

Service Delivery in Public Schools in Madagascar: Results of a Budget Tracking Survey

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1. Introduction

- Millennium Plan: by 2015 children everywhere will be able to complete primary education
 - Situation Madagascar:
 1. low enrollment rates
 - 60% children in urban areas
 - 12% children in rural areas (WB, 2002)
 2. high repetition rates
- ⇒ Government and donors:
- ↑ ↑ investments in the education sector

1. Introduction

- Government: used part of HIPIC/IPPTE funds to pay for the tuition fee of all students in the *public* primary schools
i.e. - 15,000 Fmg/student Tana City
 - 10,000 Fmg/student Rest of the country
 - World Bank: CRESED project contributed same amounts as IPPTE per student for all students in the *public as well as private* primary schools
- ⇒ What is the **effective implementation** and the **impact** of these policies at the local level?

2. Budget Tracking Survey

- Objective: provide detailed information on expenditure allocations and leakages in education
 1. quantify the amount of funds that *do* arrive at the district education level (Cisco)
 2. quantify the amount of funds and material that *should* arrive at the local facility (school) level
 3. quantify the amount of funds and material that *do* arrive at the local facility (school) level

2. Methodology

EDUCATION STRUCTURES BY LEVEL

Level	Education Structure
Center	(i) Ministry of Secondary and Basic Education (MINESEB)
Province (Faritany)	(ii) Interregional Directorate of Secondary and Basic Education (DIRESEB)
District (Fivondronana)	(iii) District Education Office – Circonscription Scolaire (Cisco)
Commune (Firaisana)	(iv) Zone Administrative et Pédagogique (ZAP)
	(v) Public primary school (EPP)
	(vi) Lower secondary school – Collège d'Enseignement Général (CEG)
	(vii) Higher secondary school (Lycée)
Village (Fokontany)	1. Public primary school (EPP) 2. Parents-school partnership association (FAF) 3. Association of parents of students (FRAM)

Source: World Bank Report on District-level Service Delivery in Rural Madagascar, July 2003

2. Methodology

- Post-crisis Survey, November/December 2002

Sampling frame: representative at national level

Two criteria: 1. tarred road; 2. distance to capital

Total: 326 schools (15% urban vs. 85% rural)

- Budget Tracking Survey, School, April/Mai 2003

Total: 185 schools (27% urban vs. 73% rural)

- Budget Tracking Survey, Cisco, April/Mai 2003

Total: 24 Cisco's (>20%)

3. Student Enrollments

- Dramatic increase in enrollment rates: +14%
 - Change in number of students within the year ('drop out rate') is small: -1%
 - More remote schools → higher increase!!
 1. remote areas are poorer (Razafindravonona)
 2. poorer people are more responsive to price changes in schooling costs (Glick et al.)
- ⇒ Reduction of schooling costs
= EFFECTIVE PRO-POOR POLICY!!

4. Teachers

- Total number of teachers increased only slightly
 - Remarkable shift in employers:
 - government ↓
 - FRAM & Cisco ↑
- ⇒ student-teacher ratio ↑↑↑ by around 15% in public schools; back to the level of the middle of the '90s; **problematic lack of teachers!!**

5. Budgets and Leakages

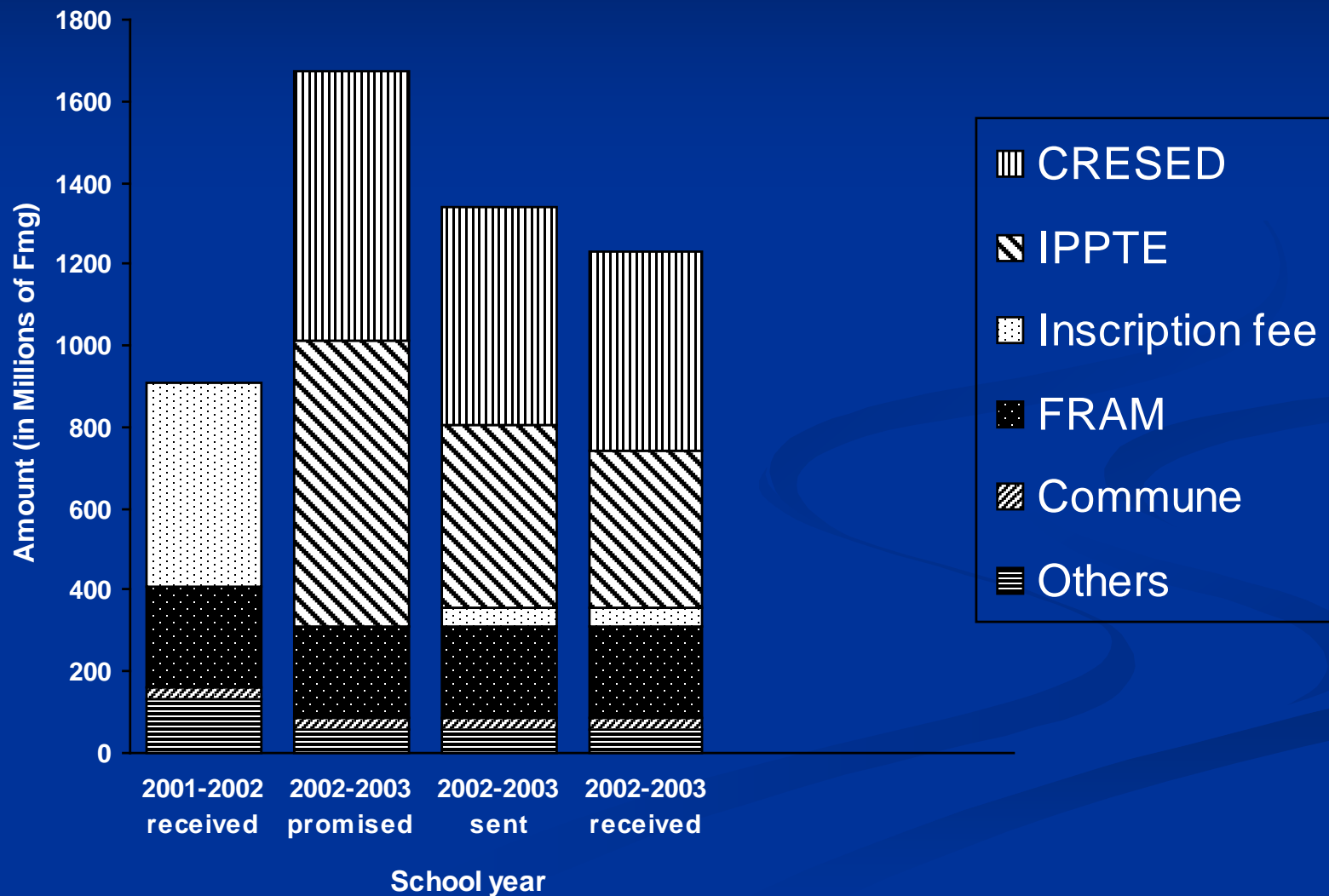
% of EPP that received money or material from different donors 2002-2003

DONOR	CASH	IN-KIND & MATERIAL
IPPTE	90	0
CRESED	67	99 (books)
FRAM	65	0
Commune	13	0
MINESEB – Cisco	0	90
SEECALINE	8	9
WWF	0	20 (books)
FID	0	6
Other donors	5	33

⇒ Main *cash* donors: IPPTE/CRESED/FRAM

⇒ Main *material* donors: Cisco/CRESED

5. Budgets and Leakages



5.2. Contribution of IPPTE

% of the EPP that asked for a tuition fee

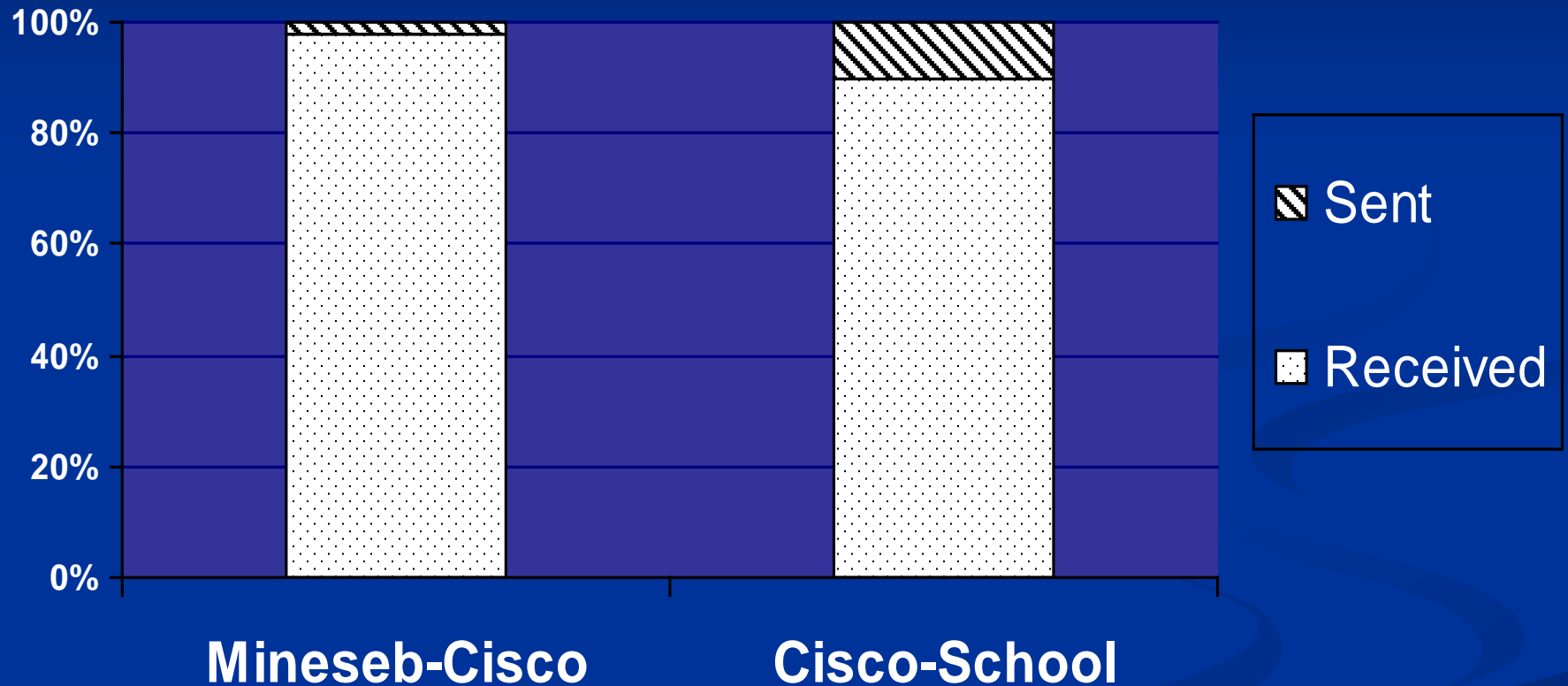
Province	School year 2001-2002 (whole sample)	School year 2001-2002 (panel schools)	School year 2002-2003 (panel schools)
Antananarivo	98	97	72
Fianarantsoa	98	97	67
Toamasina	98	97	37
Mahajanga	100	100	50
Toliara	98	100	47
Antsiranana	100	100	20
Madagascar	99	98	49

5.2. Contribution of IPPTE

Contribution of the IPPTE this school year

Province	by mid- November 2002 (whole sample)	by mid- November 2002 (panel schools)	by April/Mai 2003 (panel schools)	Allocation per student – Mean (Fmg)	Allocation per student – Median (Fmg)
Antananarivo	80	81	94	6,986	7,869
Fianarantsoa	20	20	100	8,649	9,621
Toamasina	36	45	87	7,952	9,681
Mahajanga	31	41	77	10,194	10,000
Toliara	45	31	100	6,723	7,657
Antsiranana	28	32	77	9,645	10,000
Madagascar	41	43	90	8,233	9,588

5.2. Contribution of IPPTE



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Leakage of the IPPTE funds

Province	% of schools with leakage	Difference - Mean	Difference – Median
Antananarivo	6	8	8
Fianarantsoa	30	20	26
Toamasina	13	59	68
Mahajanga	17	48	41
Toliara	50	38	34
Antsiranana	10	83	91
Madagascar	21	39	32

5.3. Contribution of CRESED

- Lack of communication leads to uncertainty
- Only 26% of the schools posted the received funds and its utilization in a public place
- Disbursement of CRESED funds is slow
- Almost all schools (96%) received on average one book per student during this school year
- 92% of the total CRESED budget that was reported to be distributed, made it to the schools!!!

5.3. Contribution of CRESED

Contribution of CRESED this school year

Province	% of schools with delay/leakage	Difference - Mean	Difference - Median
Antananarivo	8	10	1
Fianarantsoa	33	24	26
Toamasina	68	70	69
Mahajanga	0	-	-
Toliara	69	83	100
Antsiranana	7	23	23
Madagascar	29	57	56

5.3. Contribution of CRESED

% of EPP that received a contribution from CRESED (2002-2003) and the mean and median allocation per student

Province	Received by April/Mai 2003 (panel schools)	Allocation per student* – Mean (Fmg)	Allocation per student* – Median (Fmg)
Antananarivo C.	100	12,334	12,429
Antananarivo R.	100	9,988	10,000
Fianarantsoa	100	10,311	9,968
Toamasina	50	7,486	8,581
Mahajanga	73	10,022	10,000
Toliara	23	9,556	8,592
Antsiranana	47	11,103	10,000
Madagascar	67	10,067	10,000

5.4. Other contributions

- Spillover: the number of schools that required a contribution to the FRAM ↓↓
- Contribution of the Communes to primary education is small
- FID appears only to be a small contributor
- 65% of the EPP got a contribution (money or material) from another source 2002/2003
- WWF and SEECALINE biggest alternative donors; WWF i.e. for books concerning the environment

6. Contributions in-kind

- Cisco's are *not demand-driven*
- Cisco's are *slow* in delivering materials
- Higher leakage for the contribution in material than in cash; 55% discrepancy; 28% direct leakage; rest difference in type of material reported
- Indirect leakage through a lack of transparency and through a practice of reporting higher invoice prices

6. Contributions in-kind

Leakage of material between Cisco's and schools

	Cisco stated to have sent more than schools declared (% schools)	Discrepancy in accounting between Cisco and schools (% schools)
Antananarivo	41	59
Fianarantsoa	43	87
Toamasina	0	0
Mahajanga	10	53
Toliara	53	77
Antsiranana	29	54
Madagascar	28	55

Direct leakage: Column 1

Direct + Indirect leakage: Column 2

7. Conclusions

1. **VERY LOW** DIRECT CASH LEAKAGES as
 - 90% of the IPPTE amount made it to school
 - 92% of the CRESED amount made it to school
2. **HIGHER** DIRECT MATERIAL LEAKAGES as
 - 28% of the schools stated material leakage
3. **HIGH** INDIRECT LEAKAGES!!!
 - high invoice prices/lack of transparency etc.

7. Recommendations

- Improve and simplify the accounting system
- Improve communication and information pass-through
- Provide additional training for personnel of Cisco's and schools, boost the capacity and improve the EMIS
- Increase inspections and monitoring at all levels
- Speed up the budget execution at Cisco level
- Require Cisco's to become more client-driven
- Hire more teachers and attract them to remote areas
- Continue the system of free education