

Ex post evaluation – Madagascar

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Sector: Environmental education / training (41081)
Programme/Project: Environment action plan IV a – environment manuals (2003 65 056)*
Implementing agency: Ministère de l'Education Nationale (MEN – Ministry of National Education)



Ex post evaluation report: 2016

		Plan	Actual
Investment costs	EUR million	1.81	2.02
Counterpart contribution**	EUR million	0.00	0.00
Funding	EUR million	1.81	2.02
of which BMZ budget funds ***	EUR million	1.53	1.72

*) Project in the random sample 2016; **) Wages and other expenses paid out by MEN for operating schools have not been taken into account since they can not be allocated. WWF contributions are accounted for under "Financing"; ***) incl. 0.19 EUR million in residual funds from the previous phase.

Summary: The programme designed and implemented in cooperation with WWF for providing environmental education and awareness was built on the previous programme "environment manuals". This programme was continued from 2003 to 2010 and complemented with the component "environment magazine" comprising the following focal points: **a) Environment manuals "Ny Voaary":** training of around 26,000 teachers at approximately 8,000 secondary schools in 48 of 115 school districts by over 700 WWF-taught trainers (partly financed by the FC); **b) Environment magazine "Vintsy":** Editing, print and sale at national level (as of 2003) of the magazine which has been published since 1991 with the support of WWF, establishment and maintenance of a website on environmental issues, development of a business plan and advice provided to environment clubs.

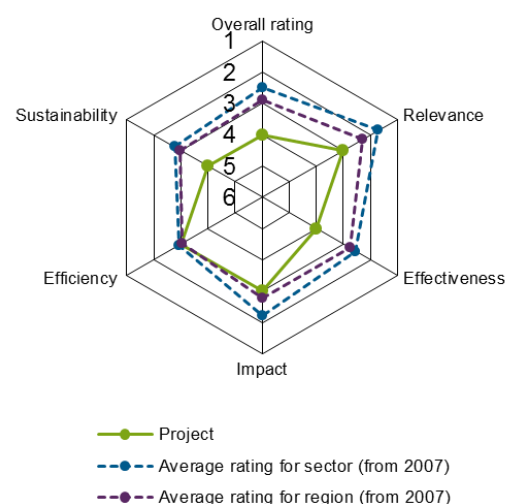
Development objectives: Informing and making primarily young users and readers of the environment manual or magazine aware of environment-related relations (outcome), whereby it was aimed to positively influence their attitude towards the environment and the preservation of natural resources (impact).

Target group: Primarily the pupils and teachers in the secondary schools concerned and the readers of "Vintsy" through which, according to current data from WWF, approximately 730 environment clubs have been formed.

Overall rating: 4

Rationale: The general positive outcomes could not be maintained due to systemic shortages in the Madagascan education sector. The establishment of environmental aspects in Madagascar's education system was formally promoted by using the environment manuals and providing teachers with further training. However, only a small number of manuals can be located, while these ones are still in use. Moreover, of the instructors and teachers provided with education and training, approximately only 30% are still teaching after between 6 and 10 years of taking part in the courses. The environment magazine "Vintsy" is published 3-4 times per year, with a print run of around 16,000 copies, distributed (albeit not extensively) and read by a considerably larger, mostly young audience. Upon inspection, the number of "Vintsy" environment clubs in the country has increased from 66 to approximately 730 (with around 200,000 often very differentially active members).

Highlights: Given the overall unfavourable conditions in the sector, a more long-term perspective and systematic involvement would have been appropriate. At least for the medium term, environmental education will – much like the education sector in Madagascar overall – remain equally dependent on substantial donations from external sources, as the publication and distribution of the environment magazine by WWF.



Rating according to DAC criteria

Overall rating: 4

Relevance

After the coup in Madagascar at the end of 2008, the state structures must be considered fragile and functional within a limited capacity. The extensive withdrawal of donor support (primarily budget aid) as a consequence of the political crisis has tended to aggravate the situation. Amongst other things, this affects the education¹, health and transport sectors, which make do at most with scanty budgets.

The uniqueness of the predominantly endemic fauna and flora of Madagascar cannot be denied, as well as the persistent utilization pressure on natural resources, which already the project appraisal had revealed. This development is not least caused by the mainly poor population which often suffers from chronic deprivation. Their efforts to sustain themselves often go hand in hand with an irregular harvest of timber and firewood, clearing woodland for shifting cultivation with ever shorter fallow periods, scouting for semi-precious stones, poaching etc. The lack of awareness amongst the public of how forest management is linked to the degradation of their own natural source of survival led to the development of the "Plans d'Action Environnementaux/PAE" (National Environmental Action Plan) during the 1990s, which identified **environmental education and communication as one of several lines of actions in the environment sector**. The present programme focused primarily on children and young people of primary and secondary school age, and their teachers as multipliers in 48 selected school districts ("circonscriptions scolaires – CISCO"). Today, the design and effectiveness of the programme according to which an increase in environmental awareness and consequent changes in behaviour and attitudes can be achieved by means of learning contents accompanied by an appealing magazine still appear to be in principle coherent. Understandably, the abovementioned critical development which began in 2008 has not been included in the intervention logic which had been formulated much earlier. From today's point of view, there is no considerable need for adjustment given that the majority of the programme had been implemented before the crisis broke out. In retrospect, it is not clear how foreseeable the high rate of fluctuation in teaching staff during the course of the programme was at the start. From today's view, this phenomenon should have led to the provision of further periodical training campaigns, particularly in the course of the political crisis in 2008. This happened neither in the present programme nor by means of other interventions. The same is true of a periodical republication of the environment manuals, the wear and tear of which definitely could have been foreseen.

The programme, along with its preliminary and follow-up phases, was designed by the Board of Education in cooperation with WWF. As part of the "Politique Nationale d'Education Relative à l'Environnement" (PEE), the programme was embedded into national strategies and complied with the corresponding guidelines. The environment textbooks "Ny Voaary" and the environment magazine "Vintsy" have been officially recognised and recommended by the Board of Education as teaching material since 2002. Likewise, the establishment of environmental clubs at schools is explicitly supported. In and around particularly ecologically valuable natural environments (usually nature reserves), there is also a variety of other initiatives in place - usually supported externally (e.g. by foreign NGOs) - to promote environmental education and communication. Such initiatives are in most cases coordinated neither on a local nor on a national level.

Relevance rating: 3

Effectiveness

The achievement of the defined outcomes from the project appraisal can be summarised as follows:

¹ <http://www.globalpartnership.org/country/madagascar>

Indicator	Target atPA	EPE
1) Teacher training and further education (number of courses, participants and trainers)	38,000 teachers (NB: this is now rather considered as "output" in order to supplement the number of still active teaching staff)	26,000 teachers and 780 trainers trained ² - approx. only 30% of trained teaching staff or trainers are active
2) Frequency of publication, distribution, "Vintsy" magazine sales	4x a year in batches of 30,000 issues, sales > 90%	3-4x a year in batches of approx. 16,000 issues, sales of approx. 85% (33 issues during funding period of 2003-2010)
3) Growth of active Vintsy environment clubs – annually > 5	from 66 at project appraisal to > 140	in accordance with WWF, currently approx. 730 registered
4) Self-financing level of the "Vintsy" magazine	> 60 %	> 30 %
5) Complementarity of "Vintsy" content ó environment textbook	not defined more precisely	generally assumed OK according to data collected

Of the **environment textbooks** which were distributed for the last time 10 years ago, the investigation showed that considerably less than half were found in the schools concerned, but were still in use where they were available. Pupils and teachers alike showed great appreciation for the content and layout of the books in the interviews conducted as part of the above-mentioned investigation. By all accounts, many of the trained trainers (780) and teachers, however, regarded the books as their own personal property and kept them when they were transferred or retired. Apparently, the **training sessions for teachers** mentioned above were also frequently considered to be "project initiatives" with limited commitment rather than events hosted by the Ministry of Education. In 2012, the Ministry of Education developed the PEE, which had been valid until then, into a "Politique Nationale d'Education Relative à l'Environnement et au Développement Durable (PEEDD – National Education Policy on the Environment and Sustainable Development), and in addition worked out - again with support from WWF - lesson plans and guidelines. According to the information available, the PEEDD is being implemented at a sluggish pace, particularly in the countryside, not least because there are hardly any relevant introductory or advanced training events, while teaching materials are in short supply and would need updating, something that has not happened since 2006.

First published in 1991, the **"Vintsy" environment magazine** is now available in its 75th issue and is usually published between three and four times a year. The number of issues originally strived for appeared to be impractical, meaning the number was adjusted to between 15,000 and 16,000, while the original budget of 0.72 million EUR was reduced to 0.38 million EUR. Essential content includes intelligibly drafted and illustrated (natural) scientific articles, columns on topics related to environmental protection in everyday life, on the "Fauna and Flora", didactical teaching guidelines for teaching staff and letters to the editor. Readers may submit suggestions for topics which the editing department at WWF is usually willing to take up, albeit not always immediately. According to surveys, the magazine is, where available (see below), used for group reading (environment clubs, school classes) or is passed around several times. The 32-page magazines are primarily distributed through schools and environment clubs where they are sold at a price equivalent to 0.25 EUR. The magazines are usually delivered by bush taxi and, according to the data collected above, do not reach regions where there are no bush taxis operating (e.g. Sava region in

² A further 14,000 teachers have been trained in environment issues during which they were provided with financial support from the preliminary phase

the North East) or areas that require a journey of more than a day to get to. For surveys taken in the countryside, only 30% of young club members said that they were familiar with the magazine from having looked at it themselves. Since "Vintsy" is also being used in school lessons, advertisements were not included even at the start of the programme, in accordance with the wishes of most of the other readers. However, this is to the detriment of the self-financing level, a figure that lies at approx. 30%. WWF must therefore attempt to acquire new development funds from the WWF network (e.g. WWF Switzerland) or donations (incl. Prince Albert II of Monaco Foundation) in more or less regular intervals.

The level of activity of the currently approx. 730 **environment clubs** varies widely and, according to the survey mentioned above, many clubs are confronted with fluctuating membership numbers and with the challenges of organising their club events and motivating their members. The range of activities usually includes more or less regular visits to nature reserves, information or awareness-raising sessions in schools and communities, the establishment of tree nurseries or organic gardens, the setting up of waste bins as well as cleaning and waste collection campaigns. From what can be drawn from the data available, the exchange between the clubs is limited and takes place primarily in and around the capital city of Antananarivo. In conversations led personally, there appeared to be a considerable amount of interest in exchanging experiences and creating a stronger network.

Effectiveness rating: 4

Efficiency

A multiplier effect was able to be achieved by providing training for approximately 26,000 teachers (see above). In hindsight, the effect cannot be measured exactly due to the lack of data on the length of time teachers were in service and the number of teaching hours, or the size of classes. With an average of four readers of each magazine, the magazine's distribution clearly exceeds the actual circulation volume, although there is considerable limitation on the geographical area covered (see above "effectiveness"). The production efficiency is categorised overall as satisfactory. From the current perspective, it is hardly possible to assess whether there would have been alternative approaches available at the time, for example, via the internet or social media. Other means of distribution have since been developed in some places, mostly as a supplement to "Vintsy" in particular. Given that the availability of mobile networks in many areas of the country is at best poor, the magazine should play a key role over the medium-term in communicating environmental issues. Given the funds available, 48 out of a total 115 school districts (CIS-COs) were selected for training after being classified as a priority (proximity to nature reserves or similar) by the Ministry of Education and the Environment and WWF in consideration of environmental aspects. This decision also appears in hindsight to have been reasonable and appropriate.

In regard to allocation efficiency, it must be noted that – as part of the general limitations applicable to the Madagascan school system – a variety of pupils and teachers by now have gained a greater understanding of environmental concerns thanks to the relevant learning content and the reading of "Vintsy". At least some school leavers have made progress in the meantime towards filling out more significant positions within public life. The data collected from the interviews indicates this frequently. This can be evaluated as a necessary, although to a great extent insufficient contribution towards maintaining Madagascar's unique biological diversity (also in terms of a global good). Limitations result from functional weaknesses in the public education system overall and the meanwhile considerably lower number of still active staff in education and teaching. However this last point does not really come as a surprise given the prevailing circumstances and should rather have demanded the provision of periodical advanced or further trainings over a longer period of time right from the start, as well as the periodical republication of the environment manuals. Overall, allocation efficiency is deemed still satisfactory.

Efficiency rating: 3

Impact

The programme and the underlying continuing involvement of WWF have made a significant contribution towards anchoring and establishing environmental aspects in the Madagascan education system. Structural changes can therefore also be derived, as reflected in the PEEDD set down in 2012 and elsewhere (see "effectiveness"). However, constraints result from the Board of Education's at least limited ability to

assert itself in local school institutions, for example, in running training courses (see above "relevance" and "effectiveness").

Naturally, a higher number of future decision-makers is to be expected from secondary school pupils and young "Vintsy" readers or environment club members. Relevant positive consequences from an environmental perspective, for example political changes or the like, could in our opinion only become evident in the medium term (and may be difficult to attribute). In our view, the situation is similar regarding the behavioural changes that are strived for and which are also difficult to quantify. To what extent or when this might develop into an opposing force to the advancing environmental degradation evident in many places in Madagascar remains to be seen. A point of criticism expressed during the collection of data deserves to be mentioned in this context. Evidently there have been few direct efforts to also actively include the parents' generation in the sensitisation process and to promote their opportunities for engaging with the issue. Repeatedly mentioned in interviews was the discrepancy between the content conveyed in the school lessons and the environment magazine on the one hand, and the reality of life lived by the parents in rural areas, particularly in regard to persistently unsustainable agricultural practices. The conclusion reached by many of those interviewed seems plausible: these kinds of contradictions could, from the view of children and young people, at least affect the credibility of the above-mentioned environmental messages and make them appear out of touch with reality.

In summary, satisfactory developmental impacts can be determined.

Impact rating: 3

Sustainability

To the same extent as the Madagascan education system will not be able to sustain itself through its own means in the medium term, or will only be insufficiently provided with financial and personnel resources from the public budget, this will also hold for the learning content taught on the environment and ecology in schools. From the information available, it must be assumed that in the meantime these contents are conveyed to a much smaller degree than originally expected. For the foreseeable future, the sector will to a great extent be reliant upon donations from third parties, although slight improvements were seen after the financial drought between 2009 and 2013 as a result of an increase in external inflows³. Equally, the foreseeable ruling conditions will mean that the publication and distribution of the environment magazine "Vintsy" will have to be supported by donations and external development funds. WWF has so far been successful in raising these funds.

Overall, the level of sustainability today can no longer be regarded as satisfactory.

Sustainability rating: 4

³As a result, the annual donations provided by the Global Partnership for Education of approximately USD 11 million (2012) rose to approximately USD 17 million (2015)

<http://www.globalpartnership.org/country/madagascar>

Notes on the methods used to evaluate project success (project rating)

Projects (and programmes) are evaluated on a six-point scale, the criteria being **relevance, effectiveness, efficiency** and **overarching developmental impact**. The ratings are also used to arrive at a **final assessment** of a project's overall developmental efficacy. The scale is as follows:

Level 1	Very good result that clearly exceeds expectations
Level 2	Good result, fully in line with expectations and without any significant shortcomings
Level 3	Satisfactory result – project falls short of expectations but the positive results dominate
Level 4	Unsatisfactory result – significantly below expectations, with negative results dominating despite discernible positive results
Level 5	Clearly inadequate result – despite some positive partial results, the negative results clearly dominate
Level 6	The project has no impact or the situation has actually deteriorated

Rating levels 1-3 denote a positive assessment or successful project while rating levels 4-6 denote a negative assessment.

Sustainability is evaluated according to the following four-point scale:

Sustainability level 1 (very good sustainability): The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability): The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected).

Sustainability level 3 (satisfactory sustainability): The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability): The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and is very unlikely to improve. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.

The **overall rating** on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. Rating levels 1-3 of the overall rating denote a "successful" project while rating levels 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("overarching developmental impact") and the sustainability are rated at least "satisfactory" (level 3).