

Motivation

Madagascar had low school enrollment rates: only 60% of the urban children and 12% of the rural children complete primary school (World Bank, 2002). To improve the enrollment and completion rates as well as the quality of education, the Government had substantially increased investments in the education sector in recent years. It committed itself to the Education For All initiative and started to fully subsidize the tuition fees through the so-called “caisse école,” and to provide school kits for all students in public primary schools. The Government also raised the districts’ budgets for school material and started distributing free textbooks to schools.

Objectives

This PETS investigated the different resource flows in the financing of the public primary education sector.

Main findings

There is low financial capacity and accountability at the decentralized levels: (1) a large number of schools do not receive the money or equipment they are entitled to; (2) there are reports of surpluses and leakages for all items investigated in the 2007 tracking survey; (3) bookkeeping at the decentralized levels is limited and capacity is low.

Leakage

-Overall, the ratio of non-received funds to expected funds for the school year 2005-2006 from the Ministry of Education to Cisco and from Cisco to school level equaled 3% and 4% respectively. Leakage of the caisse école is high for some schools: in particular smaller schools and schools in ethnically heterogeneous areas suffered more from leakage in 2005/2006.

-A high 40% of the schools did not receive all the equipment that they were entitled to during the last two school years.

-Schools in poorer and less educated areas seem to suffer more from leakages.

Absenteeism

-13% overall.

-About 13% of teachers are absent because they have left to collect their salary, 16% of teachers are absent due to an official mission. Another quarter is on unauthorized leave. The remainder of the absent teaching staff is ill, on authorized absence, or suspended.

Other findings

-Significant delays in the arrival of the caisse école at school level. In 2005/2006, the majority of schools only received the caisse école by the end of the first semester or at the start of the second semester. In 2006/2007, only 9% of the schools received their caisse école by May 2007.

-Huge delays in the arrival of school kits: 36% of schools only received the school kits by the end of school year 2005-2006.

-In half of the schools that received new manuals in 2005/2006, not all textbooks arrived at school level as stated in the districts’ accounts. Only 13% of the public primary schools received textbooks by May 2007 for the previous school year.

-In 2005/2006, 25% of the Parents-Teachers Association (FRAM) teachers did not receive their allowance from the government in time and in 2006/2007, 44% did not.

Sample

229 schools

Sample design

Stratified random sample:

-For each the 6 biggest regions (out of 22), 2 districts were randomly selected, giving greater (less) weight to districts with more (less) public primary schools and health centers within the district.

-From selected districts, 3 communes were randomly selected giving greater weight to the communes with more schools.

-Within each commune, 3 public primary schools were randomly selected.

Resources monitored

Cash, caisse école, school kits, school equipment, textbooks and salaries.

2 levels:

-district

-facility level

Recommendations

-Simplify accountancy rules and procedures on all resource flows.

-Provide financial training for staff at all decentralized levels.

-Increase transparency and accountability at all levels.

-Encourage regular monitoring at all levels.

Main report

(2007) “Madagascar Service Delivery in the Education and Health Sector: Results of the 2006/2007 Public Expenditure Tracking Survey,” December 31.