

Motivation

Although the Rwandan government increased its budgetary allocation to the education sector, indicators continued to remain stagnant. This study assesses the roles of parents, donors, NGOs, and other stakeholders, in managing and improving services in primary education. It draws on previous studies, but at the request of Rwandan authorities, interested in assessing nature and quality of service delivery, extends beyond the flows of public spending aspects to assess the welfare effects of public service delivery, exploiting the combination of the PETS and CWIQ (Core Welfare Indicators Questionnaire) surveys.

Objectives

A PETS was therefore implemented to track expenditures for social services. The objective was twofold: to identify delays and leakages of budget transfers in order to improve the effectiveness of budget spending and to demonstrate surveillance and control of the expenditures to the civil society and external donors.

Main findings

Budgetary flows to the facilities are limited to the salaries of staff; very limited funding of the central government for primary education forcing facilities to rely on fees for services to cover operation and maintenance costs. The provision of supplies to education facilities is uncoordinated. While the processes for the release of operational funds to the provincial/regional education offices are systematic, the actual releases were irregular and often delayed. There were no systems and requirements for accountability for the budgetary resources provided to regional/provincial and district education offices (District offices accounts are credited at the discretion of the regional offices).

Leakage

Though there are no firm estimates, some evidence of leakage between regions and districts is observed. Except for staff salaries, recurrent expenditures in education do not reach schools.

In 1998 and 1999 budgets, a lump sum of RWF 5 million was allocated to each provincial office, regardless of the number of schools, pupils and district offices within the jurisdiction or the requests for additional resources by facilities as a result of increasing enrollments in the provinces; the equal lump sum was viewed as a disincentive to the formulation of a budget at the provincial/district level.

Ghost workers

Teachers regularly received their salaries through the banking system but there was a problem about establishing the actual number of teachers and non-teaching staff. In 1999, a census of civil servants including teachers led to the removal of over 6,000 presumably ghost teachers from the payroll. Some of these ghosts, however, were non-teaching staff or temporary/substitute teachers.

Other findings

Deficiencies in education facilities, including inadequate numbers of classrooms in many districts leading to overcrowding and denial of access. Sloppy bookkeeping and poor financial management at regional, district and facility levels. Lack of monitoring and supervision from the central authorities contribute to these poor practices. No written guidelines on how funds should be managed at the regional, district or facility level, and no formal requirement for accountability on the utilization of funds. Delays in budget execution at the central level and in transfers between regions and districts are observed. Delays were largely attributed to the application of the cash budgeting system in the MOF and cash constraints of the government.

Sample

- 12 Provincial Education Offices (out of 12)
- 151 District Education Offices (DEOs) (out of 154)
- 390 primary schools (out of 2100)

Sample design

All administrative units (provincial and district levels offices) were visited. 400 primary schools were stratified random sampling method. 43 and 357 schools were sampled in urban and rural areas respectively, with probability proportional to the number of schools in the area. For the urban area, 9 of 43 schools were sampled from Kigali.

Resources monitored

- Recurrent expenditures (cash, in kind contribution and equipments)
- Data for 1998 and 1999
- 5 units (Central government, provincial, districts, facilities and users)

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Main report

(2003) "Public Expenditure Performance In Rwanda: Evidence from a PETS in the Health and Education Sectors," Africa Region Working Paper Series No. 45, March.