THE WORLD BANK GROUP

PETS and QSDS

A rapid overview of these governance assessment tools, their sector and geographic distribution

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Introduction[1]

Service delivery is at the core of government activities and is fundamental for social welfare, especially the poor. However, in many developing countries worldwide, basic services -- such as education, health and water and sanitation -- are often severely deficient.

Problems include low quality of services, problems of access to services to specific groups especially the poor, low quality of infrastructure, lack of basic material, poor accountability of providers, corruption and rent seeking in the supply chain, and population dissatisfaction with the way services are delivered.

In the context of the MDGs, several developing country governments and donors have increased budgetary allocation toward social sectors, especially health and education, to meet these challenges. However, government must not only allocate resources but also spend them well and be accountable to the population for performance.

Two main tools have emerged to assess the governance quality and the efficiency and equity of public expenditure and service delivery performance: PETS and QSDS.

While most of PETS and QSDS have been conducted in the health and education sectors, a few have also covered other sectors, such as justice, Early Childhood Programs, water, agriculture, and rural roads. Regardless of the sector, these surveys have proven powerful instruments for empirically examining quality and performance of expenditure systems and service provision.

What is a PETS?

Public Expenditure Tracking Surveys (PETS) seek to improve the allocation of public expenditures and their impact on the welfare of the population by providing precise and detailed information on the effective allocation of resources and on potential weaknesses in the mechanisms used to allocate resources. It collects information at the central level and, on a sample basis, within the public administration and at the frontline level, to determine how much of the original allocations ultimately reach service delivery units, such as clinics and schools, a precondition for providing services and improving outcomes. By identifying differences between official and effective allocation at different administrative levels and in time, they are useful tools for understanding malfunctions in service delivery systems such as delays, leakage and capture of funds by bureaucratic and political actors, corruption, and inequity in the allocation of resources.

[1] For more: http://pets.prognoz.com/prod

What is a QSDS?

Even if resources are available at the service provider level, their capacity to improve outcomes depends on how efficiently they are used which is the focus of Quantitative Service Delivery Surveys (QSDS). QSDS are multi-purpose surveys that assess quality and performance in resource usage at the frontline facility level, such as schools, health clinics and hospitals. QSDS collect information on characteristics and activities of service providers and on various agents in the system, on a sample basis, in order to examine the quality, efficiency and equity of service delivery on the frontline. The focus could be placed on activities and services at the provider level, staff incentives and behaviour, input use, pricing and quality, relationships with the demand side, as well as dissipation of resources. Various types of providers could be examined: public, private for-profit and private non-profit.

PETS are often combined with QSDS in order to obtain a more complete picture of the efficiency and equity of a public allocation system, activities at the provider level, as well as various agents involved in the process of service delivery.

Outcomes

What results can PETS and QSDS achieve?

PETS and QSDS can expect to achieve a range of results. PETS can shed significant light on the actual functioning of public expenditure systems, in particular at evaluating financial and institutional constraints on improving services in sectors, at identifying the rules and mechanisms in practice for allocating resources within sectors, planning and management capacities of ministries; delays in disbursements, leakage of resources; equity in allocation; and accountability mechanisms. By focusing on the operational impact of budgets, PETS studies can help reveal whether spending from higher levels of government meets its intended budget allocations within the government administrative system and at the point of frontline service delivery. Hence, one tangible impact of a PETS process may be to institute greater transparency as to what frontline facilities are actually entitled to in the public budget and the effective allocation, and in turn, provides an entry point for citizens and civil society to hold government to account.

How to achieve better results?

Ultimately, policy dialogue, country involvement and country ownership are fundamental in designing and implementing these tools given that they are much less effective if they are not embedded in policy reform and evaluation. Furthermore, the data and results of these surveys can improve accountability and empower people by giving them information needed to act.

To date, about 40 PETS/QSDS have been conducted covering more than 70 sectors. Initially, most PETS/QSDS were conducted in health and education sectors, but over the last decade their use has broadened to other sectors, including water and other infrastructure sectors, agriculture, justice, Early Childhood Programs, some social protection programs and cross-cutting sectors involving more than one ministry.



Regardless of the sector, these surveys have proven powerful instruments for empirically examining quality and performance of expenditure systems and service provision.

In many developing countries worldwide, basic education is often severely deficient. Problems include low quality of services, problems of access to services by specific groups (especially the poor), low quality of infrastructure, lack of basic materials, poor accountability of providers (especially in rural areas), including teachers and school masters, and people's dissatisfaction with the way services are delivered.

Inadequate service delivery is reflected in the remaining gaps in education outcomes in various countries and regions. For instance, in SSA, almost 1/3 of the primary school-age population in the region does not attend school. Close to 40% of the adult population remains illiterate, of which 62% are women. In MENA, youth and adult illiteracy also remains high. On average, 28% of the adult population (15 years and older) in the region is illiterate, with the heaviest burden of illiteracy suffered by women.

PETS/QSDS are useful instruments for understanding governance problems and malfunctions in the education sector, such as delays, leakage and capture of funds by bureaucratic and political actors, corruption, and inequity in the allocation of resources.

For instance, PETS in Tanzania and Ghana found the leakage on non-wage education expenditures to be 41 percent and 50 percent respectively. The PETS carried out in 2002 in Uganda was used to study leakage of funds and the impact of a public information campaign on the leakage, enrolment and learning. Large reduction in resource leakage and improvements in enrolment and some test scores in response to the campaign were reported.

Country	Survey	Sector	Year	At a Glance
Albania	PETS	Education	2004	
Bangladesh	QSDS	Education	2003	
Cambodia	PETS	Education	2004	
Cameroon	PETS	Education	2004	
Congo, Dem. Rep.	PETS	Education	2007	
Ghana	PETS	Education	2000	
Honduras	PETS	Education	2000	
India	QSDS	Education	2002	
Indonesia	QSDS	Education	1998	
Indonesia	QSDS	Education	2000	
Indonesia	QSDS	Education	2003	
Kenya	PETS	Education	2004	
Lao PDR	PETS	Education	2006	
Madagascar	PETS/QSDS	Education	2003	
Madagascar	PETS	Education	2006	
Mali	PETS/QSDS	Education	2005	
Mongolia	PETS	Education	2005	

Namibia	PETS/QSDS	Education	2003	
Niger	PETS	Education	2008	
Papua New Guinea	PETS	Education	2002	
Peru	PETS	Education	2001	
Rwanda	PETS	Education	2000	
Rwanda	PETS	Education	2004	
Sierra Leone	PETS	Education	2001	
Tanzania	PETS	Education	1999	
Tanzania	PETS	Education	2001	
Tanzania	PETS	Education	2003	
Tanzania	PETS	Education	2004	
Uganda	PETS	Education	1996	
Uganda	PETS	Education	2002	
Yemen	PETS	Education	2006	
Zambia	PETS/QSDS	Education	2002	

Country	Survey	Sector	Year	At a Glance
Albania	PETS	Health	2004	
Bangladesh	QSDS	Health	2002	
Brazil	PETS	Health	2004	
Cambodia	PETS	Health	2005	
Cameroon	PETS	Health	2003	
Chad	PETS/QSDS	Health	2004	
Ghana	PETS	Health	2000	
Honduras	PETS	Health	2000	
India	QSDS	Health	2002	
Kenya	PETS	Health	2004	

Lao PDR	PETS	Health	2006	
Madagascar	PETS/QSDS	Health	2003	
Madagascar	PETS	Health	2006	
Mali	PETS/QSDS	Health	2006	
Mozambique	PETS/QSDS	Health	2002	
Namibia	PETS/QSDS	Health	2003	
Niger	PETS	Health	2008	
Nigeria	PETS/QSDS	Health	2002	
Papua New Guinea	PETS	Health	2002	
Peru	PETS	Health	2001	
Rwanda	PETS	Health	2000	

Senegal	PETS	Health	2002	
Sierra Leone	PETS	Health	2001	
Tajikistan	PETS	Health	2006	
Tanzania	PETS	Health	1999	
Tanzania	PETS	Health	2001	
Uganda	PETS	Health	1996	
Uganda	QSDS	Health	2000	
Zambia	PETS/QSDS	Health	2007	

Country	Survey	Sector	Year	At a Glance
Sierra Leone	PETS	Agriculture	2001	
Sierra Leone	PETS	Fishing	2001	
Sierra Leone	PETS	Rural development	2001	
Sierra Leone	PETS	Security	2001	
Sierra Leone	PETS	Social welfare	2001	
Sierra Leone	PETS	Water	2001	
South Africa	PETS/QSDS	Other	2010	
Tanzania	PETS	Water	2001	
Uganda	PETS	Water	2009	

With a population of about 300 million, the Middle East and North Africa region consists primarily of middle-income countries with an average GNI/capita of $3242. Improving public service delivery is one of the main challenges in the MENA region. In several MENA countries, quality and efficiency problems in service delivery are associated with deficiencies in institutional and governance arrangements. Inadequate service delivery is reflected in the remaining gaps in health and education outcomes in the MENA region.

MENA is the least surveyed region to date. Indeed, during the 1996-2009 period, only one absenteeism survey has been implemented in the primary education sector in Yemen in 2005. Currently, a PETS/QSDS is being implemented in the health sector in Morocco to complement a Public Expenditure Review in the sector (results are yet to be made available).