plan to support continuation of quality learning while protecting the health and well-being of approximately 4.3 million (50 percent female) students and an estimated 56,250 teachers targeted under the parent project. These activities will be organized into two sub-components as follows: (i) response to continue learning, immediate response to the stop of education, due to the pandemic, through support of broadcasting remote learning to ensure continuity, strengthening the existing e-learning platform for teachers and students, and supporting monitoring and evaluation of students’ progress and learning; and (ii) support to reopening of schools’ post pandemic through safe reopening, with a water, sanitation and hygiene (WASH) program, and grants for unsubsidized community teachers and communication. Parts of the component will be implemented through a contract with UNICEF (i.e. broadcasting of educational content during the pandemic, WASH program, e-learning platform).

47. The table below summarizes AF components and links to the parent project components.

<b>Components</b>	<b>Parent Project</b>	<b>Additional Financing</b>
<b>Component 1</b>	<b>Training teachers with a focus on early grade reading, writing and mathematics</b>	
		Activity A (scale-up): 16,000 additional teachers to be trained in Malagasy and mathematics in grades 1 and 2
<b>Component 2</b>	<b>Improving attendance and readiness to learn through preschool, construction and health</b>	
	<b>C2-1: Preschool</b>	N/A
	<b>C2-2: Community based school construction</b>	
		Activity B (scale-up): 50 additional community-based school construction to build each: one two-classrooms block, two toilet blocks, and a water point.
	<b>C2-3: School health</b>	N/A
<b>Component 3</b>	<b>School-based management to increase learner promotion</b>	
	<b>C3-1: National school grant program</b>	N/A
	<b>C3-2: Professionalization of school directors</b>	N/A
<b>Component 4</b>	<b>Sector reforms, system building and project implementation</b>	
		Activity C (scale-up): (i) develop, publish, and distribute student books, teacher’s guides and other teaching and learning materials; (ii) strengthen the sustainability of the supply chain; Activity D (scale-up): provide oversight of evaluation through December 2023, provide data and analysis for current and future projects, technical assistance and research studies.
<b>Component 5</b>	<b>Contingency Emergency Response and strengthening resilience to risk and</b>	



	<b>vulnerabilities</b>	
	<b>C5-1: Contingent Emergency Response</b>	<b>N/A</b>
	<b>C5-2: Strengthen education sector resilience to risk and vulnerabilities</b>	Activity E: (i) Improve preparedness and prevention to reduce the negative impact of hazards and disasters (i.e.: cyclones) on access to quality education; (ii) support access to “secured school”; (iii) ensure school continuity; and (iv) support monitoring and evaluation, and risks mitigation activities.
<b>Component 6</b>	<b>Global Partnership for Education variable part</b>	
		DLIs (scale up + new) : (i) extend existing DLIs, notably the number of plan of CISCO to improve promotion rate at schools and the number of schools to have increased the promotion rate; (ii) develop process of certification for training of school principals and number of school director trained and certified (iii) develop regional plans to improve pedagogical practices of teachers (iv) restructure existing DLI, notably to reduce the scope of the change of the school calendar in pilot regions and to increase the learning time in those regions.
<b>Component 7</b>	<b>Support to MENETP’s Education Sector COVID-19 Response Plan</b>	
	<b>C7-1 Response to continued learning</b>	Activity F: (i) development, publication and dissemination of radio, television and “on paper” contents to support continuity of learning; (ii) establishment of a MENETP task force dedicated to COVID-19 activities coordination; and (iii) monitoring and evaluation.
	<b>C7-2 Support to re-opening of schools’ post pandemic</b>	Activity G: a set of activities aimed at ensuring hygiene and well-being for children and teachers (WASH program), protection in case of a second pandemic, facilitating the return to schools of children including communication. In addition, this component will support supplemental grants to unsubsidized community teachers.

48. **Gender sensitive approach:** The AF would support the following in an effort to reduce GBV and to support cross cutting issue of women’s empowerment (Annex 6):

- Increase safety and security of girls through the construction of separate and secure sanitation facilities;
- Increase gender awareness and girls’ empowerment through the development and implementation of gender sensitive textbooks and curriculum;
- Increase the presence of female role models through the intentional hiring of female teachers



- and school directors; and
- Incorporate a school related GBV orientation session in teacher training to be provided to teachers, school leadership, local school committees (FEFFI), and district and regional education officers; and adapt a grievance redress mechanism for GBV cases.

**F. Project location and Salient physical characteristics relevant to the safeguard analysis (if known)**

This is a national level project. A part of the financing will finance school rehabilitation and construction in accordance with the priorities of the education sector plan. The villages and sites of school construction will be evaluated, selected, and screened prior to project effectiveness. The classroom designs will follow the construction national standards and are expected to be contracted and supervised through local communities. As such, the construction will follow the same model of the on-going education project (PAUET). The project is expected to have no major negative environmental or social impact. Localized small scale impacts may occur if not managed properly or with insufficient mitigating actions. Therefore, the environmental category is B and two policies are triggered: OP/BP 4.01 (environmental assessment) and OP/BP 4.12 (Involuntary Resettlement).

**G. Environmental and Social Safeguards Specialists on the Team**

- Erik Reed, Environmental Specialist
- Paul-Jean Feno, Environmental Specialist
- Andrianjaka Rado Razafimandimby, Social Specialist
- FNU Alphonse, Environmental Specialist
- Hasina Tantelinirina Ramarson Ep Rafalimanana, Social Specialist

**SAFEGUARD POLICIES THAT MIGHT APPLY**

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	
Performance Standards for Private Sector Activities OP/BP 4.03	No	
Natural Habitats OP/BP 4.04	No	
Forests OP/BP 4.36	No	
Pest Management OP 4.09	No	





Physical Cultural Resources OP/BP 4.11	No
Indigenous Peoples OP/BP 4.10	No
Involuntary Resettlement OP/BP 4.12	Yes
Safety of Dams OP/BP 4.37	No
Projects on International Waterways OP/BP 7.50	No
Projects in Disputed Areas OP/BP 7.60	No

**KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT**

**A. Summary of Key Safeguard Issues**

1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:

The parent and additional financing to Madagascar Basic Education Project, are classified as environmental and social Category B because activities funded under the project are not expected to have significant negative environmental and/or social impacts. No large scale, significant or irreversible negative impacts are foreseen to be induced by the project activities. Parts of the activities will focus on training and capacity building and institutional reform where no environmental and social safeguard aspect would be expected. The plan to finance the construction and rehabilitation of classrooms with furniture and sanitation facilities could produce some adverse negative impacts. The negative impacts would be moderate to minor and manageable with generic mitigation measures and with a relatively low risk of involuntary resettlement or land acquisition. However, risk related to gender-based violence (GBV) is assessed as substantial. Main risk factors include labor influx and male workers employed to work on rehabilitation and construction of classrooms, potential involuntary resettlement due to land acquisition that heightens risk of women and children to sexual exploitation and abuse, and unsafe school location, grounds, access routes and facilities.

The safeguard policies of the parent project and Additional Financing – OP 4.01 (Environmental Assessment) and OP/BP 4.12 (Involuntary Resettlement) – have been addressed through the preparation and revision of relevant safeguards instruments, notably an Environmental and Social Management Framework (ESMF) and Resettlement Policy Framework (RPF). The instruments have been updated, finalized, approved by the World Bank and disclosed in country and on the Bank website. The updated ESMF describes measures to comprehensively manage and reduce the environmental and social aspects of the parent project as well as the additional financing. A GBV action plan has been elaborated and integrated into the updated ESMF. The preparation of the ESMF involved large consultations with stakeholders, defines the environmental and social screening process, and a process to develop Environmental and Social Management Plans. The Borrower has demonstrated ownership of the management of risks and potential negative impacts of activities and has competent environmental and social specialists responsible for ensuring the implementation of environmental and social management.

The emergency activities proposed are of low environmental risk and low impact. The activities financed consist primarily of adapting/responding to COVID-19 imposed challenges for education. These include of technical assistance related to developing and deploying pedagogy responsive to COVID-19 circumstances (such as materials and modalities for distance learning) and accelerating payments to educators under new modalities caused by COVID-19.



These activities are not expected to have any negative environmental impacts. No new safeguards policies are triggered, and existing safeguards instruments cover all the activities within the activities financed under this project. Good practice measures have been included to reduce any risks associated with the spread of COVID-19, such as during construction of new classrooms or conducting consultations.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area: The potential environmental and social impacts are foreseen to be small-scale and site specific, thus easily mitigated. No long term or cumulative impacts are foreseen during project implementation.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.

NA

4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.

For the proposed project, two required safeguard documents (Environmental and Social Management Framework (ESMF) and a Resettlement Policy Framework (RPF)) have been prepared by the project in compliance with safeguard policies triggered and revised for the Additional Financing. The ESMF has extensively reviewed the environmental and social impacts and potential risks of sub-projects that may be financed by the project. The RPF defines the terms and conditions for involuntary resettlement.

Construction will follow the same model as the parent project and builds on experience from a previous project (PAUET). ESMPs will be developed to guide the implementation of mitigation measures at selected sites. Safeguard aspects are led by the DPFI which has an operational civil works specialist and as well a part time environmental specialist. The education team has hired a dedicated environmental and social specialist that follows E&S aspects closely. This safeguard specialist is responsible for ensuring proper implementation, documentation, follow up and reporting of the mitigation measures (screening, execution of specific ESMP, etc.) recommended in the safeguard instruments. They have gained experience in the implementation of mitigation measures and procedures through the preparation of site specific ESMPs which have been reviewed by the Bank and assessed to be compliant. The Ministry of Education has demonstrated clear ownership of the issues related to the management of potential risks and negative impacts during the rehabilitation or construction of classroom under the parent project and is expected to continue with the AF.

Local government and FEFFI (local school management committee) participate in consultations during the preparation of safeguards instruments as well as the implementation of mitigation/compensation measures, and the same arrangement will continue under the AF. Local communities are responsible for contracting and supervising the construction. Enterprises will be responsible for applying the mitigation environmental and social measures proposed by the DPFI in compliance with the site specific ESMPs.

Guidance and good practice measures have been included in the ESMF, such as during construction and consultation, to limit the risks associated with the potential spread of COVID-19.

A Grievance Redress Mechanism has been developed and is operational.

5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.



The safeguard framework documents were prepared through a consultative process involving all stakeholders in the regional and national levels of the education sector. The AF will take place in the same areas of the parent project, except for emergency COVID-19 response, which is national in scope. The preparation of site specific ESMPs undergo targeted consultations in relation to the identification of additional classrooms, siting and screening. Local communities are directly involved in supervising the construction. Consultations take place in Malagasy language and in a format that is easily understandable and accessible to the groups being consulted. The updated ESMF and RPF have been reviewed and approved by the World Bank and have been published in the Country on June 2, 2020 (ESMF) - June 11, 2020 (RPF) and on the World Bank website on June 5, 2020 (ESMF) - June 11, 2020 (RPF).

**B. Disclosure Requirements (N.B. The sections below appear only if corresponding safeguard policy is triggered)**

Environmental Assessment/Audit/Management Plan/Other		
Date of receipt by the Bank	Date of submission for disclosure	For category A projects, date of distributing the Executive Summary of the EA to the Executive Directors

"In country" Disclosure

Resettlement Action Plan/Framework/Policy Process	
Date of receipt by the Bank	Date of submission for disclosure

"In country" Disclosure

**C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting) (N.B. The sections below appear only if corresponding safeguard policy is triggered)**



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Task Team Leader(s):	Rary Adria Rakotoarivony Jeffrey Waite
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