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RWANDA BRIBERY INDEX 2019



PPIMA III



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Transparency International Rwanda (Ti-Rw) is a Rwandan Civil Society organization created in 2004 and part of Transparency International Global Movement since its accreditation as Transparency International Chapter in September 2011 .

Rwanda Bribery Index Is an Annual Publication conducted by Transparency International Rwanda (TI-Rw) Since 2010. It aims at establishing experiences and perceptions of this specific form of corruption in Rwanda.

Every effort has been made to verify the accuracy of the information contained in this report. All information was believed to be correct as of December 2019. Nevertheless, Transparency International Rwanda cannot accept responsibility for the consequences of its use for other purposes or in other contexts.

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**RWANDA BRIBERY
INDEX 2019**



ACKNOWLEDGEMENT

Rwanda Bribery Index is an annual publication conducted by Transparency International Rwanda (TI-RW) since 2010 with the financial support of Norwegian People's Aid through PPIMA project . Rwanda Bribery Index aims at establishing experiences and perceptions of this specific form of corruption in Rwanda. Its findings has inspired advocacy activities aimed at influencing positively systemic change in Rwanda.

The rationale of Rwanda Bribery Index lies also from the Sustainable development goal 16 specifically from the target 16.5 “substantially reduce corruption and bribery”. The index provides a solid basis for a coordinated effort in the fight against corruption in Rwanda and regularly shows the importance of civil society's role in the fight against corruption, alongside the Government and other public institutions.

Transparency International Rwanda is grateful for the collaborative effort of the government of Rwanda and civil society organizations in promoting good governance, transparency and accountability as well as the fight against corruption to the minimum level.

This study has been successful with the support of respondents in eleven districts who despite their everyday duties took their time to provide us with their opinions and experiences of bribe in selected institutions and services through the questionnaire administered to them. We are very thankful for their active participation in this endeavor.

We also take this opportunity to express our gratitude to the research team whose expertise made this Rwanda Bribery Index a success especially Mr Rwego Kavatiri Albert and Mrs Frederike Kluemper for their role in coordinating the research team and ensuring the quality control throughout the process of this index.

My great thanks goes to Mr Apollinaire Mupiganyi TI-RW Executive Director, for his oversight role and quality insurance from the research kick off stage to the final product.

Marie Immaculée Ingabire

Chairperson of Transparency Rwanda

TABLE OF CONTENTS

EXECUTIVE SUMMARY.....3

INTRODUCTION.....4

OBJECTIVE OF THE STUDY.....5

3. METHODOLOGY.....6

3.1. APPROACH.....6

3.2. SAMPLING FRAME AND SAMPLE SIZE.....6

3.3. DATA COLLECTION.....8

3.4. PILOTSURVEY.....8

3.5. DATA ANALYSIS.....8

3.7. DEMOGRAPHICS.....9

PRESENTATION OF THE FINDINGS.....10

4.1. PERCEPTION OF CORRUPTION IN RWANDA 2019.....10

4.3. Personal experience with bribery.....13

4.3.1. Bribe encountered.....13

4.3.2 LIKELIHOOD OF ENCOUNTERING BRIBE OCCURRENCE.....17

4.4. PREVALENCE OF BRIBERY.....19

4.5. AVERAGE SIZE OF BRIBE.....23

4.6 SHARE OF BRIBERY.....24

4.7. PERCEIVED IMPACT OF BRIBE.....25

4.8. CORRUPTION REPORTING.....26

CONCLUSION AND RECOMMENDATIONS.....29

REFERENCES.....31





List of Tables

Table 1: Sample distribution per province and districts.....	7
Table 2: Average amount of bribes paid.....	23
Table 3: Impact of bribe.....	25
Table 4: Reasons of not reporting corruption.....	27
Table 5: Focal points for reporting bribery cases.....	28

List of Figures

Figure 1 : Sapmle distribution per province and districts	
Figure 2 : Distribution of respondents by selected demographic variable.....	9
Figure 3 : Respondents' perception on the current state of corruption in Rwanda.....	10
Figure 4 : Current state of corruption compared to last year.....	12
Figure 5 : Current state of corruption compared to next year.....	13
Figure 6 : Bribe encounter 2019.....	14
Figure 7 : Bribe encounter over time.....	15
Figure 8 : Likelihood of bribery.....	17
Figure 9 : Comparison of Likelihood of bribery between 2018-2019	18
Figure 10 : Prevalence of bribery.....	20
Figure 11 : Trend of prevalence in selected institutions.....	21
Figure 12 : Most common reasons for paying bribe.....	22
Figure 13 : Reasons for not paying bribe.....	22
Figure 14 : Share of Bribery	24
Figure 15 : Reporting of Corruption Cases.....	26

EXECUTIVE SUMMARY

Transparency International Rwanda (TI-RW) publishes the Rwanda Bribery Index (RBI) which analyses various dimension of bribe including likelihood, prevalence, size of bribe, share and impact. Personal experience and perception of bribe encountered by the Rwandan residents in 2019 were also analyzed. This is the 10th report since the first publication in 2010. Bribery in Rwanda is still considered as a problem in many economic sectors, hampering the provision of a good service and the development of the country in general.

Compared to the previous reports, regarding methodology they are additional institutions which were added to the existing list of this survey as it was requested by TI-RW's stakeholders during the 2018 RBI launching. These include Rwanda Investigation Bureau, Prosecution ,cooperatives and International NGOs. The survey was conducted in all 5 provinces of Rwanda and in 11 quasi-randomly selected districts. In total 2,459 citizens were interviewed. The survey used a statistical measurement that provides a national representative sample and data reliability. The survey used largely the quantitative approach where the questionnaires were administered to the sampled respondents.

The survey findings revealed that majority of respondents consider corruption to be low in Rwanda and consider the efforts of the Government of Rwanda to fight corruption as effective. Overall, 18.5 % of people encountered bribe in 2019, the likelihood of bribe in 2019 was estimated at 3.7 % at national level, which slightly increased from 3.2% in 2018. The analysis shows TVET registered the highest shares of likelihood of bribe (12.80 %) followed by Traffic Police (12.40 %) and then the private sector (9.09 %). The prevalence of bribe has slightly dropped from 3.28% in 2017, 2.08% in 2018 and 2% in 2019. However, bribe reporting remains very low as 86.8% didn't report corruption with major reasons being that it didn't occur to the victims that they need to report and the fear of self-incrimination.

Although traffic police registered the highest prevalence of bribe in 2019, it is worth noting that in one year its prevalence dropped from 14.29% to 9.07%. The overall average size of bribe reached RWF 85,030 Rwf from 58.065Rwf in 2018 which is a lot considering the monthly income per citizen in Rwanda.

Interestingly, the RBI 2019 shows that in some sectors, a lot of efforts were made to reduce incidences of corruption in the last twelve months(e.g. by the traffic police Rwanda Energy Group, etc...). This calls for other sectors and institutions to also double their efforts in establishing anti-corruption mechanisms in their work plans as to also reduce the level of corruption in their respective institutions.

The study recommends that services most prone to corruption should be given attention in the anti-corruption agenda and to put in place strong monitoring and anti-corruption measures and more particularly to coordinate the anti-corruption work. .

INTRODUCTION

Corruption in service delivery (such as bribery) undermines the principle of equal access to public services, violate citizens access to fundamental rights which encompasses the provision of a wide range of services such as healthcare, education, water and sanitation, licences and many other services that government or private entities undertake for the benefit of citizens.

Petty corruption(Bribery) refers to “The promise, offering, or giving, to a public official, directly or indirectly, of an undue advantage, for the official himself or herself or another person or entity, in order that the official acts or refrains from acting in the exercise of his or her official duties”¹. It has a far-reaching impact on citizens and companies and a corrosive long-term effect on sustainable economic growth, the overall governance environment, the government’s ability to collect taxes and the rule of law. In fact, whether bribe is big or small, it ends up easing bureaucratic procedures or securing an undue advantage which result in an inconsistent implementation of the law and a violation of public office rules² .

Bribery is costly for individuals and households, especially the poor. The 2018 Rwanda Bribery Index showed that low-income households are more likely to have paid bribes to access basic services than wealthier households as close to 40% of citizens who paid bribe had a monthly income less than RFW 10.000, thus exacerbating the effects of poverty and undermining the outcome of development policies including the SDGs.

The implementation of SDGs requires reliable data from member States. More specifically, target 16.5 of the Sustainable Development Goal calls on States to “Substantially reduce corruption and bribery in all their forms whereby statistical indicators 16.5.1 and 16.5.2 have been selected to monitor progress for achieving that target at international level.



Indicator 16.5.1

Proportion of persons who had at least one contact with a public official and who paid bribe to a public official, or were asked for a bribe by those public officials during the previous 12 months

Indicator 16.5.2

Proportion of businesses that had at least one contact with a public official and that paid a bribe to a public official, or was asked for a bribe by those public officials during previous 12 months

UNODC has been designated custodian of indicators 16.5.1 and (jointly with the World Bank) 16.5.2. This is an indication that a regular monitoring through estimating the prevalence of bribery is needed to provide a benchmark and measurement tool for Member States.

¹ United Nations Convention against Corruption (UNCAC) (United Nations, New York, 2004). Available at www.unodc.org/documents/treaties/UNCAC/Publications/Convention/08-50026_E.pdf.

² David-Barrett, L. 2012. Are some Bribes better than others?

Since 2010, Transparency International Rwanda committed to carry out Rwanda Bribery Index as an annual survey in the framework of availing evidence based advocacy tool in the fight against petty corruption which continues to hinder better service delivery within public, private and civil society institutions in Rwanda. The Rwanda Bribery Index provides an annual benchmark for the measurement of experiences and perceptions related to corruption, which ultimately contributes to the effective implementation of the above mentioned SDG indicator, among others.

OBJECTIVE OF THE STUDY

The overall objective of the study is to analyse the experiences and perceptions of Rwandans with regard to bribery in the country.

The specific objectives of the survey are to:

- ❖ Determine the prevalence (evidence and perception) of bribery in Rwanda as reported by Rwandan households;
- ❖ Identify Rwandan institutions and organizations particularly prone to bribery;
- ❖ Assess the impact of bribery on service delivery in Rwanda;
- ❖ Gather concrete information on the size and share of bribes paid by Rwandan citizens while seeking to access a specific service.

Rwanda Bribery Index is analyzed through five bribery indicators as follows:

1. Likelihood =	$\frac{\text{\# of bribe demand situation for organization x}}{\text{\# of interactions for organization x}}$
2. Prevalence =	$\frac{\text{\# of bribe payments for organization x}}{\text{\# of interactions for organization x}}$
3. Impact =	$\frac{\text{\# of service deliveries as a result of bribe paying for organization x}}{\text{\# of interactions for organization x}}$
4. Share =	$\frac{\text{Total amount of bribes paid in organization x}}{\text{Total amount of bribes paid in all organizations}}$
5. Average amount =	$\frac{\text{Total amount of bribes paid in organization x}}{\text{Individuals who paid a bribe in organization x}}$

3. METHODOLOGY

3.1. APPROACH

Rwanda Bribery Index survey uses exclusively a quantitative approach. It captures the incidence of bribe among public, private and civil society institutions where citizens have sought services. The number of interactions between citizens and service providers while seeking for a service is key to determine the levels of bribe demand and bribe payments.

3.2. SAMPLING FRAME AND SAMPLE SIZE

The RBI 2019, like the previous ones, is a nationwide survey. The sample size is computed based on various parameters such as the desired degree of precision, target population size, timing and budget. The study population comprise of the Rwandan population aged 18 and above.

The sample was calculated using the formula below.

$$n = \frac{N(zs/e)^2}{N-1+(zs/e)^2}$$

Where:

z= 1.96 for 95% level of confidence

s = p(1-p) p = estimated proportion

e = desired margin of error

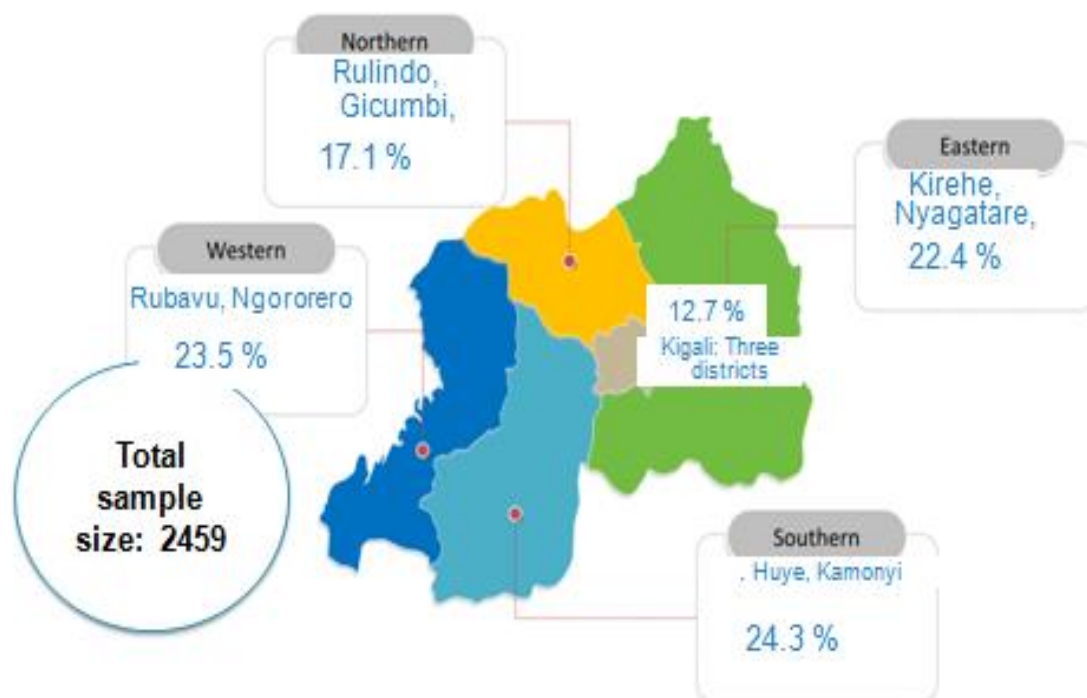
N = population size

In this estimation the significance level is taken at 95 % with a margin of error of 2 %. Such a sample size provides a base for meaningful comparison to undertake statistically valid sub stratifications that fall within acceptable confidence level. Based on the above formula the sample size for the RBI 2019 survey was 2400 respondents. This sample was reached by enumerators who even performed data collection beyond the desired sample (2459 out of 2400) as shown in the table .

Table 1: Sample distribution per province and districts

Province	District	Frequency (N)	Percent (%)
Kigali	Nyarugenge	92	3.7%
	Gasabo	127	5.0%
	Kicukiro	93	3.8%
		312	12.7%
South	Huye	291	11.8%
	Kamonyi	307	12.5%
		598	24.3%
West	Rubavu	311	12.6%
	Ngororero	267	10.9%
		578	23.5%
North	Rulindo	182	7.4%
	Gisumbi	239	9.7%
		421	17.1%
East	Nyagatare	294	12.0%
	Kirehe	256	10.4%
		550	22.4%
Total		2459	100.0%

Figure 1 : Sample distribution per province and districts





3.3. DATA COLLECTION

As in the previous RBI, a semi-structured questionnaire was administered to sampled respondents. The questionnaire was designed based on the study objectives. The survey was carried out by skilled enumerators and team leaders recruited and trained according to their experience in data collection. Questionnaires were conducted face-to-face with respondents in the selected districts included in this study as shown in the above table and figure. Only those who interacted with any institution in the last 12 months were eligible to be interviewed. This year, in order to increase the number of the business people in the sample, a purposive selection of the latter was encouraged to allow the researcher to compute the prevalence and likelihood of bribe among the business community (355 business individuals were interviewed). This was done in a bid to comply with the commitment by TI-RW to contribute to avail data on bribe incidence among the business people as part of the SDG16 indicators and hence facilitate the monitoring of its implementation. In addition to the 2018 RBI, in RBI 2019, new institutions were added to the existing list used for this survey as it was requested by TI-RW's stakeholders during the 2018 RBI launching. These include: Rwanda Investigation Bureau "RIB", National Public Prosecution, Cooperatives and International NGOs.

3.4. PILOT SURVEY

Before starting the data collection, a "pilot survey" was organized in a sector which was not covered by the actual survey. The pilot survey allowed testing the research tools about the clarity, wording, coherence and consistency of the questions. It also served as an opportunity for interviewers and supervisors to get used to the tools they have to use during the actual survey. After this stage the research tools were submitted to an *ad hoc* workshop for validation of research tools and methodology by TI-RW stakeholders. After securing all required authorizations, the fieldwork has immediately started.

3.5. DATA ANALYSIS

For the purpose of data entry, clerks were recruited and trained for the data entry by an IT specialist. Based on the questionnaire, a specific data entry application was designed using Statistical Package for Social Science (SPSS). A mask for the data entry was used to enter data from collected questionnaires. After the data entry, a tabulation plan was conceived to facilitate the data analysis.

3.6. QUALITY CONTROL

To ensure data quality, the data collection was supervised by skilled team leaders recruited based on their experience in carrying out such activity. Other quality control measures included:

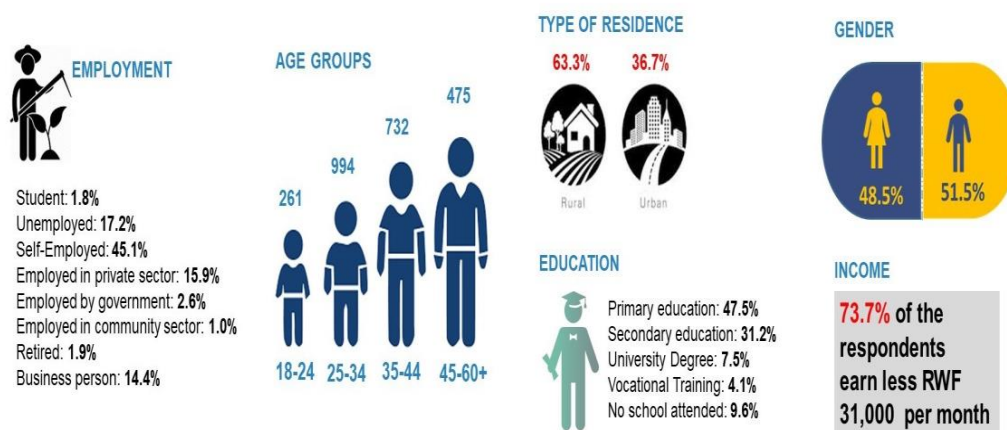
- ❖ Recruitment of skilled interviewers and supervisors
- ❖ Extensive training of data collectors and data entry clerks;
- ❖ Two levels of supervision at the stage of data collection and data entry;

- ❖ Large data sample calculated at the significance level of 0.05 which provides 95% confidence in the data reliability
- ❖ Data cleaning: removing outliers, missing data interpolation to improve the data quality
- ❖ Assessment and approval of the 2019 RBI tools and methodology by the NISR;

3.7. DEMOGRAPHICS

This section presents key characteristics of the respondents who participated in the survey such as: age, gender, type of residence, level of education, employment status and income as shown in the figure below.

Figure 2 : Distribution of respondents by selected demographic variable



Source: TI-Rwanda RBI 2019 primary data

The data in the above table reveals a higher proportion of males who participated in the survey compared to that of women. This trend is always observed in many TI-RW studies which support that men are more visible than females in various institutions seeking for services related to their daily life. The age structure of the respondents shows that majority of respondents belong to young people between 18 and 34 years. This study will examine the extent to which Rwandan youth is prone to corrupt practices while seeking for services. As Corruption Watch³ put it, corruption undermines the youth future’s prospects as they do not access to employment because of it.

The findings further show that the majority of respondents are located in rural setting. This is obvious as the majority of them are employed in farming related activities. The survey findings were collected from respondents whose majority have completed primary and secondary education level and most of them (73.7%) earn a monthly income which is less FRW 31,000. Again, this survey will analyze the bribe occurrence by socio-demographics characteristics to examine which category of citizens is most likely to indulge in corrupt practices.

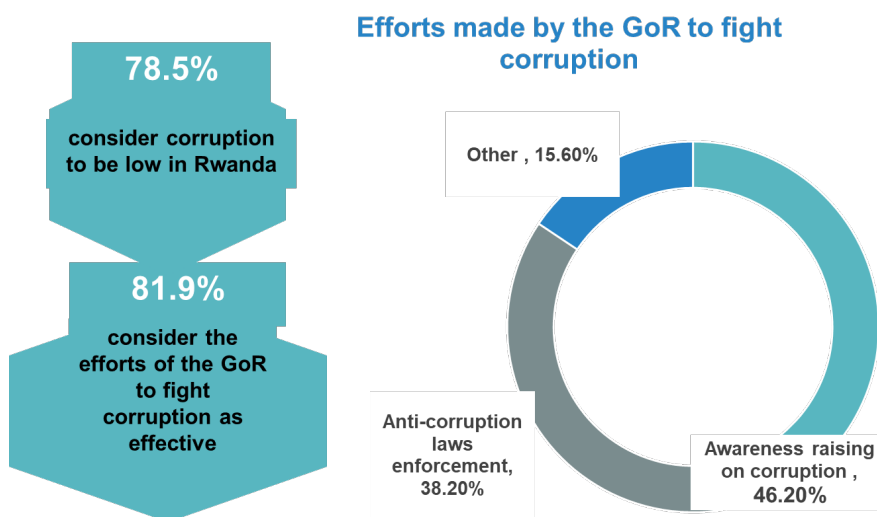
³ Corruption Watch, 2014: Corruption steals from youth future’s prospects.

PRESENTATION OF THE FINDINGS

4.1. PERCEPTION OF CORRUPTION IN RWANDA 2019

This study analyses four dimensions of citizens' perception on corruption in Rwanda namely, a) current state of corruption, b) comparison of the current state of corruption with the past, c) comparison of the current state of corruption with the next year, d) respondents' views on the effort of the government of Rwanda to fight against corruption

Figure 3 : Respondents' perception on the current state of corruption in Rwanda



Source: *TI-Rwanda RBI 2019 primary data*

The 2019 RBI indicates that majority of Rwandans believe corruption is low in their country. Compared to the previous RBI findings, the data shows a high increase of respondents who perceive the current status of corruption in Rwanda to be low (from 58.3% in 2018 to 78.5% in 2019). This findings is substantiated by the composite index used to measure perceptions of corruption in the public sector in different countries around the world (CPI) where Rwanda ranks among the four least corrupt African countries on the continent. Moreover, there is a track record of corruption intolerance in Rwanda whereby the government maintains a tough anti-corruption stance, with nearly 80% of Rwandans expressing confidence in the government's efforts to fight corruption.

These efforts made by the government in the fight against corruption in Rwanda are mainly appreciated in terms of awareness raising on the bad effects of corruption on different aspects of citizens' life and enforcement of existing anti-corruption laws as revealed by 46.2% and 38.2% of respondents respectively. Citizen engagement is very instrumental in the fight against corruption especially where there is a high political will and appropriate mechanisms aimed to empower citizens in anti-corruption journey. The prevention and the fight against corruption and other related offences would not be sufficient if citizens are not empowered and engaged at all stages through availability of information, creation of platform for citizens to communicate as well as feedback mechanisms. Fighting corruption requires a synergy between government, civil society, media and citizens⁴.

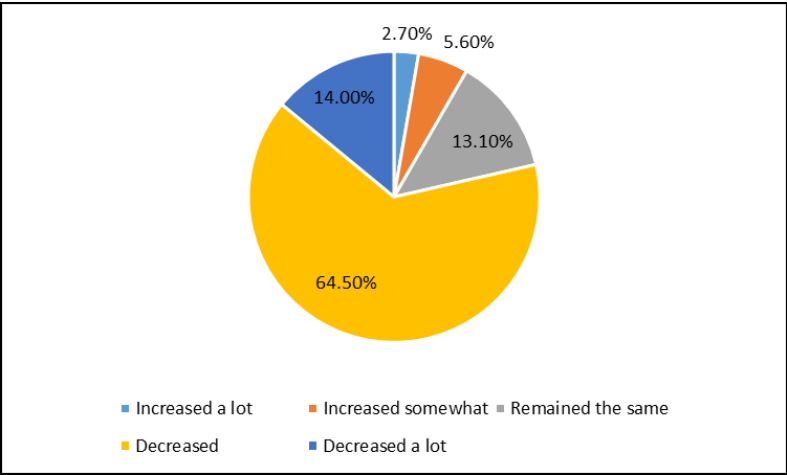
Moreover, zero tolerance in the fight against corruption has a tangible contribution in curbing corruption. The Rwanda model in the implementation of anti-corruption laws and policies is rigorous such that corrupt practices and related offences are strongly condemned and punished. As matter of fact, in the Rwanda National Police for example, this year, at least 20 senior Rwandan police officers were fired for allegedly direct involvement in corrupt practices. Indeed, according to the Agence de Presse Africaine⁵ in June 2019, the cabinet of Rwanda decided to dismiss 20 senior police officers who were the majority at the rank of Superintendents and Chief Inspectors of Police (CIP) after they were found guilty of corruption and bribery.

Futhermore, this study examine respondents views on the current state of corruption compared to that of the previous year. The figure 4 provides the outcome.

⁴ Transparency International Rwanda, 2018: 15 years of TI-RW's experience, citizen engagement as a driver to fight corruption

⁵ <https://apanews.net/index.php/en/news/20-senior-rwandan-police-officers-fired-over-corruption>

Figure 4 : Current state of corruption compared to last year

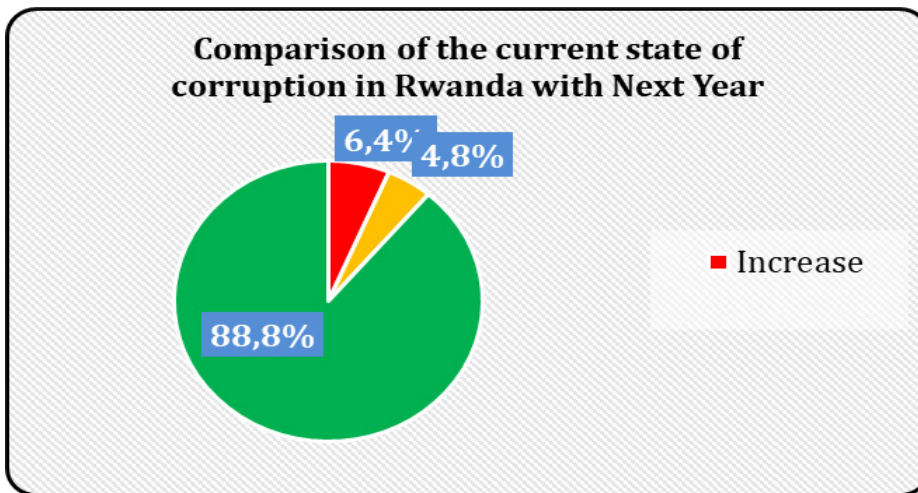


The data above reveals that as in the previous year, the vast majority of respondents (78.5% against 84% in 2018) perceive corruption will decrease compared to last year. Rwanda has put a lot of efforts to fight corruption in the last two decades and significant progress over the last years has been achieved. This is supported by the CPI 2019⁶, where Rwanda ranks the 48th least corruption country in the world and fourth least corrupt country in Africa. This trend is confirmed by the World Bank’s Control of Corruption Index, which reveals a significant improvement from 1996 up to 2018, where Rwanda scored respectively 26.88 in 1996 and 71.15 in 2018 percentile rank among 200 countries worldwide (ranges from 0: lowest to 100: highest rank) according to the Worldwide Governance Indicators (WGI) project report of 2018⁷.

Rwanda is also among the Seven of the ten top performers in Africa in Transparency & Accountability according to Mo Ibrahim Index 2018⁸ which is an indication of the effectiveness of the Public Service and the absence of excessive bureaucracy in public institutions. The next section analyses respondents’ perception on whether corruption will increase, decrease or remain the same in the next year.

⁶ Transparency International ,2019: Corruption Perception Index
⁷ World Bank, 2018: Worldwide Governance Indicators (WGI) project report
⁸ Mo Ibrahim Foundation, 2018: Ibrahim Index of African Governance

Figure 5 : Current state of corruption compared to next year



The data in the above figure show that not only corruption has decreased last year but also the same views are shared among those who think that corruption will decrease in the next year as evidenced by 88.8% of respondents. This is an indication that Rwandans are confident towards the effort of their government to curb corruption to a minimum level. This is illustrated by respondents' perception on the effort of the government of Rwanda to fight against corruption (see figure above).

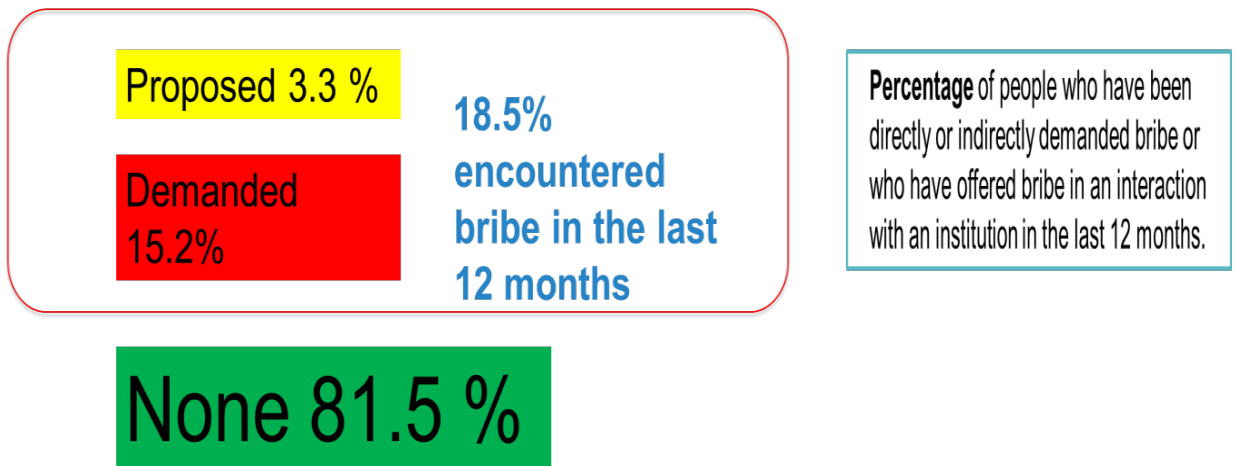
4.3. Personal experience with bribery

Beside the perception of corruption, the Rwanda Bribery Index analyses the experience of bribes faced by respondents in accordance with the level of their interaction with service providers.

4.3.1. Bribe encountered

Bribe encountered refers to both bribe demanded and offered. The figure 6 shows the proportion of citizens who have demanded or offered bribes while interacting with service providers in the last twelve months.

Figure 6 : Bribe encounter 2019



The 2019 RBI suggests that only 18.5% of respondents encountered bribe in the last twelve months. This finding shows a positive trend in the reduction of bribe incidences among Rwandan civil servants and ordinary citizens whereby the bribe encountered by service seekers dropped from 24.4% in 2016 to 18.5% in 2019(see figure 7), making a decrease in bribe occurrences of 6% in the last four years.

As highlighted above, the reduction in bribe incidences in Rwanda is also visible in other international common perception-based measurements of corruption such as the annual Corruption Perception Index (CPI), published by Transparency International, where Rwanda improved its score in terms of fighting corruption from 53 in 2012 to 56 in 2019. The positive trend in the reduction of corruption may be resulted from a strong governance system which promotes transparency and accountability in the public sphere.

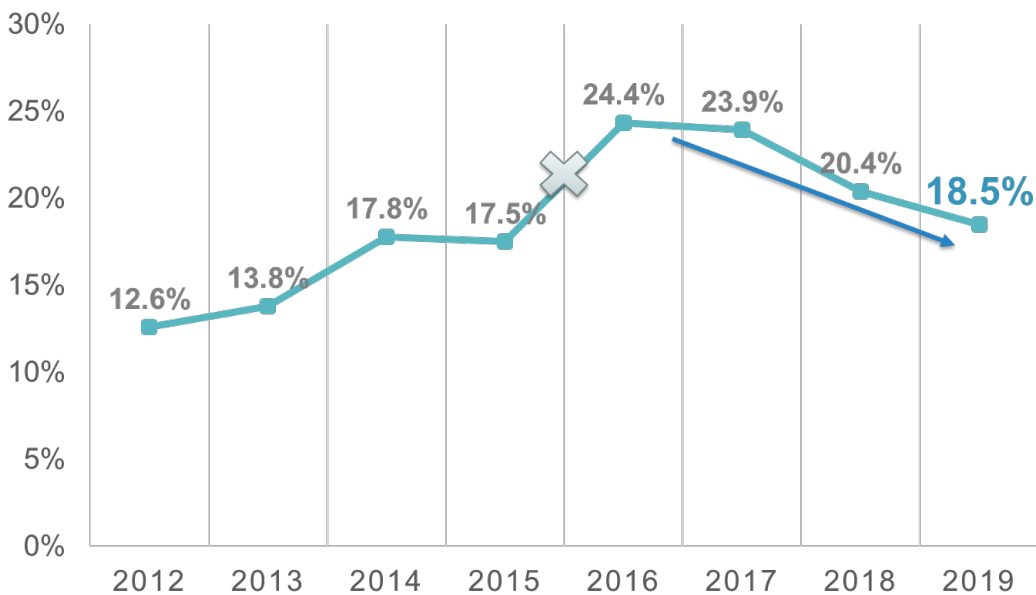
The digitalisation of public services is one of the strategies to increase transparency and simplifying bureaucratic processes in service delivery. As petty corruption tends to occur in face-to-face situations, ICTs tools reduce opportunities for bribery by limiting direct interactions between service users and service providers and hence reduce the discretion of public officials. In Rwanda, most of public services are provided through IREMBO⁹, other services such as those delivered in the Justice sector are made available under the EICMS¹⁰. As a matter of fact, the number of interactions between service providers and service seekers has drastically decreased from 17,918 in 2017 to 12,225 in 2019 as evidenced by the Rwanda Bribery Index reports 2017

⁹ IREMBO: Irembo is the one-stop portal for e-Government services. It is an initiative by the Government of Rwanda aiming at improving its service delivery to the citizens and businesses(<https://irembo.gov.rw/rolportal/en/aboutus>)

¹⁰ EICMS: Rwanda Integrated Electronic Case Management System(<https://iecms.gov.rw/en/>)

and 2019. There is evidence that the introduction of the e-governance system in service delivery can contribute to reduce corruption. This is supported by Chêne¹¹ who noted that ICTs can contribute to the fight against corruption in a way tools such as digital public services, crowdsourcing platforms, whistleblowing tools, transparency portals, big data and more have a great potential to support anti-corruption by promoting public scrutiny, transparency and accountability, and facilitating advocacy and citizen participation as well as closer interaction between government and citizen.

Figure 7 : Bribe encounter over time



Source: TI-Rwanda RBI 2019 primary data

Bribe encounter disaggregated by selected demographic variable

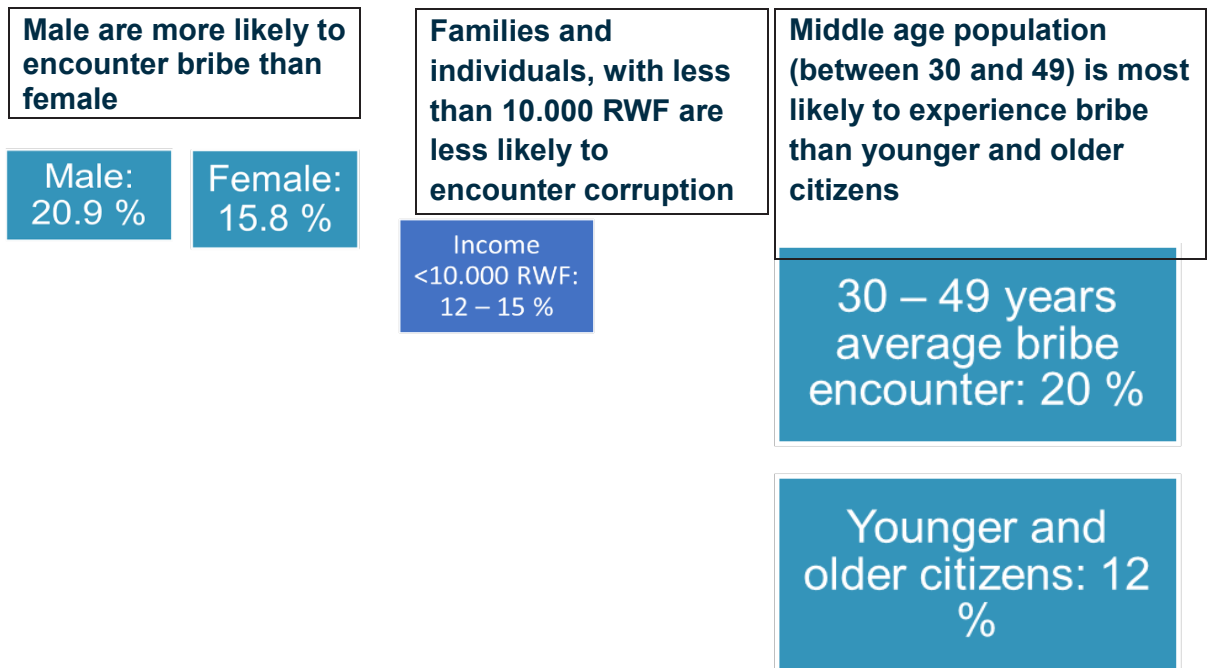
The findings below suggest that females are less likely to indulge in corrupt practices than males. This is also observed among youth and elderly citizens. There is no significant difference in terms of corruption levels between people living in rural and urban settings as well as the education

¹¹ Chêne, 2019: Successful approaches to tackle petty corruption



attained by respondents while the personal income emerged as a proxy of corruption as indicated above. Indeed, the data indicate that people with an average monthly income between RFW 11.000 and 200.000 are more likely prone to corruption than those with a montly income below RFW 10.000 and above RFW200.000. The data also reveal that students and retired are less likely to engage in corrupt practices that those employed by government and community sector.

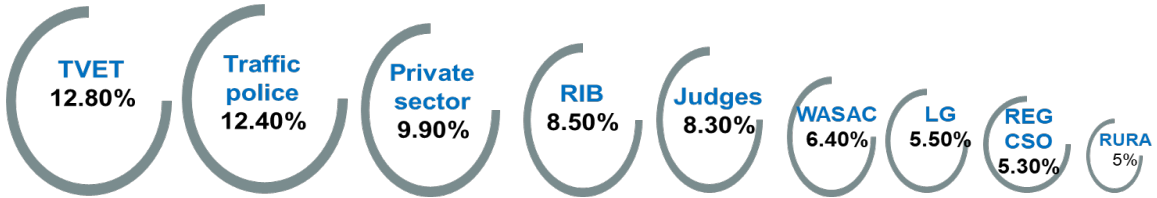
However, one can argue that though people with the lowest montly income are less involved in corruption that the well-off , a non-negligeable(**15.9%**) proportion of them have been found to be disposed to this malpractice which can exacerbate their living conditions and make them poorer.



4.3.2 LIKELIHOOD OF ENCOUNTERING BRIBE OCCURRENCE

The survey attempts to measure actual personal experience of bribe. Experience-based measurement tools ask citizens or businesses if they have demanded or paid a bribe while interacting with an official seeking for a service. The likelihood of bribery measures the extent to which bribes were demanded by service providers.

Figure 8 : Likelihood of bribery



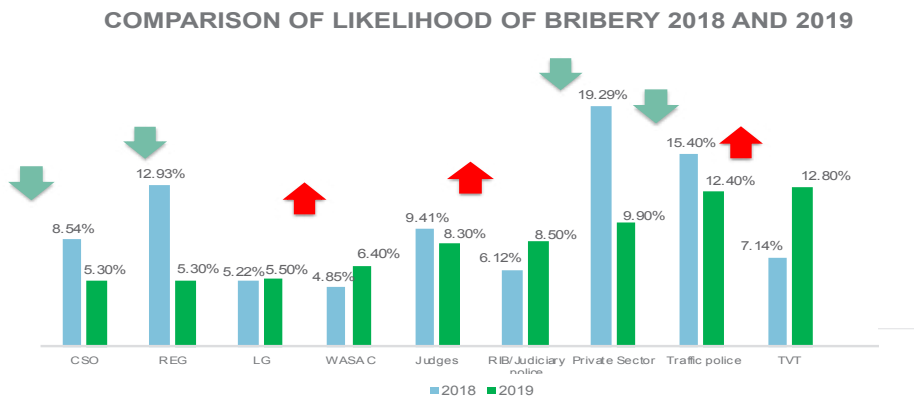
Overall likelihood
 2017: 4.5%
 2018: 3.2%
 2019: 3.7%

Likelihood of bribe: Number of bribe demanded divided by number of interactions with the institution

Source: TI-Rwanda RBI 2019 primary data

As in the previous year, the likelihood of encountering bribe at the national level has decreased since 2017(4.5% to 3.7%). The 2019 bribery index also indicates that five institutions with the relatively highest likelihood of bribes incidences in Rwanda(the private sector, Traffic Police, Judiciary, REG and Civil Society) have made efforts to reduce the incidence in demanding bribe while proving services to ordinary citizens(see figure9).

Figure 9 : Comparison of Likelihood of bribery between 2018-2019



A trend analysis reveals that from last year, the private sector, the traffic police, Judiciary, REG and CSO reduced their likelihood from 19.28% to 9.9%; 15.4% to 12.4%; 9.41% to 8.3%; 12.93% to 5.3% and 8.54% to 5.3% respectively. Interestingly, the private sector and REG registered the most significant improvement in terms of reducing the likelihood of bribe in the last 12 months.

The private sector in Rwanda has evolved over the last decades from informal (one-person firms) to formal (medium and large firms) private sector where the number of large firms (those employing 100 workers or more) doubled between 2011 and 2016. The number of medium firms (51–99 employees) also increased sharply (by around 60 percent)¹². The Rwanda’s strategy for economic growth is very much associated with strong and accountable institutions including the private sector.

This is also translated into transparency and accountability in the management of public funds whereby open contracting and the introduction of the e-procurement in public institutions are very instrumental to curb corruption in public procurement that affect mostly the private sector. It is worth noting that the e-governance and more specifically, the e-procurement within the public sector has contributed to reduce bribe among the business community who are vulnerable to corruption while bidding for public tenders.

The move towards zero tolerance to corruption has been a motto for some Rwandan institutions such as the Rwanda National Police. Recently, the Rwanda Energy Group (REG) leadership has

¹² World Bank Group, 2019: Future Drivers of growth in Rwanda. Innovation, Integration, agglomeration and competition

also shown tangible efforts in the fight against corruption among its employees where officials have announced that they will not tolerate any corruption cases and commit to reinforce its disciplinary committee such that it will be given power to sack any corrupt employee.

In the same vein, this year, the management of Rwanda Energy Group published an anti-corruption announcement¹³ to all customers seeking services from REG Holding or its subsidiaries(EDCL/EUCL), that any cash payment to REG/EDCL/EUCL staff by a customer seeking a service is corruption and is punishable by the law. This announcement followed the publication of the 2018 Rwanda Bribery Index which pointed out REG staff to demand transport fees from customers as a condition of being connected to electricity.

Unlike, the 2019 RBI shows that technical/vocational training and RURA have not proved any progress to discourage corrupt behaviour among their workforce but rather their likelihood to demand bribe has significantly increased from last year(7.14% to 12.8%; 0% to 5% respectively).

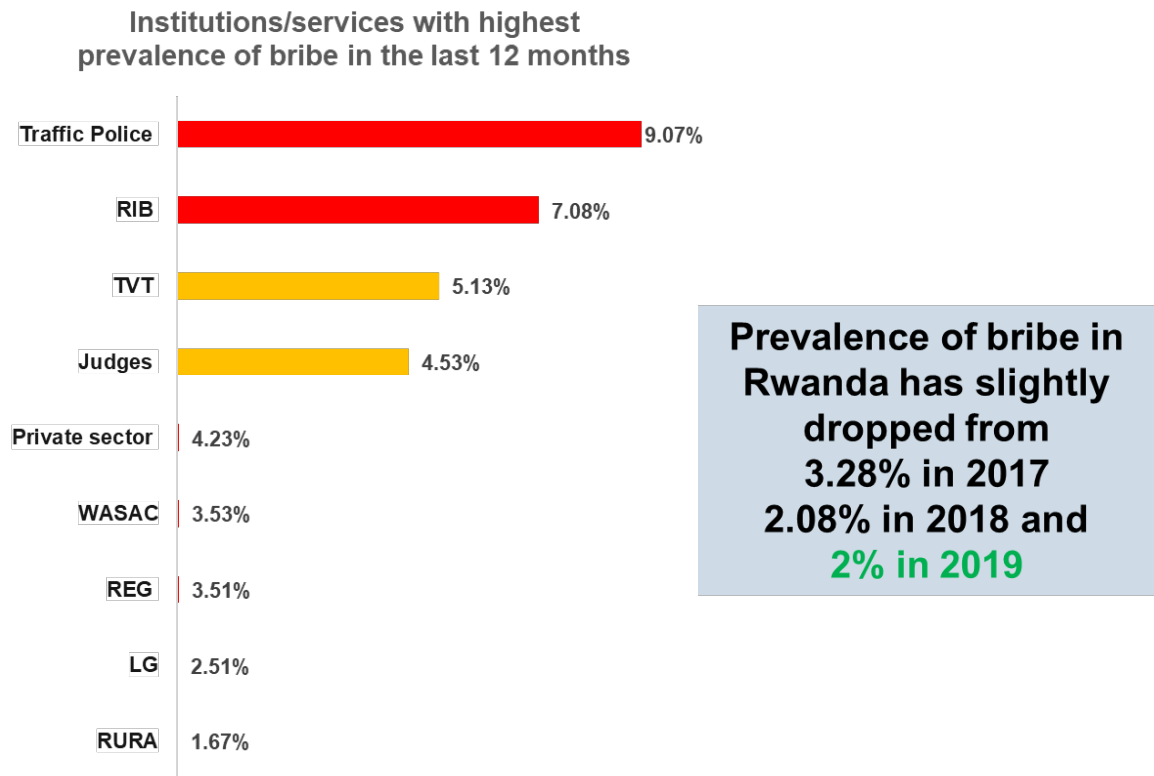
This survey showed that TVET schools were the most prone to bribe in 2019, the main reasons including get a certificate for internship, get a permission to seek a temporary job out of TVET and get admission in TVET schools. With regards to RURA, the major reason behind the demand for bribe was reportedly issuing and renewing licenses and authorizations for transport service operations.

¹³ <http://www.reg.rw/media-center/announcements/announcements-details/news/announcement-anti-corruption/>

4.4. PREVALENCE OF BRIBERY

This section provides the probability of paying bribes (prevalence) to service providers in Rwanda while interacting with the service seekers. The figure below presents the outcome.

Figure 10 : Prevalence of bribery

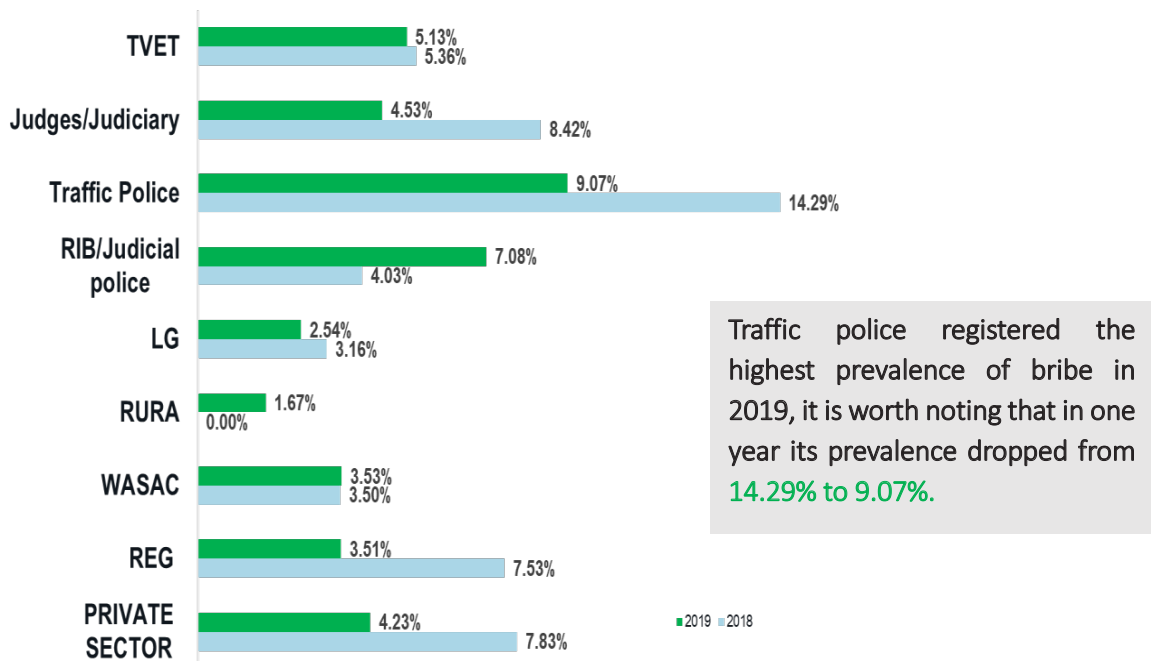


Source: TI-Rwanda RBI 2019 primary data

The survey findings reveals that the prevalence of bribe in Rwanda has slightly dropped from 3.28% in 2017 to 2.08% in 2018 and 2% in 2019. As in the previous year, the Traffic Police remains with the highest levels of prevalence(9.07) of bribe in 2019 followed by RIB (7.08%) and the Technical/vocational training(5.13%).

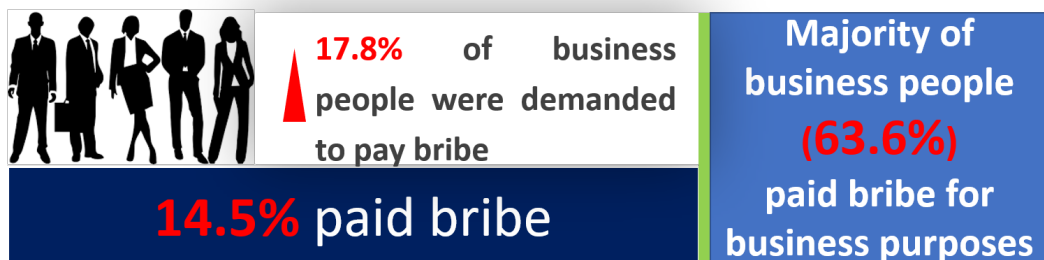
Though the traffic police registered the highest prevalence of bribe in 2019, it is worth noting that in one year its prevalence dropped from 14.29% to 9.07%. This implies that due to anti-corruption measures taken by the National Police(firing/arrest the corrupt officials/ citizens) , citizens are more likely concerned about the subsequent consequences of the malpractice which leads them to refrain from paying bribe to Traffic Police while indulging in corrupt practices with the latter. The figure below shows other good performers of the year 2019 in terms of efforts made to reduce bribe payments in their respective institutions.

Figure 11 : Trend of prevalence in selected institutions



As highlighted in the introduction of this report, Transparency International Rwanda committed to avail data for the sake of enabling the monitoring of the SDG16.5. The data in the figure below reveal that the proportion of bribe demand and paid among the business community in 2019 in Rwanda stand at 17.8% and 14.5% respectively. Moreover, the study indicates that of the 14.5% respondents who paid bribe in the last 12 months, 63.6% of them ended up paying it.

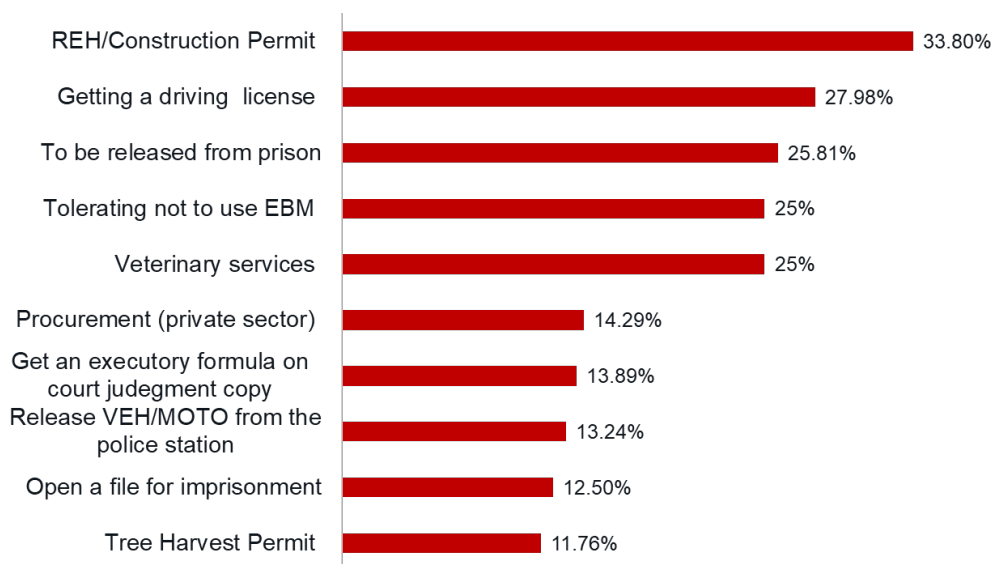
Bribe occurrences among the business community (SDG16.5.1 and SDG 16.5.2)



Like in the previous RBI, this study also sought to highlight services found as the most prone to corruption in the last 12 months. It emerged from the findings that rehabilitation/construction permit, driving licence and imprisonment related services remain with the highest prevalence of bribe in

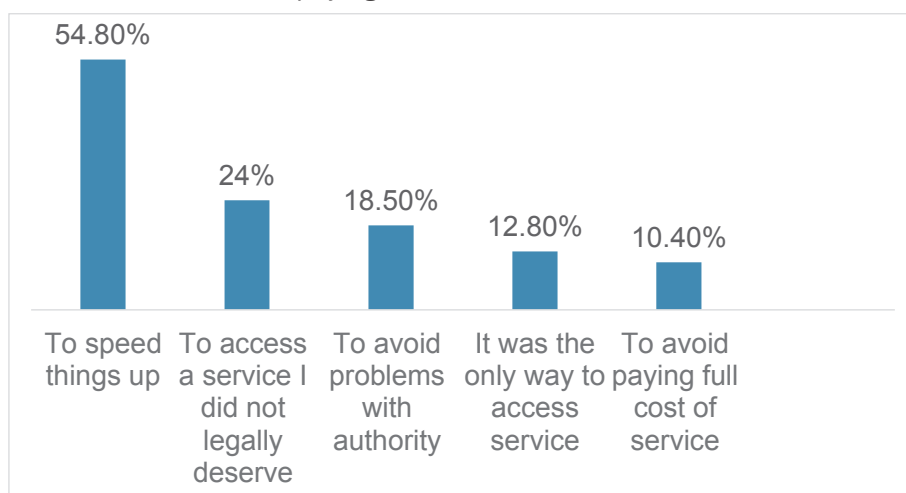
2019 as shown in the figure below.

Figure 12 : Most common reasons for paying bribe



The survey findings (see figure 13) reveal the most common reasons for paying bribe in the last 12 months including to speed things up (54.8%), access a service illegally(24%), avoid a problem with authorities(18.5, it was the only way to access service(12.8%) and avoiding paying full cost of service(10.4%).

Figure 13 : Reasons for not paying bribe



4.5. AVERAGE SIZE OF BRIBE

Table 2 : Average amount of bribery paid.

Service	Total Amount Paid (RWF)	Average size of bribe (RWF)
RIB	6,755,000	450,333
Judges	4,140,000	345,000
Local Government	3,424,800	34,248
Traffic Police	2,750,000	62,500
WASAC	1,137,000	103,364
Banks	726,000	40,333
Private Sector	518,000	86,333
RRA	474,000	47,400
Secondary school	321,500	53,583
REG	178,000	22,250
Medical services/CS and Hospitals	133,000	16,625
Technical / vocational training	55,000	27,500
University	30,000	15,000
Prosecutors	20,000	20,000
MINEDUC /HEC /REB	0	0
Primary school	0	0
Rwanda Bureau of Standard	0	0
Local CSO	0	0
International CSO	0	0

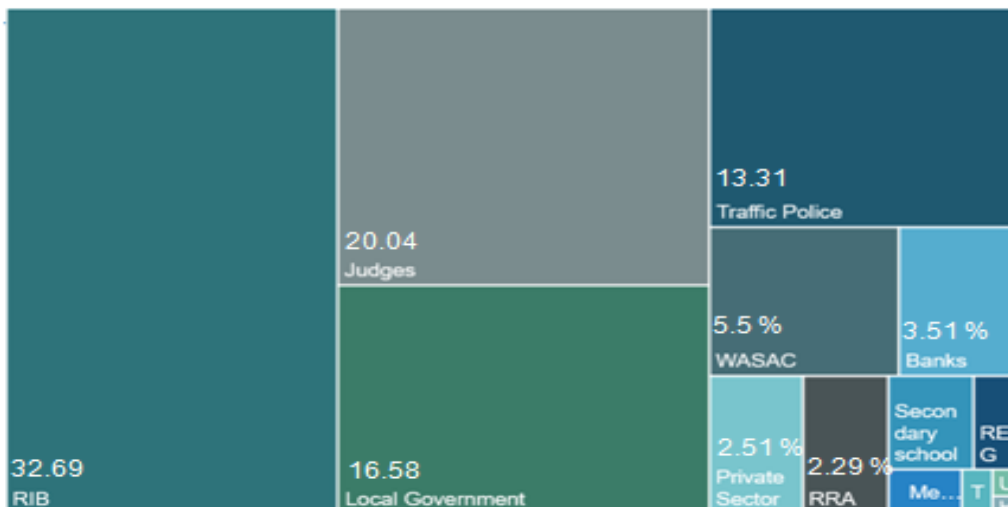
Source: TI-Rwanda RBI 2019 primary data

The national average size of bribe paid by respondents is amounted to RFW 121.567 indicating a sharp rise in average of amount of bribe paid from the 3 consecutive RBI (Rfw 43,743 in 2016, RFW 36,173, in 2017 and RFW 58.065 in 2018) . The 2019 RBI reveals that the amount of bribe paid in RURA, RIB and Judiciary appear to be the highest with Rwf 9000,0000; Rfw 450,333 and Rfw 345.0000 respectively. It is suprising that the average size of bribe paid in the judiciary has significantly increased from 2016, from RFW 46,500 in 2016 to RFW 206.000 in 2018 and to 345.000 in 2019. This study revealed that the average size of bribe paid to RURA (RWF 9.000.000) was received by only one staff from RURA while issuing a license for transport service operations to business people in one of the surveyed districts.

4.6 SHARE OF BRIBERY

Table below presents the share of bribe paid during the last 12 months by respondents who sought services in the institutions listed below

Figure 14 : Share of Bribery



The data in the figure 14 above show that nearly 80% of share of bribe payed to selected institutions originate from RIB (32.69%), Judges (20.04%), Local Governemnt (16.58%), Local Government(11.5%), traffic police(13.31%). The main reason of large shares in RIB, Judges and Local Government is due to the fact these institutions have more interactions with citizens than other institutions selected in this study, hence leading them to the high risk of corruption .

4.7. PERCEIVED IMPACT OF BRIBE

The table below presents findings on whether respondents would have received the services they sought from particular institution if they failed to pay a bribe.

Table 3: Impact of bribe

SN#	Service	Number of Interactions with the Institution	Number of people who were not given services as result of refusing to pay bribe	Impact of Bribe (%)
1	MINEDUC /HEC /REB	37	1	2.70
2	Primary school	425	1	0.24
3	Secondary school	284	1	0.35
4	Technical / vocational training	39	1	2.56
5	University	104	0	-
6	Judges	265	10	3.77
7	Prosecutors	10	2	20.00
8	Medical services/CS and Hospitals	2,840	5	0.18
9	Traffic Police	485	10	2.06
10	RIB	212	3	1.42
11	Local Government	3,940	96	2.44
12	RRA	935	9	0.96
13	RURA	60	1	1.67
14	Rwanda Bureau of Standard	14	0	-
15	WASAC	312	7	2.24
16	REG	228	2	0.88
17	Banks	1,851	10	0.54
18	Local CSO	38	1	2.63
19	International CSO	4	0	-
20	Private Sector	142	7	4.93
	TOTAL	12,225	167	1.37

Source: TI-Rwanda RBI 2019 primary data



The trend analysis of the perceived impact of bribe in Rwanda since 2010 indicates that in Rwanda getting services is not necessarily connected to paying bribes(perceived impact of bribe in Rwanda since 2010 always scored below 2%) . However, the 2018 RBI showed that the impact of bribe in the private sector was relatively significant as it accounted for 10.84%. This year, Prosecution related services is ranked with the highest impact of bribe (20%), which can significantly impact negatively on service delivery in this sector as 20% of clients can only access to their service if they pay bribe.

4.8. CORRUPTION REPORTING

In this section, the reporting of bribe cases are illustrated and discussed. The survey shows whether the respondents who encountered corruption reported it or not (see Figure below).

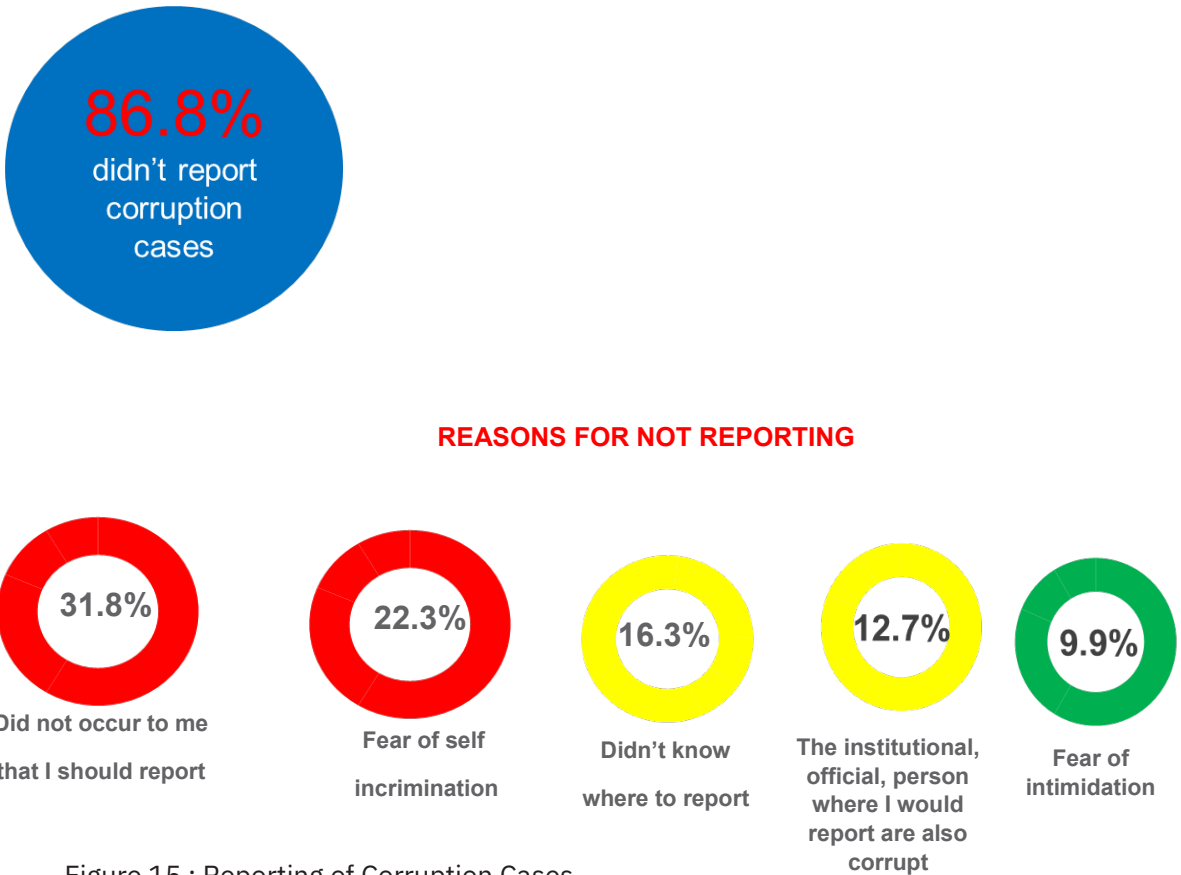


Figure 15 : Reporting of Corruption Cases
Source: TI-Rwanda RBI 2019 primary data

As in the previous RBI, the above figure indicates that the vast majority of 86.8%, who encountered corruption, did not report it., the main reasons being that reporting did not occur to them (31.8%), fear of self incrimination(22.3%), it was perceived that no action would be taken (16.3%) indicating the lack of confidence in the existing laws and their enforcement with regard to tackling issues of corruption.

Satisfaction with the action taken after reporting bribe

The reasons of not reporting corruption corroborate also the level of dissatisfaction of respondents with the action taken after reporting corruption. The data in Figure x shows that only 10%% of respondents were satisfied with the action taken by relevant institutions after reporting bribe as opposed to 70% who were dissatisfied with the action taken (see table below).

Table 4: Reasons of not reporting corruption

	<i>Frequency</i>	<i>Percent</i>
Satisfied	6	10.0%
Neither satisfied, nor dissatisfied	12	20.0%
Dissatisfied	9	15.0%
No action was taken at all	33	55.0%
Total	60	100.0%

55% of reported cases did not see any action. While 35% respondents were not satisfied with actions taken.

The survey further looked at the institutions where citizens are reporting to. In Rwanda, several channels exist as forums for reporting bribery. However, only a few are actually considered. At national level, mainly the Ombudsman is contacted, at more local level, the Local Government as well as the Police is considered as focal point for reporting bribery. The table below shows that in 2019 citizens have reported corruption mainly to the management of institutions where corruption was encountered and the Office of the Ombudsman.



Table 5: Focal points for reporting bribery cases

	Frequency	Percent (n=60)
Management of institution (in the same institution where you encountered bribe)	19	36.7%
Ombudsman (Anti-corruption authority)	9	20.0%
Local councilor	5	13.3%
Media	3	10.0%
Rwanda Investigation Bureau (RIB)	2	8.3%
Transparency International Rwanda	1	6.7%
Religious leader	1	2.7%
NGOs/ CSOs (other than TI-RW)	1	2.3%

CONCLUSION AND RECOMMENDATIONS

The survey was aiming to determine the overall level of bribery likelihood as well as the actual encountered bribes by the surveyed citizens of Rwanda. As in the previous RBI report, positive and negative changes of bribe incidences over can be observed. With this years' analysis, it became evident that for instance the prevalence of bribes with Traffic Police, REG and the Private sector has decreased due to new measures undertaken to curb corruption. In contrast the prevalence of bribe in Vocational Training, Judicial police/RIB, Prosecution and RURA has increased from last year. Looking at specific prevalences of bribes in selected services, construction, driving licence permit most affected by bribes.

In addition, the report also pointed out that with an overall average amount of bribes which increased from RWF 58,000 to RWF 121,567 and which especially occur in public institutions mainly RURA, RIB and Supreme court(Judges) even though in Rwanda majority of citizens are not able to afford the cost of bribe.

The reporting of bribes is still problematic in Rwanda, especially due to the fact that majority of citizens do not feel like it is their responsibility to do so.

With these findings of the RBI 2019, TI-Rwanda recommends the following issues to be addressed:

1. RIB/NPPA/SUPREME COURT: RIB, Judges & Prosecutors:

The criminal justice chain should be strengthened in terms of capacity building in investigating corruption. More effort should be made to coordinate the anti-corruption work.

2. WDA/MINEDUC/REB:

As the TVET sector wants to further develop, it is very important, especially from the side of WDA to consider stronger monitoring and anti-corruption measures to fight against corruption. This is especially important to for the current youth.

3. OMBUDSMAN/ MINICOM /PSF :

Bribe in the business community is relatively high (→ SDG 16.5 indicator) → 17.8 % of business people were demanded a bribe → PSF and RDB should strive to enhance regulations and ethical standards to minimize risk of corruption

4. MINALOC/RGB/CSOs:

CSOs should have major role to play as they serve as the eyes and ears of the public. CSOs help enforce discipline and accountability on private operators as well as transparency in the interface between the public sector and the private sector. Hence, the anti-corruption agenda must include the promotion of a vibrant and independent civil society.

5. Victims and witnesses of corruption are still reluctant to report corruption in Rwanda. Awareness rising combined with incentives, strong measures of witness protection should be implemented to reverse the trend. The **use of mobile technology** and applications to empower citizens to report corruption should be strengthened;
6. Services most prone to corruption (construction and driving licenses remain most prone to corruption since many years!), should be given particular attention in the anti-corruption agenda. Stronger monitoring and anti-corruption measures are needed by respective institutions!

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