



# CORRUPTION RISK ASSESSMENT OF THE EDUCATION SECTOR IN RWANDA

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# OUTLINE



**Introduction**



**Methodology**



**Findings**



**Recommendations**

A stack of several books is shown, with a spotlight effect highlighting the top book. The books have various colored covers, including black, red, and blue. The background is a dark blue fabric on the left and a dark wood surface on the right.

# INTRODUCTION

# Background on the Rwandan Education Sector

## Fundamental Right

Education is compulsory and free in public schools (Article 20, Constitution of Rwanda 2003, revised 2015).

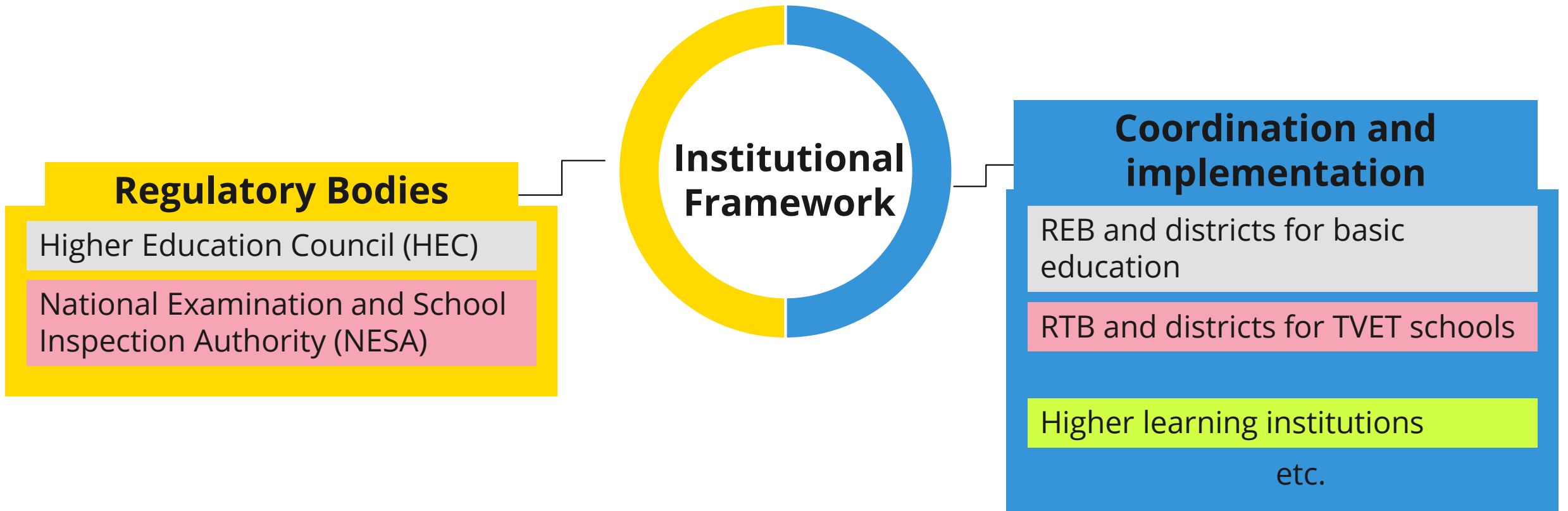
The basic education program for all known as the nine years education program was developed by MINEDUC in 2003. In 2012, this program was expanded from nine years of basic education to 12 years of basic education.

Significant increase in primary enrollment over the past 15 years due to policy development and strategies like school construction, teacher recruitment, and promotion of girls' education.

Growth in Enrollment

Rwanda is one of the top performing countries in sub-Saharan Africa in education, with a net enrolment rate of 97.7% (MINEDUC, 2016)

# Background on the Rwandan Education Sector



# Background on the Rwandan Education Sector

## Legal Framework and Policies

Various policies supporting education quality and access (Education Sector Strategic Plans, Girls Education Policy, Special Needs Education Policy, etc.)

Efforts to improve education quality through clear policies and guidelines (National student admission policy, Academic appointment procedures, etc.).

Laws promoting inclusive education for people with disabilities (Law n° 010/2021, Law no 02/2011/OL).

**Inclusive Education**

**Commitment to Quality**

**Government Initiatives**



## TI-RW experience in education sector

In partnership with Results for Development (R4D), two projects were implemented from 2011 to 2013 and from 2013 to 2015, providing evidence of the challenges undermining the achievement of quality education in general and education for all in particular.

From 2013 to 2015, TI-RW also implemented a DFID-supported project dubbed “Innovation for Education (IFE)” with the main purpose of improving the quality of education at primary and secondary levels in Rwanda through community engagement in the management of school resources.

During the African TI chapters regional meeting in Abuja in May 2016 and the last regional meeting in Maputo in July 2017, TI chapters commissioned TI-RW to lead the African region education network.

# ISDA PROJECT (2023 – 2026)



The project responds to a core development challenge linked to the impact of corruption and impunity on access to education and healthcare services for groups at risk of discrimination, particularly women and girls in Africa.



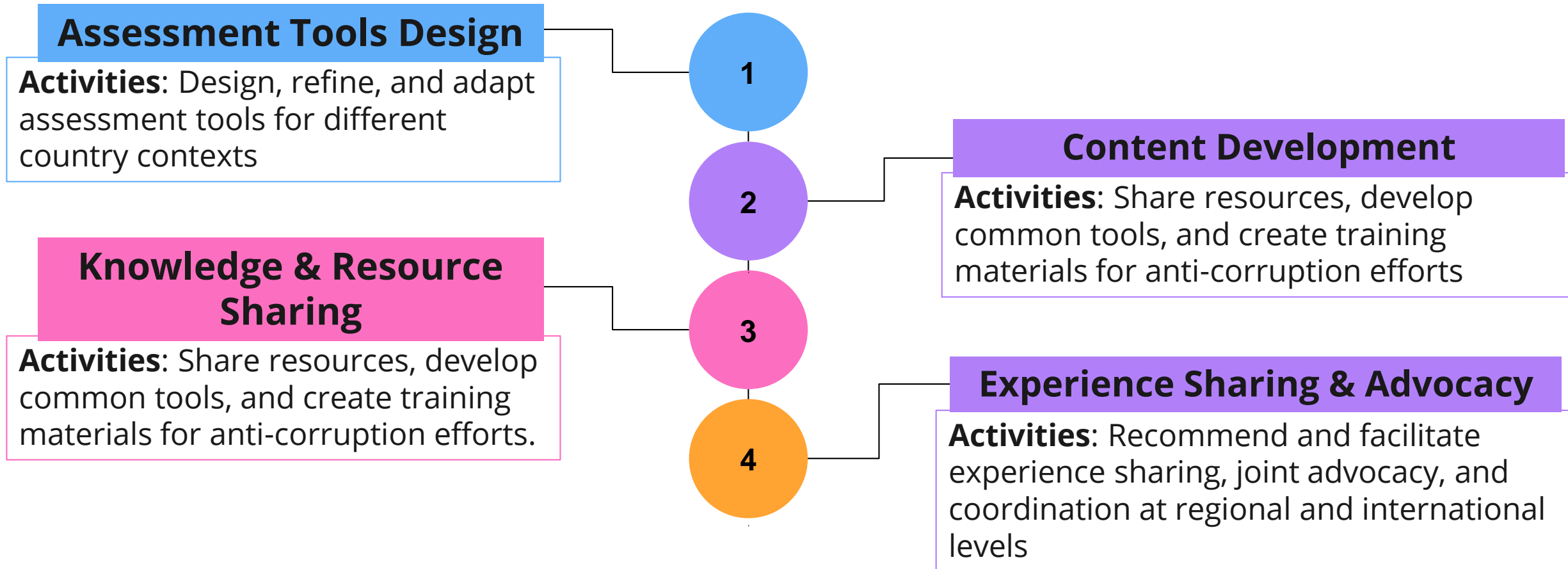
Transparency International (TI), with the support from Global Affairs Canada, is implementing this four-year regional project in five African countries: Democratic Republic of Congo (DRC), Ghana, Madagascar, Rwanda, and Zimbabwe.



Corruption undermines the quality and quantity of public services, fuels inequalities in access to basic services and reduces the resources available for women and groups at risk of discrimination who are more reliant on public services, resulting in heightened poverty for those most marginalised.

# TI Rwanda's Technical Expertise on Education in the ISDA Project

TI Rwanda's Role: Leveraging expertise to support education sector interventions across the region. Key Areas of Support are:



# ABOUT CORRUPTION RISK ASSESSMENT



This corruption risk assessment aims to evaluate the corruption risk in the education sector in Rwanda, as well as to examine how corruption may prevent women, girls, and other vulnerable groups from accessing education services.



Utilizing literature and primary data from focus group discussions, five areas with sixteen decision points that are typically susceptible to corruption were selected to assess whether there is a risk of corruption.

**Corruption risk score was measured through likelihood and impact whereby:**

**Likelihood** (1-5) stands for chances that the risk will take place, with score ranging from 1 to 5 (1=low risk and 5=high risk)

**Impact** (1-5) represents the expected effect on the foreseen result, with the score ranging from 1 to 5 (1=low impact, 5=high impact)

# METHODOLOGY

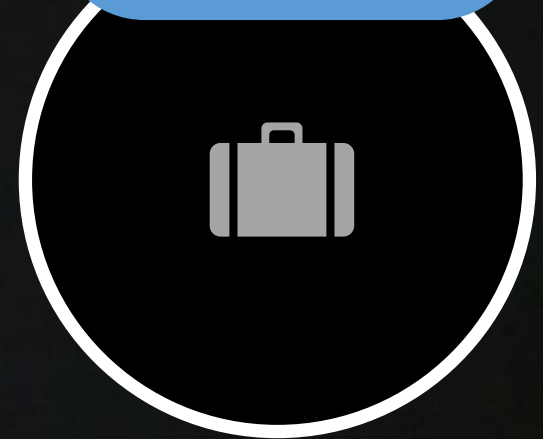
A stack of several books is held by a hand in a dark blue suit jacket. The books have various colored covers, including black, red, and blue. The word 'METHODOLOGY' is written in large, bold, white capital letters across the center of the stack. The background is a dark wood panel.

# METHODOLOGY



**STUDY  
APPROACH**

**QUALITATIVE  
APPROACH**





# METHODOLOGY

## METHODS:

### LITERATURE REVIEW

01

**The literature review:** Included existing education policies, the legal framework, government's reports and different research works related to the service delivery in education sector. An emphasis was put on reviewing the extent to which anti-corruption commitments are enforced in key educational instruments in Rwanda

02

### KEY INFORMANT INTERVIEWS

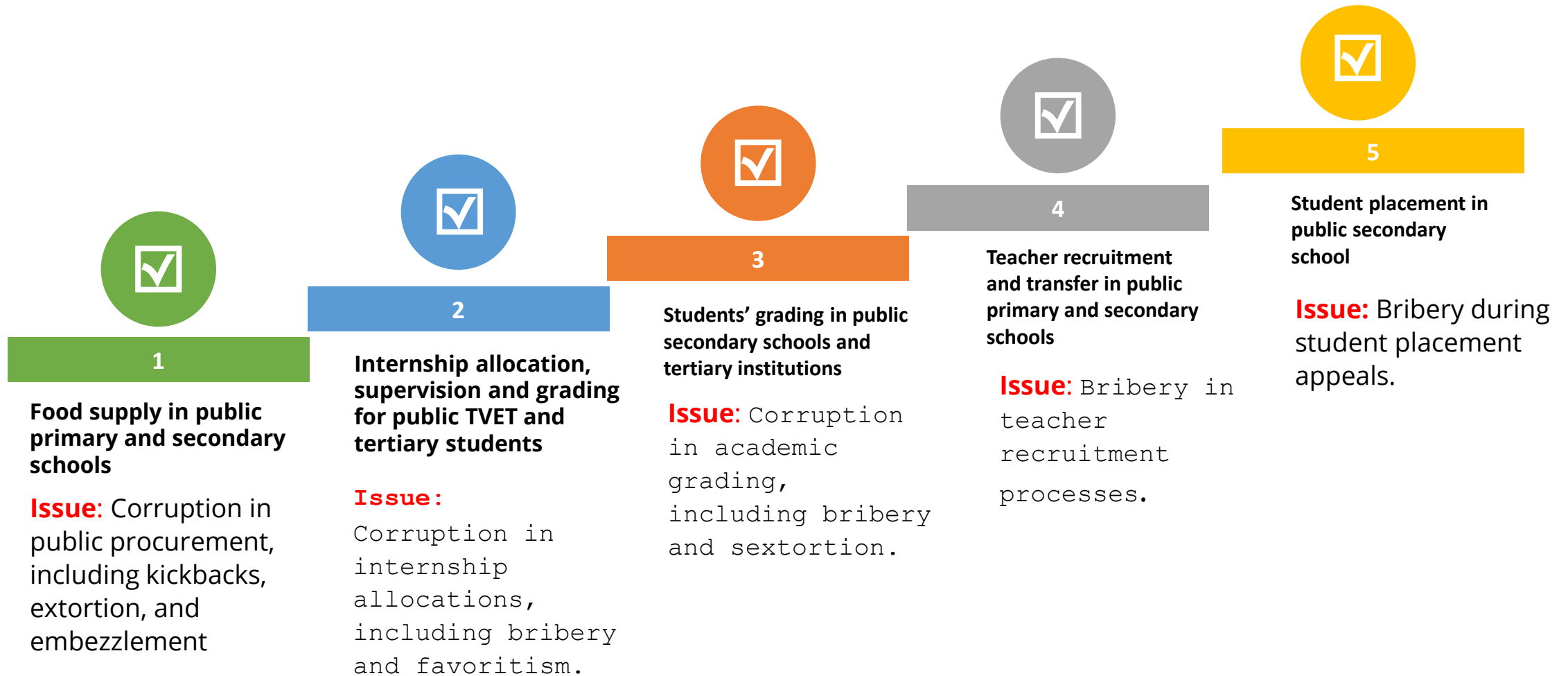
In this study, KIIs involved key stakeholders who, in one way or the other, were connected with service delivery in education including both service users and service providers.

03

### FOCUS GROUPS

FGDs were used to collect information from various stakeholders in basic education (parents, suppliers, teachers, head teachers, schools 'administrative and local government staff), including on their experience and perception on the likelihood and impact of corruption risks.

# SELECTION OF AREAS OF FOCUS



# SAMPLE SIZE

## Western

**39.38%**

Rubavu: 42  
Rusizi: 34

## Northern

**21.24%**

Musanze: 41

## Eastern

**17.62%**

Kayonza: 34

## Southern

**21.76%**

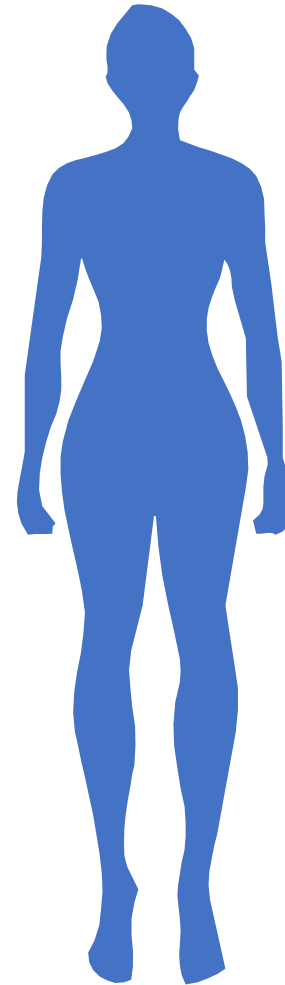
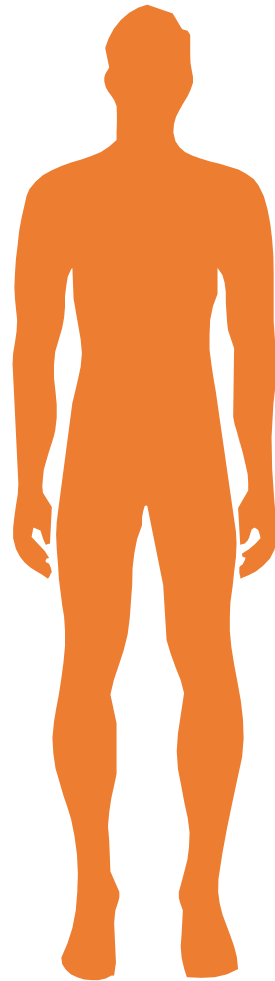
Huye: 42

Total of  
Respondents:

**193**

# DEMOGRAPHIC INFORMATION

**51.8%**  
**MEN**



**48.2%**  
**WOMEN**



TOTAL  
PARTICIPANTS:

**193**

# CATEGORY OF PARTICIPANTS IN FGDS IN THE SELECTED DISTRICTS

## PRIORITY AREAS

Supply of Food Items in public primary and secondary schools



Internship allocation, supervision and grading for public TVET and tertiary school's students



Students grading in public secondary and tertiary schools



Recruitment and transfer of teachers in public secondary and primary schools



Student placement in public secondary schools



## TARGETED RESPONDENTS



- ❖ Food suppliers in primary and secondary schools
- ❖ School teachers and administrative personnel



- ❖ Interns from TVET and tertiary schools
- ❖ TVET/ Tertiary schools' teachers and administrative personnel



- ❖ Students in public secondary and tertiary schools
- ❖ School teachers and administrative personnel in secondary and tertiary schools



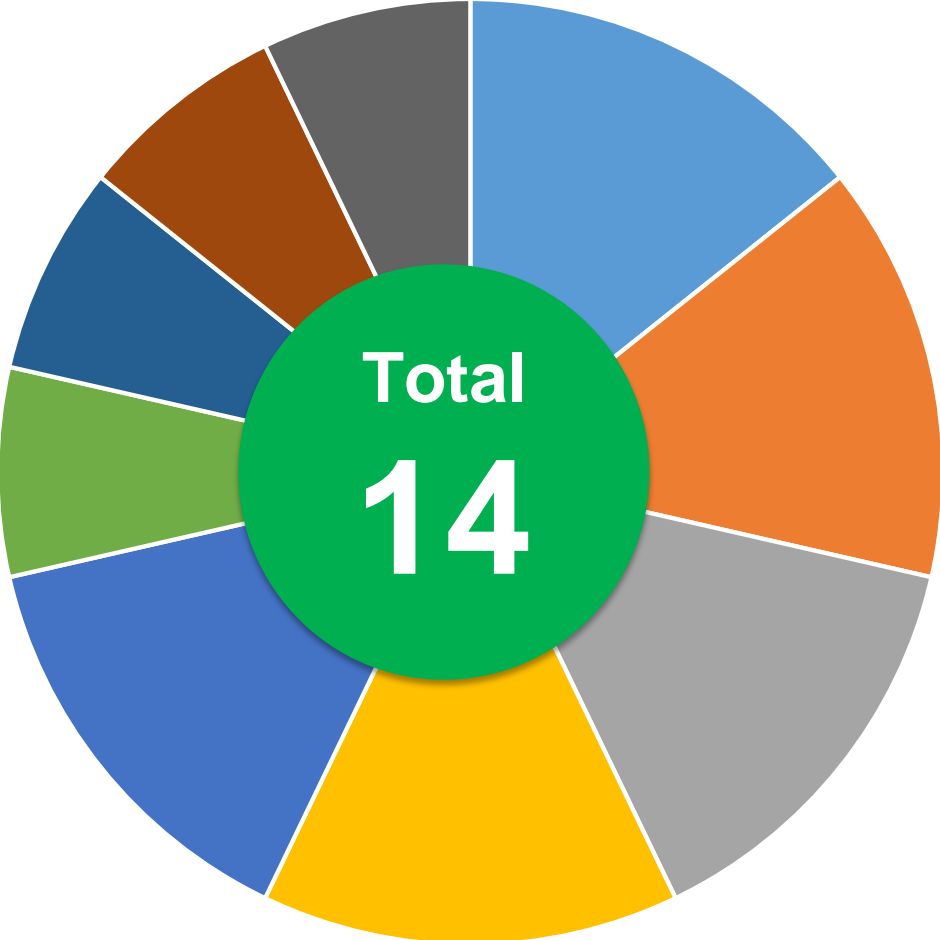
- ❖ School teachers and administrative personnel from secondary and primary schools
- ❖ School managers from secondary and primary schools



- ❖ Students from public secondary schools
- ❖ Teachers and administrative staff from secondary schools
- ❖ School managers from secondary schools

# KEY INFORMANT INTERVIEWS AT NATIONAL LEVELS

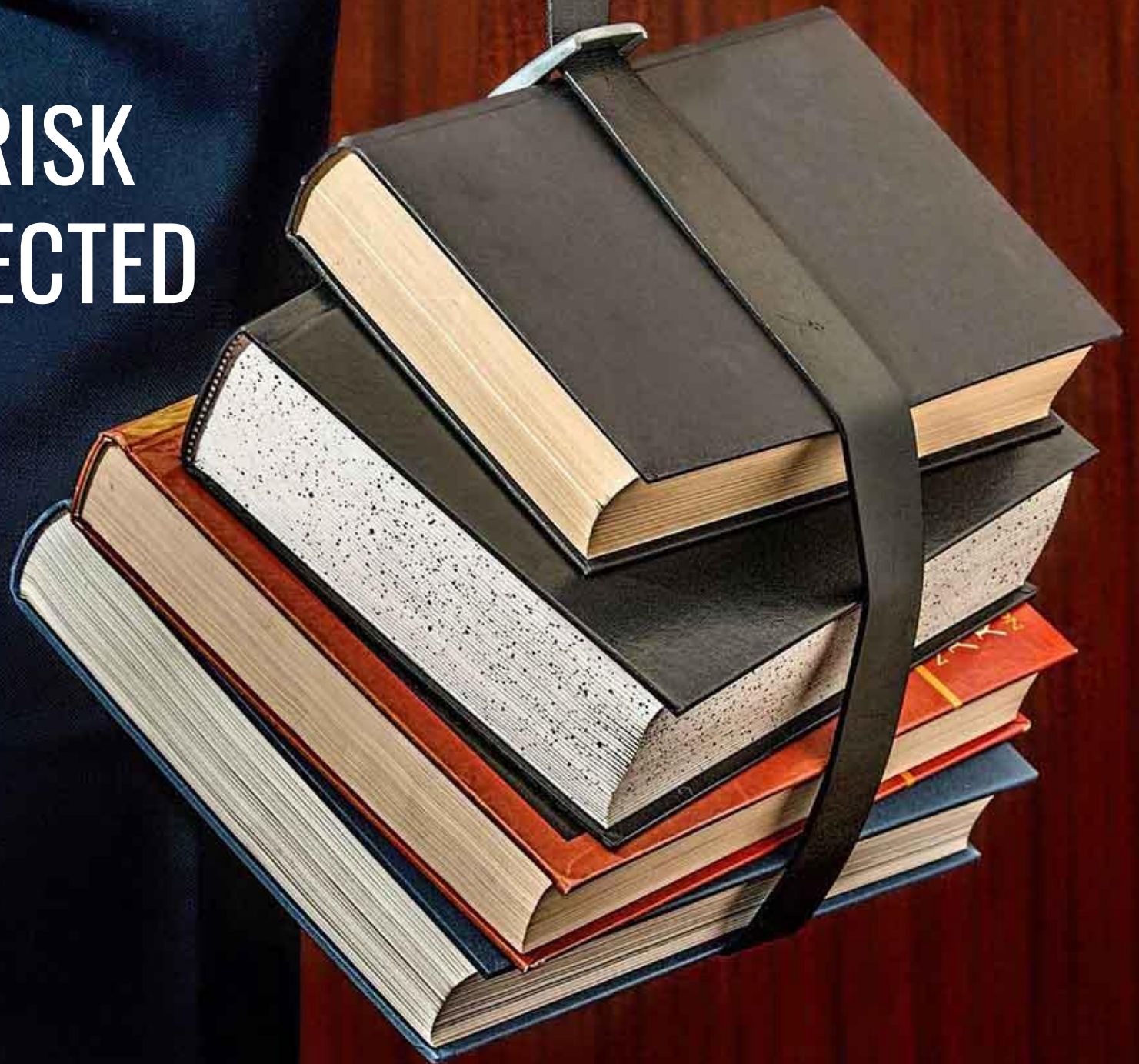
- Ministry of Education: 2
- NESA: 2
- REB: 2
- RTB: 2
- HEC: 2
- RPPA: 1
- Office of Ombudsperson: 1
- Office of Auditor General: 1
- PSF: 1





# FINDINGS

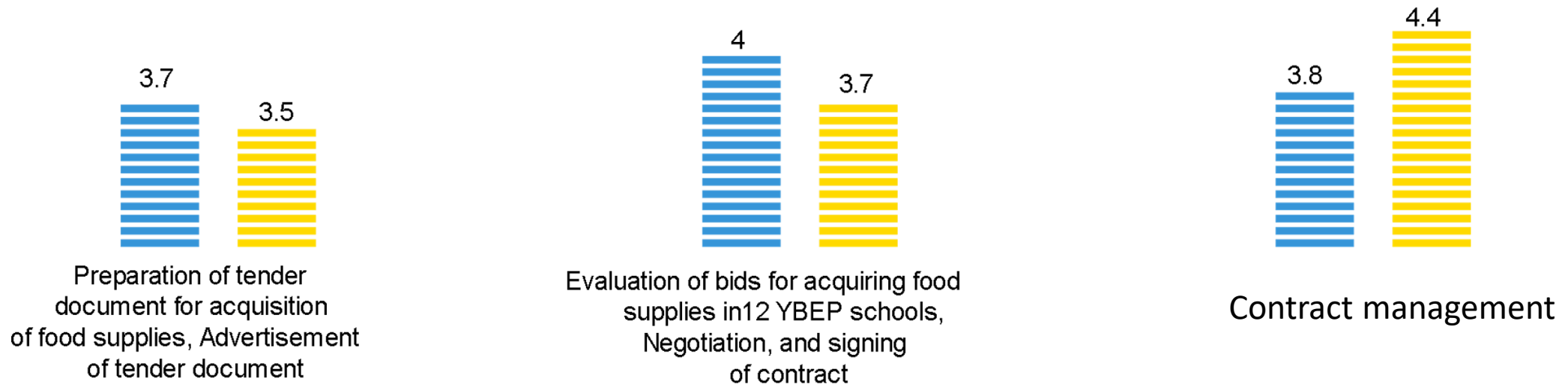
# CORRUPTION RISK SCORE BY SELECTED AREAS



## SUPPLY OF FOOD TO PUBLIC PRIMARY AND SECONDARY SCHOOLS.

# Respondent category

● Service Seekers ● Service Providers



## SUPPLY OF FOOD TO PUBLIC PRIMARY AND SECONDARY SCHOOLS.

### Contract management in food supply in 12 YBE schools:



"Most of the time, after supplying foodstuff, we (suppliers) are demanded to pay bribes to school administrators so that they can speed up payment. We give them what they need because in some cases we need money back to pay loans in banks. When you refuse to pay bribes and report to the sector level, schools make sure you never win a tender again. It happened to me and I never won tenders in the seven schools that I reported. After paying me, my dossiers are automatically eliminated when I dare to compete for tenders in those schools. There are also other schools that do not pay me but instead pay other suppliers who came later and no explanation for why they do not pay me."



A supplier in Rubavu District



## SUPPLY OF FOOD TO PUBLIC PRIMARY AND SECONDARY SCHOOLS.



“ There is corruption in all steps of procurement in schools especially in school feeding programs and procurement of schools’ materials and consumables. Sometimes head teachers or members of the procurement committee reveal crucial tender information to some bidders and oblige them to surrender at least 25% of their profit to those who help them win tenders. There are also many cases where real costs of materials are increased in a bid to have a remainder collected from suppliers. As a signatory, I was once obliged to sign that the ball cost Frw 50,000 while I knew the supplier only had to receive half of it and he had to provide an invoice of Frw 50,000.”



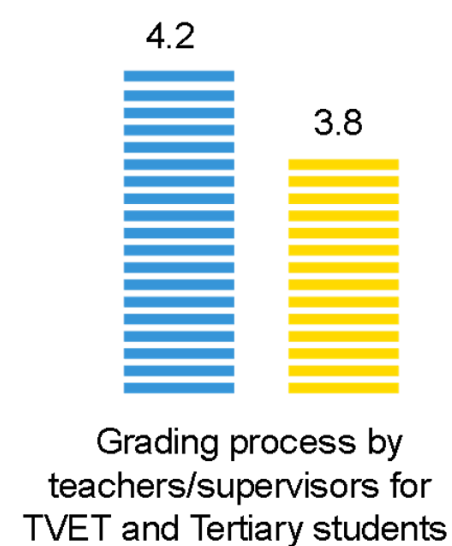
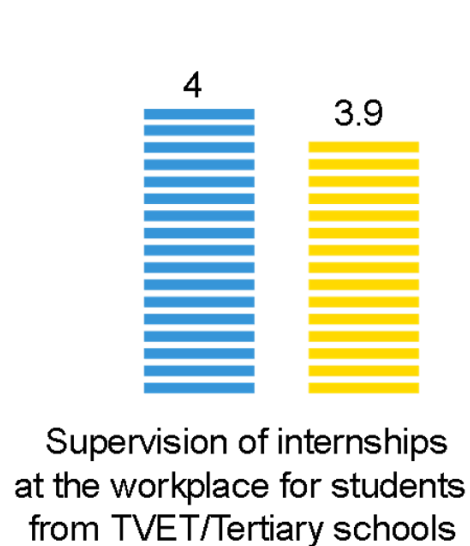
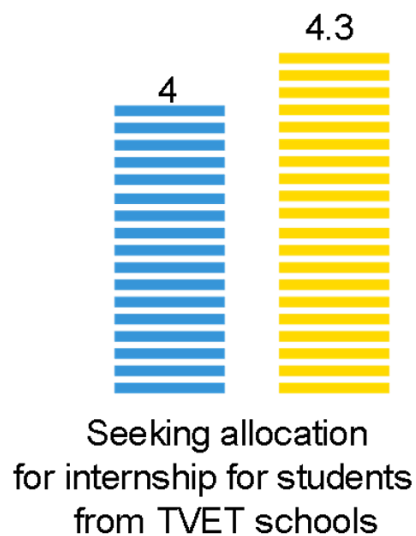
**A female teacher in Musanze District**



# INTERNSHIP ALLOCATION , SUPERVISION AND GRADING FOR PUBLIC TVET AND TERTIARY STUDENTS.

## Respondent category

● Service Seekers ● Service Providers



## INTERNSHIP ALLOCATION , SUPERVISION AND GRADING FOR PUBLIC TVET AND TERTIARY STUDENTS.



“ During my internship in secondary school, my supervisor, who was also the boss, made inappropriate advances towards me. He expressed his affection and offered me privileges that weren't extended to other colleagues. On one Saturday, when everyone else was off, he summoned me to the office and asked for a sexual encounter, promising favourable evaluations in return. I declined, but upon returning to work on Monday, he began mistreating me, assigning challenging tasks that made it difficult to complete my internship. When I sought another internship opportunity, a leader at the new company also propositioned me for sex, and I refused once again.”



**A student from a polytechnic college.**



## INTERNSHIP ALLOCATION , SUPERVISION AND GRADING FOR PUBLIC TVET AND TERTIARY STUDENTS.



“We do not tolerate cases of corruption. We recently dismissed two lecturers accused of corruption in changing students' grades. One of those lecturers' voices had been recorded while requesting bribes. But we were surprised to hear that he went to court and the Judge said that we had no rights to collect evidence by recording him.”



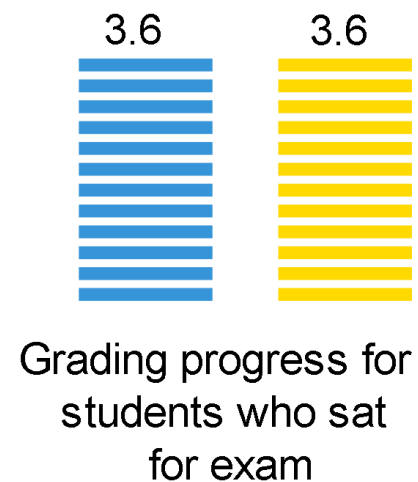
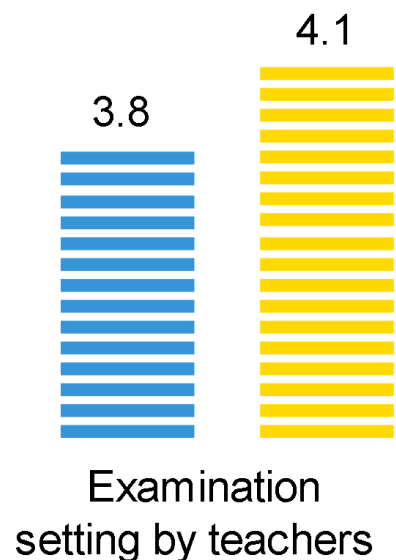
A TVET principal



## STUDENTS' GRADING IN PUBLIC SECONDARY AND TERTIARY INSTITUTIONS

# Respondent category

● Service Seekers ● Service Providers



## STUDENTS' GRADING IN PUBLIC SECONDARY AND TERTIARY INSTITUTIONS



“ I know a young orphan lady who is very intelligent in class but one of her teachers made her repeat a year after denying to have sexual intercourse with him. The cases of gender-based corruption are increasing in schools. Because I knew that case where the lady repeated, when my daughter reported to me that one of her teachers wanted to induce her in sex in exchange with marks, I decided to take her to another school in Musanze where I have to pay RWF 155,000 per trimester while I used to pay only 89,000 in the old school in Nyanza. I did this because my daughter told me that the teacher had already started harassing her.”



**A parent of a gender-based corruption (sextortion) victim in Kamonyi**



## STUDENTS' GRADING IN PUBLIC SECONDARY AND TERTIARY INSTITUTIONS



“ There are cases of sextortion where teachers give marks to students in exchange for sex. This almost happens for students who get evening or weekend coaching. Instead of teaching them, some teachers have sexual relations with students and give them marks in normal classes.”



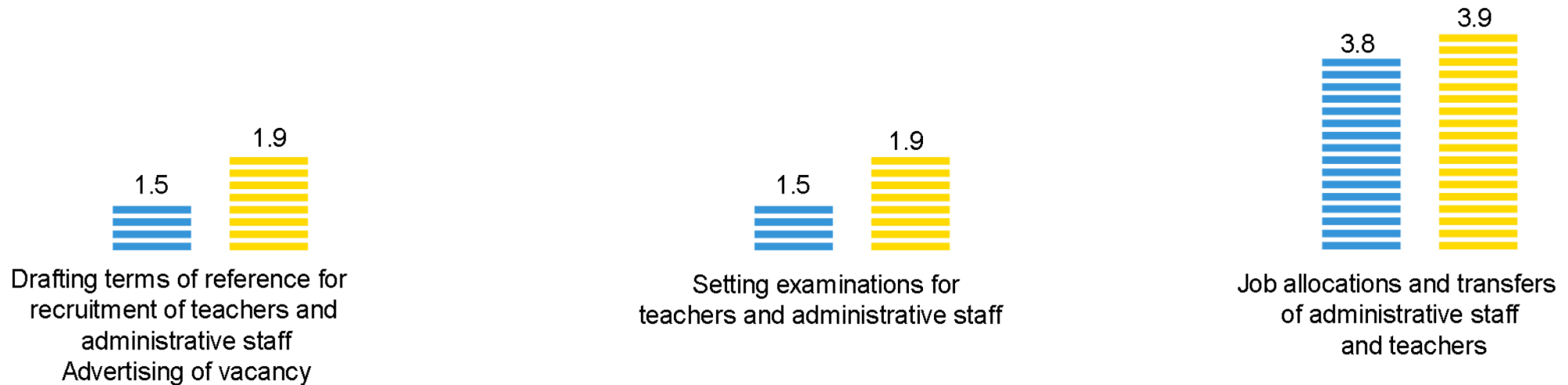
A female teacher in Musanze District



# TEACHER RECRUITMENT AND TRANSFER IN PUBLIC PRIMARY AND SECONDARY SCHOOLS

## Respondent category

● Service Seekers ● Service Providers



## TEACHER RECRUITMENT AND TRANSFER IN PUBLIC PRIMARY AND SECONDARY SCHOOLS



“ Despite the implementation of a digital system for teachers' recruitment and transfers, some Mayors and other district officials continue to compromise the established process and system. Additionally, there are religion-based schools that establish criteria requiring staff to adhere to a specific religion, hindering NESAs from ensuring fair recruitment. At times, NESAs accommodate the preferences of these schools.”



**A NESAs Staff member**



## TEACHER RECRUITMENT AND TRANSFER IN PUBLIC PRIMARY AND SECONDARY SCHOOLS



“ The prevalence of corruption in the admission of teachers is alarmingly high, significantly compromising the quality of education. Virtually all teachers live in fear of potential reassignment to other schools, even if they have not requested it. Recently, NESA assigned a teacher to our school; however, after just two weeks, the district notified him that he had to relocate to another school far from the city. Frankly speaking, here in our district, only the wives of affluent individuals, high-ranking officials, or those who have paid bribes are the ones selected to teach in schools located in the city. Others are sent to rural areas.”



A teacher at a ‘Nine Year Basic Education Program’ School in Gicumbi District.



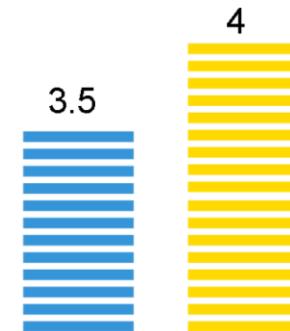
## STUDENT ADMISSION IN PUBLIC SECONDARY SCHOOLS

# Respondent category

● Service Seekers    ● Service Providers



Drafting placement criteria by the National Examination and School Inspection Authority (NESA).



Student placement in schools of their choice by NESA and District Education Office

# STUDENT ADMISSION IN PUBLIC SECONDARY SCHOOLS



“ I wanted my child to be admitted in a school for students with disabilities but all my efforts failed because I was demanded to pay bribe of 80,000 FRW to get an admission. When I tried to negotiate, the one who was supposed to help me said the minimum could be 70,000 FRW and get a sponsor to pay school fees for my child. I did not pay that amount because I am poor, and as a result, my child missed that opportunity. ”



**A parent of a student with disability  
in KAYONZA District**



# STUDENT ADMISSION IN PUBLIC SECONDARY SCHOOLS



“ Since the authority for students’ placement was transferred to the National Examination and School Inspection Authority (NESA) and Rwanda Basic Education Board (REB), the opportunities for corruption have decreased. However, the number of claimants has increased due to many students being placed in schools far away from their homes, thereby escalating corruption in the process of filing claims. After passing national examinations, it's surprising that some students in Kayonza District (Eastern Province) are sent to study in Rubavu District (Western Province)! When these students or their parents file claims with NESA, on certain occasions, the latter sends inspectors to districts to meet with claimants. At this juncture, some parents resort to paying bribes to NESA staff or employing other corrupt means to secure the schools they desire.”



**A head teacher in Kayonza District**



# Conclusion

The Corruption Risk Assessment in the education sector reveals that corruption risk is highest in the following areas and corresponding decision points:

**1. Supply of Food to public primary and secondary schools** (2 out of 3 DPs)

Evaluation of bids and Contract management

**2. Internship allocation, supervision, and grading for public TVET and tertiary students**

All three decision points: Seeking allocation for internship for students from TVET schools;

Supervision of internships at the workplace for students from TVET/Tertiary schools; and Grading process by teachers/supervisors for TVET and Tertiary students

**3. Students' grading in public secondary schools and tertiary institutions** (1 out of 2 DPs)

Examination setting by teachers

**4. Student placement in public secondary schools**

Student placement in schools of their choice by NESO and District Education Office.

**The area with the lowest corruption risk score is Teacher recruitment and transfer in public primary and secondary schools**

# RECOMMENDATIONS

## Transparent Procurement Processes:

Corruption undermines the quality of school feeding programs for primary and secondary schools. MINEDUC and MINALOC should strengthen oversight and establish transparent criteria for food procurement.

## Transparent Mechanisms for Internship Allocation:

Discriminative internship allocation undermines the quality of teacher training and professional development. HEC and MINEDUC should ensure non-discriminative allocation and promote digital platforms for internship applications and selections, reducing human discretion



## Anti-Corruption Measures and Integrity Training:

Corruption in grading practices compromises academic integrity in Secondary Schools and Tertiary Institutions. NESAC and HEC should implement integrity trainings for academic staff and students, with sustained efforts and effective sanctioning.

## Merit-Based Teacher Recruitment:

Bribery and favouritism in teacher recruitment hinders education quality in Secondary and Primary Schools. REB and MINEDUC should ensure fair recruitment processes.

## Transparent Student Admissions:

Corruption in student admissions perpetuates inequalities in secondary schools. REB and MINEDUC should establish clear admission criteria and ensure transparency in the selection process

# RECOMMENDATIONS

## Strengthened Anti-Corruption Legal Frameworks

Weak enforcement perpetuates corrupt practices. RGB and Office of the Ombudsman should strengthen legal frameworks and enforcement mechanisms to combat corruption in education.

## Citizen Engagement in Education Governance

Limited oversight allows corruption to thrive. Ministry of Education, CSOs, and Community-Based Organizations should enhance citizen engagement in education governance to monitor and report corrupt practices.



### Anti-Corruption Education Programs:

Lack of awareness sustains corruption. MINEDUC, Ministry of Justice, and CSOs should invest in anti-corruption education programs to raise awareness of its detrimental effects.

### Institutional Capacities for Corruption Prevention

Inadequate capacities hinder corruption detection. RIB, Office of the Auditor General, and MINEDUC should strengthen institutional capacities for effective corruption prevention and detection.

### International Collaboration in Anti-Corruption Efforts:

Transnational collaboration is essential in combating corruption. Ministry of Foreign Affairs and International Cooperation, along with regional and international anti-corruption bodies, should foster cooperation and best practice sharing.



# THANK YOU !

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