



**TRANSPARENCY  
INTERNATIONAL  
RWANDA**



**Public Expenditure Tracking Survey  
(PETS) in VUP- Public Works to  
assess the impact of COVID-19 on the  
livelihood of beneficiaries of VUP-PWs**

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## ACRONYMS

BMZ : German Federal Ministry for Economic Cooperation and Development

BPN: Business Professionals Network

Cat. : Category

COVID-19: Coronavirus Disease-19

CSO: Civil Society Organisation

cPW: Classic Public Work

DS: Direct Support

EDPRS: Economic Development and Poverty Reduction strategy

ePW: expanded Public Work

FBO: Faith-Based Organisation

FGD: Focus Group Discussion

FRW: Frangs Rwandais/Rwandan Frangs

GIZ: Deutsche Gesellschaft für Internationale Zusammenarbeit

GoR: Government of Rwanda

ICPAR: Institute of Certified Public Accountants of Rwanda

ILO: International Labour Organisation

IRDP: Institute of Research and Dialogue for Peace

KII: Key informant's interview

LODA: Local Administrative Entities Development Agency

MINALOC: Ministry of Local Government, Good Governance, Community Development and Social Affairs

MINECOFIN: Ministry of Finance and Economic Planning

NISR: National institute of Statistics of Rwanda

NST-1: Nation Strategy for Transformation- 1

PETS: Public Expenditures Tracking Survey

PW: Public Work

RIB: Rwanda Investigation Bureau

SACCO: Saving and Credit Cooperative

SPSS: Statistical Package for the Social Sciences

TI-Rw: Transparency International Rwanda

TVET: Technical and Vocational Education and Training

US: United States

USD: United States Dollars

VUP: Vision 2020 Umurenge Programme

## EXECUTIVE SUMMARY

The aim of this PETS is to examine the flow of funds (in the implementation of the VUP-PWs during the period affected by the Covid-19 pandemic and evaluate the impact of the latter on VUP-PWs beneficiaries. It focuses on the period covering end of March to June 2020. The former date coincides with the imposing of the lockdown following the outbreak of Covid-19, while the latter refers to end of the 2019/2020 fiscal year. The data were collected from VUP-PWs beneficiaries, VUP-Managers and fund requests and transfers documents in 15 districts, through desk research, structured questionnaire, focus group discussions and key informant's interviews.

### Key findings

- **Leakage and delays in VUP-PWs fund requests and transfers**

The assessment of leakage in funds transfer revealed that at national level (the Local Administrative Development Agency, LODA), overall, there is no fund leakage in 11 out of 15 districts assessed with regard to the fund flow from LODA to districts. However leakage is observed in 4 districts with the biggest one being reported in Nyaruguru District (37%) and Kayanza (30%) while the smallest is observed in Gatsibo (17.7%) and Nyamagabe (3%). The major explanation for this leakage is the fact that some PWs projects were not granted the non-objection from donors due to issues of avoiding compensation of properties that would be damaged by the concerned projects such as roads construction.

At SACCO level, leakage was observed in 3 districts (Kicukiro, Nyarugenge, Musanze) of the 15 districts. The biggest leakage rates are reported in 2 cases observed in March 2020 in Musanze District, (40% and 28%). It emerged from qualitative research (FGDs and KIIs) that some cases of fund leakage between SACCOs and VUP-PWs beneficiaries' accounts are caused by some debits unilaterally done by SACCOs on local leaders' instruction. The reason most cited in different districts relates to account debiting for the purpose of EJO HEZA saving on behalf of VUP-PWs, and the SACCO's commission fee "Umufuragiro"



Regarding the timeliness of requests for and transfers of VUP-PWs funds, the study shows that to a large extent, there are no delays observed. One case of 60 days delay of fund transfer from LODA to the District was however observed in Nyabihu District for March 2020.

It also emerged that to a large extent, both requests and transfers of funds from Districts to SACCOs did not show delays in the majority of sampled districts. Delays were however observed in three districts only that is Huye, Nyamagabe Gatsibo. For instance, in the latter district (Kiramuruzi sector), there were delays for 3 out of 4 months assessed. The affected months coincided with the toughest months where Rwandans were in lockdown following the Covid-19 pandemic. The delays were so long that the shortest one took 2 months while the longest one lasted 4 months.

Concerning delays of fund transfer from SACCOs to beneficiaries' accounts, the desk review in sampled districts and SACCOs shows delays in two districts only (Gicumbi and Bugesera). Delays range from 13 days to 41 days. It is worth reminding that these are just indicative cases of delays which are not necessarily representative of the entire group of VUP-PWs beneficiaries.

These delays in processing wage occur while VUP-PWs are implemented in the framework of the Government social protection strategy. This means that in most cases, beneficiaries who do not have any other reliable alternative source of income. For some beneficiaries, delayed wage means denied wage because it is likely to come when the plight of recipients is at its worst. Delays in processing VUP-PWs were also reported by the survey respondents whose wage was not interrupted by the Covid-19 related lockdown.

- **Impact of Covid-19 on VUP-PWs beneficiaries**

Like for many other sectors of country's life, the measures taken to curb Covid-19 pandemic led eventually to interruption of VUP-PWs. Overall, around 8 in 10 respondents saw their work interrupted for some time. For most of respondents, work interruption was simply caused by the lockdown that the Government imposed between 21<sup>st</sup> March and 6<sup>th</sup> May 2020. This applies to both cPWs and ePWs beneficiaries, as was the case for most of Rwandan population.

- **Impact on remuneration**

Overall, around 7 in 10 respondents did not get their wage (between March and May 2020) as a result of work interruption due to Covid-19 lockdown. This issue is more reported by cPWs

than ePWs beneficiaries (76.6% and 56%, respectively). The survey does not suggest any important gender difference in this regard.

### ***Effects of work and wage suspension following the lockdown***

The suspension of work and wage payment following the covid-19 related lockdown and confinement has adversely affected the VUP-PWs beneficiaries' households. Lack of income emerged as effect number one experienced by nearly all respondents. Nearly all respondents reported this effect. It is followed by difficulty to get alternative job opportunities in exchange of foodstuffs. Other effects include lack of cooking energy, lack of water for cooking and difficulty to walk into crop fields due to lockdown. These are basic needs that call for particular attention of policy-makers and relevant stakeholders from a social protection viewpoint.

- ***Effects on foodstuffs***

The wage suspension following the Covid-19 –related lockdown impacted negatively households' food security, particularly among the already economically vulnerable households. The number of daily meals dropped significantly during the lockdown period. For instance, the number of respondents' households who did not have food for some days increased from 3.9% before the lockdown to 27.8% during the lockdown. VUP-ePWs beneficiaries were particularly affected because those who would spend some days without food before the pandemic increased from 5.9% to 32.8% during the pandemic. Similarly, the number of respondents' households who used to have two meals per day drop from around 4 in 10 to slightly below 2 in 10 households, while 3 meals per day were rare, especially during lockdown.

The suspension of income following the VUP-PWs suspension due to covid-19 related lockdown did not only affect the number of household daily meals, but also the content/composition of food taken by households of VUP-PWs beneficiaries. The survey shows that food variety dropped among some respondents. For instance, there was a decrease in consumption of vegetables, fruits which contains relevant vitamins for body protection against diseases. Such a decline in food content for these vulnerable households occurred in a time where they needed a balanced diet most, to face the risk of infection to Covid-19.

One should also note that some of VUP-PWs beneficiaries suffer from some diseases that could be worsened by such a decline in food composition, and hence increase their vulnerability to covid-19 infection. Similarly, potential or actual deterioration of health condition as a result of decline in quality of food content is likely to lead to lowering of physical capacity to work and therefore lose their most important, if not the one source of income.

- **Particular impact on women's diet**

The study revealed a particular effect on women, especially pregnant and breastfeeding women. Due to their health condition, these women have particular needs associated with pregnancies and their babies. Following the work and wage suspension or delay, pregnant and breastfeeding women who work with VUP-PWs were therefore affected, because they were not only able to afford ordinary food but also relevant diet they needed.

- **Health-related effects**

At least 2 in 10 respondents personally or members of the households had specific health issues such as disabilities, chronic diseases and other severe but curable diseases during the Covid-19 related lockdown. Proportions of respondents who personally have those health issues are slightly higher than those of relatives with similar problems. In addition, such health issues are almost equally distributed among cPWs and ePWs. It is worth highlighting that some of these health issues stand among factors that shaped the households socioeconomic vulnerabilities that eventually put them in *ubudehe* category 1.

Furthermore, the study shows that nearly a half of respondents' households have members whose health problems got intensified by Covid-19 related lockdown and subsequent suspension of PWs wage. It is an important proportion of respondents whose socioeconomic situation was already precarious and, some of whom were already experiencing severe health issues.

The lockdown following the covid-19 outbreak and related work interruption and subsequent suspension of VUP-PWs wage have concurrently put some households' members in a delicate situation. Three major subsequent issues reported by respondents include: (1) long distance to walk to reach the nearest health center (due to lack of public transportation means), (2) refrain from going seeking medical services for fear of getting infected with Covid-19, and

(3) lack of money to pay for medical services. In addition, around 1 in 10 respondents whose health issues were intensified by Covid-19 lockdown and its effects, reported the bureaucratic difficulty to request the police travel clearance to go and see the doctor.

- **Effects on other basic needs such as water, cooking and house lighting energies**

During the lockdown, people whose VUP- PWs and related wage were suspended, experienced real problems to access clean water for home use. The majority of respondents' households (close to 7 in 10) faced incapacity to access water timely due to movement restrictions, while 3 in 10 respondents' households did not afford paying for water (following the wage suspension). Furthermore, due to community panic over the risks of Covid-19 infection, some respondents or the relatives were reluctant to go out to fetch water, especially in areas where it still takes some distance to reach the water collection points.

Similarly, the lockdown did not go without adverse effects on respondents' household's capacity to get cooking energy. Major effects range from reluctance to send children to fetch fire wood for fear of getting infected with coronavirus (close to 3 in 10 respondents), through lack of income to pay for cooking energy (close to 3 in 10 respondents), to the difficulty to reach to places that host cooking energy /selling points (close 3 in 10 respondents).

Moreover, almost a half of respondents lacked income to pay for house lighting energy as result of wage suspension due to Covid-19 related lockdown. Close to 1 in 10 respondents 'households faced difficult to walk up to lighting energy selling points, while an important proportion (around 4 in 10) experienced other related problems.

- **Provision of emergency assistance to VUP-PWs during the lockdown**

An important proportion of households of VUP-PWs beneficiaries (close to 4 in 10 respondents) received assistance to cope with economic effects of Covid-19. Foodstuffs and home materials emerged as core type of assistance that respondents received as a contribution to coping with effects of Covid-19. For very few of them assistance consisted of money. The Government, through its various institutions including local government, is the major provider of assistance. Other actors involved include non-governmental organisations, a compound of neighbors, relatives and friends and faith-based organizations. This assistance was timely considering the initial vulnerabilities of those households coupled with suspension of wage. However, the majority of respondents (around 6 in 10) did not receive any assistance, despite

their poor situation. This finding may challenge the coverage of assistance initiative taken by the Government and other stakeholders during the lockdown period.

- **Accountability in VUP-PWs during the Covid-19 pandemic**

The study revealed limited respondents' awareness of actors they would turn to in case of dissatisfaction with or grievances about various aspects of VUP-PWs implementation. Around 8 in 10 VUP-PWs beneficiaries interviewed in this study mentioned local leaders and appear to ignore other relevant actors such as Rwanda National Police, Rwanda Investigation Bureau (RIB), Office of the Ombudsman, National Public Prosecution Authority and civil society organisations.

It also emerged that demanding accountability is not a common practice among respondents. The majority of respondents who experienced grievances did not eventually report it to any relevant institutions. Reporting rate stands only at 41.1% and is slightly higher among ePWs than cPWs. This raises the question of whether Rwandans are naturally reluctant to report their grievances or dissatisfaction experienced in service delivery.

The survey reveals low level of respondents' satisfaction with the way authorities they addressed their complaints. Cumulatively, 7 in 10 respondents who lodged their complaints were not satisfied with the reporting outcome.

Furthermore, the study examined corruption as an important aspect of accountability in the implementation of VUP-PWs during the Covid-19 pandemic. It suggests a very low prevalence of corruption encounters in various aspects of VUP-PWs (1.5%) during the Covid-19 lockdown. This prevalence is almost equally distributed among cPWs and ePWs. Major areas affected by corruption include getting wage, being allowed to resume PWs after lifting the lockdown, getting emergency food assistance and follow-up on the complaints lodged. The data does not suggest important differences in proportions of men and women who experienced such corruption.

Considering major issues that emerged from this study, a couple of corrective measures were recommended. As presented in the last section of this report (See page 67).

## 1. BACKGROUND

Transparency International Rwanda (TI-RW) is a Rwandan Civil Society Organization created in 2004 and registered as a non-governmental organization in accordance with the law no 04/2012 of 17/02/2012 governing the organization and functioning of the national non-governmental organizations. TI-RW's mission is to contribute to the fight against corruption and promote good governance through enhancing integrity in the Rwandan society.

TI-RW is a key partner for both government and Development actors in improving citizens-state relations through ensuring transparency and accountability in the implementation of any program benefiting citizens in all spheres of life.

TI-RW has initiated a project funded by the German Federal Ministry for Economic Cooperation and Development (BMZ) through Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) titled “Social accountability tools to explore COVID-19 response effects on beneficiaries of social-protection programs in Rwanda”. This resulted from the widespread of COVID-19 pandemic which has led to vast implications on citizens' civic, political, and economic rights and on the increased Government discretionary power to ensure the management of the pandemic.

In order to contain the spreading of COVID-19 countrywide, the Government of Rwanda has resorted to extreme measures such as the derogation of certain fundamental rights including freedom of assembly or freedom of movement, enhanced surveillance on its citizens. This was enabled by the establishment of a total lockdown in the whole country from 21<sup>st</sup> March 2020 to 4<sup>th</sup> May 2020. The lockdown situation has created a state of emergency and this situation impacted negatively especially on the economically vulnerable citizens (those whose living conditions are based on little daily income or informal business workers).

The Government of Rwanda mobilized huge means internally and received external support to deal with COVID-Pandemic. The World Bank opened for Rwanda a flexible credit line of 100 million of USD to support energy sector as one of the economic drivers which was heavily affected by the COVID-19 crisis<sup>1</sup>. Similarly, the Government of Rwanda introduced a number of policies and initiatives to support vulnerable citizens especially those who can't afford

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<sup>1</sup> <https://www.igihe.com/ubukungu/U-Rwanda-rwahawe-inguzanyo-iciriritse-ya-miliyari-93-Frw-yo-gufasha-urwego-rw-ingufu>

feeding themselves on a daily basis because they used only to live by what they have earned on a daily basis. Furthermore, the Government of Rwanda has also done much in equipping the health system to be in a position of facing and effectively managing the increase in number of people tested positive of COVID-19.

Nevertheless, during the implementation of the lockdown instructions, many efforts on awareness rising on COVID-19 were concentrated in Kigali city leaving behind residents in rural areas with limited information. At the same time, TI-RW received citizens' complaints on lack of transparency in distribution of Government emergency support to affected citizens, corruption in service delivery in other health services (out of COVID-19 response), limited information on Government of Rwanda COVID-19 economic mitigation measures, to name the few.

In the framework of contributing to the fight against the spread of COVID-19 as well as ensuring transparency and accountability in the implementation of measures and initiatives designed to support vulnerable citizens in this period. TI-RW undertook a Public Expenditure Tracking Survey in VUP- Public Works to assess the impact of COVID-19 on the livelihood of beneficiaries of VUP-PWs in 15 Districts.

## **2. OBJECTIVES**

The overall objective of this PETS is to examine the flow of funds in the implementation of the VUP-PWs during the period affected by the Covid-19 pandemic and evaluate the impact of the latter on VUP-PWs beneficiaries.

**This PETs aims to achieve the following objectives:**

- Analyze the leakage in the flow of public funds through VUP-PWs amidst the COVID-19 response.
- Analyze the timelines of disbursement of VUP-PWs and its impact on the livelihood of beneficiaries.
- Examine alternative/additional emergency food support received by VUP-PWs beneficiaries amidst the Covid-19 lockdown
- Analyze the socio-economic impact of the absence of VUP-PWs funds on beneficiary's livelihood during COVID-19.
- Compare the effects of COVID-19 on VUP-PWs beneficiaries between classic PWs and expanded PWs.

### **3. LITERATURE REVIEW**

#### **3.1. VUP Public Work**

Vision 2020 Umurenge is an innovative initiative by the Government of Rwanda (GoR) in partnership with development partners and NGOs. It is led by the Ministry of Local Government, Good Governance, Community Development and Social Affairs (MINALOC) and reinforced by the Ministry of Finance and Economic Planning (MINECOFIN). Originally established as a flagship programme within the first Economic Development and Poverty Reduction strategy (EDPRS), the VUP remain a key mechanism for the delivery of a range of national targets under Nation strategy for Transformation (NST1) (2018-2024 and realization for vision 2020). The purpose of VUP is to make a critical contribution to government of Rwanda's efforts to eradicate extreme poverty, malnutrition and promote socioeconomic transformation by accelerating graduation from extreme poverty and strengthening household resilience. The VUP balances central guidelines for socioeconomic change through economic growth, job creation and extreme poverty abolition with local participatory mechanisms. This intends to make the best possible use of scarce resources while, at the same time, ensuring satisfactory local incentives for sustainable growth. The section below describes current LODA guidelines on Vision 2020 Umurenge Program, the component of classic public works and expanded public works.

##### **3.1.1. Classic public works scheme objective**

The Primary objective of the Classic Public Works (cPWs) is to provide consumption smoothing employment and promote graduation from extreme poverty among labour endowed households. To be eligible, households are supposed to belong to Ubudehe category 1 with at least one worker. However, households in other categories may participate if the community confirms that their situation has deteriorated significantly since the time of classification as results of socio-economic shocks. This scheme consists of labour-intensive public work related to: environmental management, climate change adaptation, construction and rehabilitation, community access roads, and urban drainage, rehabilitation of marshland drainage channel. In the case of radical terraces projects, the implementation should be in line with technical standards set by Ministry of Agriculture. The cPWs should be paid after each 10-day work



cycle (irrespective of number of days per week that they work). Payment shall be made directly to beneficiary's accounts through formal financial establishments or through agreed digital platforms (LODA, 2019).

### **3.1.2. VUP Expanded Public Work Scheme**

Expanded Public works( ePWs) provide accessible and appropriate employment opportunities to moderately labour constrained households. They also provide consumption smoothing employment and promote sustained graduation from extreme poverty among labour-constrained households (particularly those caring for young children).They support implementation of a wide range of social and economic development interventions through the supply of labour (eg. maintenance of community roads and provision of child care for poor and vulnerable household). The ePW scheme is primarily intended to provide support to extremely poor households with caring responsibilities. These include households with only one-member able to work and at least one kid aged 0-5 years, households with only one-member able to work, where the worker has moderate disability, or those with only one-member able to work and the worker is aged 60-64 years (LODA, 2019).

## **3.2. Impact of COVID on Economy, Poverty and Inequality**

The pandemic is likely to take a disproportionate toll on the poor, old, and marginalized and exacerbate inequalities. In the short term, poor people are most at risk health wise, with limited access to proper housing, social protection, affordable health care, paid sick leave and safety nets. Those who live "day-to-day" in countries with government mandated lockdowns cannot afford to comply, fuelling some of the anti-lockdown protests in countries such as Brazil and the US (Vox,2020). In the aftermath of the pandemic, the economic crisis will also hit the poor the hardest, as people lose their job, their income and their livelihood. Oxfam estimates that the economic fallout from the coronavirus pandemic could push half a billion more people into scarcity, as governments locked down entire economies to succeed the control of the contamination (Oxfam,2020).

Richer countries are the epicentre of the epidemic, it is expected that the illness will ultimately spread very quickly with greater infection rates in poorer countries, where social distancing may prove challenging. However, demographics seem to play an important role in the outcome of the disease: as the virus appears to be very deadly for older people, and low-income economies have much younger populations, death rates may be minor in those countries (newsscientist,2020).

In the aftermath of the pandemic, as the world plunges in an unprecedented economic recession, many will struggle with job losses and family problems. According to the scenario forecasted by the International Labour Organization, worldwide unemployment could grow between 5,3 and 24,7 million from a base level of 188 million unemployed in 2019 (ILO 2020). This is especially likely to affect low-skilled and low-paid workforces in sectors like hospitality, and trade where people are more likely to experience insecure work (Taub, James 2020). Many will live on the edge of unsustainable debt, highly vulnerable to any economic downturn and are likely to respond to declining incomes by curbing spending, lowering demand and further raising unemployment rates.

There is broad consensus that the pandemic will widen the gap between poor and rich people and probably between poor and rich nations (newsscientist 2020) . The disease is likely to spread at greater pace in poorer and densely populated urban areas, slums or refugee camps, where populations are unable to socially distance themselves and lack access to basic social and political protections (UN 2020). Access to treatment will be a challenge, especially in developing countries where medical infrastructure is weak and ventilators are not an option. In the absence of universal health insurance and coverage, many may have to sell their assets or take loans sometimes at exploitative rates. Food security and shortage can become a challenge for more vulnerable populations as poor people may lack disposable cash to store food during the contagion (Laura Oliver 2020) .

As the world experiences how mutually, inter-dependent we have become and the need for more cohesion to mitigate inequalities and the impact of the pandemic on more vulnerable populations, there could be greater pressure on governments to invest in health care, housing, education for citizens who have been left behind by globalization. In many countries, the pandemic is driving antagonism and resentment targeted at the rich and famous, with

rumours often fuelled by the media - that they can use their connections to get better access to testing and health care or escape the virus in their holiday residences (ODI,2020).

Most governments and businesses initially reacted to the COVID-19 pandemic as a health crisis. The main objective was and still is to prevent the spread of the virus and save lives. Yet as the crisis escalates and the virus spreads further, the long-term economic repercussions of government-enforced lockdowns have been brought into sharp relief as some of the world's major economies come grinding to a halt. It is increasingly clear that measures put in place by governments to stop the spread of COVID-19 will lead to sharp drops in GDP and economic growth as a result of disruptions to international manufacture and supply chains. Investors fear the spread of the coronavirus will cripple economic growth and that government action may not be sufficient to stop the weakening. Certain sectors such as the tourism and travel industries might see a particularly strong decline in revenues and profits due to the travel bans and restrictions issued by 100+ countries around the world (OECD 2020) .

It is hard to anticipate the complete effect of COVID-19 on the global economy, but it will likely result in higher unemployment and greater difficulties to service debt obligations (both public and private). The scale of the economic fallout will likely be determined by the success of the public health responses. If the social distancing and lockdown measures fail to slow down the spread of the virus and to prevent a resurgence in the virus, economic recovery could be slow with the global economy needing up several years to return to pre-crisis levels (Laura Oliver 2020).

The effects of the crisis can also be further differentiated between the formal and informal sectors. Labourers in the informal economy are typically low-paid and possess few qualifications. They are rarely afforded sufficient coverage by formal agreements, while their lack access to social protection (unemployment and healthcare benefits) and labour rights (including collective bargaining and participation) renders them highly vulnerable to volatile market conditions. Although the growth of the so-called gig-economy is increasingly evident in advanced economies, 93% of the world's informal jobs are located in developing economies and unindustrialized countries (braveneweuropa,2020).

Finally, there is a real risk that women will be disproportionately affected by the effects of COVID-19 since they make an unequal percentage of labors in the informal sector. In South Asia, over 80% of women in non-agricultural jobs are in informal employment. The same is

true for 74% of women in Sub-Saharan Africa and 54% of them in Latin America and the Caribbean (newscientist,2020) .

### **3.3. Effects of Covid-19 on households' livelihoods in Rwanda**

Despite the newness of the Covid-19, the literature on this pandemic worldwide is so rapidly growing. In Rwanda, the existing literature tends to focus on the pandemic's impact on national economy, with less emphasis on households (Business Professionals Network [BPN] & University of Rwanda, 2020; Institute of Certified Public Accountants of Rwanda[ICPAR], 2020; Sophie Boote, Kieran Byrne and Irene Baby, 2020; Business Professionals Network [BPN] & University of Rwanda, 2020; United Nations Economic Commission for Africa, 2020).

However, few studies explored Covid-19 impact on some aspects of households' livelihoods in Rwanda. Following the Covid-19 outbreak, the Government of Rwanda responded to this pandemic by taking some containment measures. These include but are not limited to a total lockdown (effective from March 21st to May 6<sup>th</sup>, 2020), testing of the infection and treatment of seropositive cases, social distancing and wearing face masks. While such measures proved to be increasingly effective, they did not go without consequences on national economy (all sectors) and households living conditions, especially those of the already vulnerable people.

- **Loss of job and hence of income**

Due to the lockdown which involved restriction of people's free movement, most of economic activities have frozen. Such a loss of employment opportunities is also observed through the Labour Force Surveys conducted by the National Institute of Statistics of Rwanda. For instance, unemployment rates rose from 13.1% in February (National institute of Statistics of Rwanda, April, 2020a: iv), to 22.1% in May (National institute of Statistics of Rwanda, August, 2020b: v), and dropped to 16% in August (National institute of Statistics of Rwanda, October, 2020c: v).

Obviously, Quarter two marked the pick of job loss due to the lockdown which ran from the third week of March to the first week of May 2020. The observed fall of unemployment rate is largely a result of progressive de-confinement measures that the Government took following the lift of the lockdown early May 2020.

Activities in schools, public and private institutions, private businesses closed and this eventually led to work contracts termination in some institutions, organisations and companies (Ngamiye & Yadufashije, 2020; Bizoza & Sibomana, 2020). As Ngamiye & Yadufashije (2020: 334) put it “ *The closure of schools will affect employees, and schools themselves. Some of schools started suspending employees’ contracts due to loss of income as most schools’ income comes from students’ tuition, but this started after announcement of new measures on COVID 19 prevention especially in private schools*”.

Definitely, such loss of income affected more adversely casual workers who, in many cases live on daily income (Bizoza & Sibomana, 2020).

For instance, a study conducted on the Impact of Covid-19 on cooperatives revealed that these cooperatives were adversely affected. “Each of the cooperative in Kigali has lost at least seven hundred fifty-eight thousand two hundred ninety Rwandan francs (758,290 frw) in a month of confinement” (Harelimana, Mugwaneza & Nteze Musabwa, 2020:5). This study also suggested severe impacts of Covid-19 on cooperative formation, income losses for both members and cooperatives.

- **Food insecurity**

Workers’ wage is always associated with their households’ livelihoods, mostly food. Loss of income led absolutely to starvation. As the United Nations Rwanda (2020) had predicted that “*The disruption of economic activity country-wide will most likely increase food insecurity, among the heightening of other vulnerabilities. The restrictions of movement, transport, and market operations have negatively impacted agricultural households that rely on market sales and will negatively impact households that do not have a harvest in stock to survive on* (p.XIV).

Starvation was so acute that according to Ghysels, Kalisa, Niyonzima (2020), “the number of those needing government assistance has been rising since the food distribution began as many have lost jobs or been unable to make a living due to the lockdown” (p.7). Taking the mere example of the City of Kigali, these authors contend that “the number of households eligible for food distribution grew from 26,572 to more than 50,000 in a matter of days, with more people expected to be identified” (p.7).

In a similar vein, some analysts had warned that vulnerable households would not only face severe starvation but also ran high risks of falling in abject and chronic poverty (United Nations Rwanda, 2020). Further studies are therefore needed to evaluate long term effects of covid-19 on the then vulnerable households.

- **Mass exodus of people from urban to rural settings**

The uncertainty associated with the lockdown and subsequent loss of income led some workers especially casual ones to flee urban areas, particularly the City of Kigali to their home rural villages. This involved mainly people who traveled *“with no means of transport and concerns raised about starvation among people who work in the informal economy, motorcyclists and those involved in small business as majority do not have savings and are unskilled labor paid on daily basis”* (Ngamije & Yadufashije, 2020:334).

- **Loss of power to afford non-food households assets**

Due to lack of or reduced power following loss of income, affected households, especially those of casual and informal sector workers also affected their purchase power for non-food household basic needs. These include water, health care services, cooking energies such as gas and charcoal, hygienic and sanitation materials, etc. (The United Nations Rwanda, 2020: XV).

- **Gender implications of Covid-19 pandemic on households**

The burden of Covid-19 may weigh disproportionately on women and girls. According to predictions made by the United Nations Rwanda (2020) claimed that *“Women and girls, who account for a significant number, and in some cases the majority, of workers in high-risk sectors with a high likelihood of disruptions, face a bleak job-security prospect in the coming months. Businesses that have reduced operations and, by extension, their profit margins will be forced to lay off a significant number of workers to minimize costs”* (p.XV).

These authors also predicted that this situation is likely to affects female-headed households in a particular way. As they put it, *“female-headed households are at a far greater risk of being impacted by the adverse effects of the COVID19 crisis; in fact, they could fall into deeper poverty levels and even face extreme poverty”* (p.XV).

The labour force surveys for Quarter 1, Quarter 2 and Quarter 3 (2020) reveal that unemployment kept adversely affecting women disproportionately. Unemployment rate among males rose from 12.3% in Quarter I to 19.6% in Quarter II before dropping to 13% in Quarter

III; while among females, it boomed from 14% in Quarter I to 25% in Quarter II and fell to 19.7% in Quarter III (National Institute of Statistics of Rwanda, 2020c:19).

Both ongoing and future research should keep evaluating this trend and determine whether or not the burden of Covid-19 pandemic supports the theory of feminization of poverty.

Despite the existing literature on the impact of Covid-19 on Rwandan economy and households, there is still much to know about it. More specifically, there is a paucity of research on Covid-19 impact on specific vulnerable categories as follows:

- People with disabilities
- People with chronic diseases
- Female-headed households
- Pregnant and breastfeeding women and their children
- Poor women and girls
- The elderly
- Households under social protection schemes (e.g. VUP-Direct Support, VUP-Public Works...)
- The psychosocial impact of Covid-19 on families with positive cases and those who lost their loved ones.

## 4. METHODOLOGY

This section describes the methodology of this PETS. It focuses on survey approaches and methods, the sampling plan, the data collection process, the data analysis, the data quality assurance and ethical considerations.

### 4.1 The approaches and methods

The study adopted both quantitative and qualitative approaches. While the quantitative approach involved the use of a structured questionnaire, the qualitative approach relied on desk review, focus group discussions (FGDs) and key informants' interviews (KIIs).

**The desk review:** it mainly involved the analysis of major documents related to the disbursement of funds to the beneficiaries of VUP in the 15 districts covered by this study. These documents included but were not limited to approved lists of VUP-PWs beneficiaries, records of VUP-PWs funds requests, records of VUP-PWs funds transfers, periodical activity reports, etc. These documents were availed by the Local Administrative Entities Development Agency (LODA), and district authorities (those in charge of the management of VUP-PW). This helped tracking the flow of funds requested, transferred and received at each point in the chain of VUP-PWs and COVID-19 response. A specific template was designed to serve in collecting data from those documents.

**FGDs:** these were organized with sampled VUP-PW beneficiaries from selected districts. FGDs allowed collecting participants', experiences, views and perceptions of the VUP-PWs funds transfer and payment as well as the existing mechanisms of funds request and transfer. In addition, funds disbursed to VUP-PWs beneficiaries as part of the response to Covid-19 pandemic were also examined. FGDs were facilitated in a way that took into account anti-covid-19 measures such as wearing face-masks, hand-sanitizing and physical distancing.

**KIIs:** these were conducted with selected informants including those from LODA, local authorities and VUP-PWs managers. KIIs helped examine the perspective of those actors on the flow (request and transfer) of funds related to VUP-PWs and Covid-19 response, the channels/mechanisms used and their effectiveness. Like for FGDs, KIIs were facilitated in consideration of anti-Covid-19 barrier measures (face-masks wearing, hand-sanitizing and physical distancing). An Interview guide was developed to that end.



**Questionnaire:** A structured questionnaire was developed and eventually administered to VUP-PWs beneficiaries from the 15 districts. It helped collect quantitative data on respondents' experience and perceptions of the timeliness of VUP-PWs wage payment, the impact of Covid-19 on livelihoods of VUP-PWs beneficiaries' households, the channels/mechanisms used, the effectiveness of the latter mechanism, as well as their satisfaction. The questionnaire was tablet-based and was administered by trained enumerators. The questionnaire administration observed anti-covid-19 measures such as wearing face-masks, hand-sanitizing and physical distancing.

## 4.2 Sampling plan

### Study population and sample size

The sampling strategy consisted of multi-stage sampling with two-stage sampling design. District was taken as stratum while the sector was considered as cluster. From each selected cluster/sector, PWs beneficiaries were selected at sector level.

### Sampling Strategy of PETS PW (cPW & ePW)

In order to get the sample size of Beneficiaries of VUP PW, we used the sloven's statistical formula as follow:

Sample size formula (Sloven, 1967).

$$n = \frac{N}{1 + Ne^2}$$

Where: n is the required sample size, N is the total population size of the PW beneficiaries from the selected 15 districts and e is the margin of error estimated at 0.025.

$$n = \frac{27,344}{1 + 27,344 * 0.025^2} = 1,511$$

### Sample size allocation

By using the probability proportional to size, the size of the sample was normally distributed. For this approach, VUP classic public works (cPWs) and extended public works (ePWs) were considered as two distinct categories. Then, within each category, the sample size of district/stratum was proportionate to the population size of the entire population of strata.

Within each district, sectors were considered as clusters. Within each selected cluster/sector, respondents were randomly selected. Proportionate Stratified Random Sampling Formula:

$$n_h = (N_h/N) * n$$

$n_h$  = Sample size for  $h^{th}$  stratum

$N_h$  = Population size for  $h^{th}$  stratum

$N$  = Size of entire population

$n$  = Size of entire sample

Stratified sampling technique was used, the true weight of stratum  $i$  as  $W_i = N_i/N$ . That is, the weight of stratum  $i$  is equal to the proportion of the size of stratum  $i$  in the whole population. The total sample, of size  $n$ , is divided into subsamples from each of the strata. We sample  $n_i$  in stratum  $i$ , and  $n_1 + n_2 + \dots + n_m = n$  we define the sampling fraction in stratum  $i$  as  $f_i = n_i/N_i$

**Table 1:** Sample size distribution

Category	Population	PPS	SS
cPW	22759	0.832	<b>1258</b>
ePW	4585	0.168	<b>253</b>

**Table 2:** Respondents' distribution by district and VUP-PWs category

District	cPWs	%	ePWs	%	TOTAL	%
Bugesera	64	5.0%	6	2.3%	70	4.5%
Burera	35	2.7%	19	7.3%	54	3.5%
Gasabo	138	10.8%	34	13.1%	172	11.2%
Gatsibo	111	8.7%	32	12.4%	143	9.3%
Gicumbi	68	5.3%	20	7.7%	88	5.7%
Huye	105	8.2%	10	3.9%	115	7.5%
Kamonyi	94	7.3%	11	4.2%	105	6.8%
Kayonza	54	4.2%	1	0.4%	55	3.6%
Kicukiro	46	3.6%	6	2.3%	52	3.4%
Musanze	90	7.0%	26	10.0%	116	7.5%
Nyabihu	85	6.6%	25	9.7%	110	7.1%
Nyamagabe	106	8.3%	8	3.1%	114	7.4%
Nyarugenge	63	4.9%	6	2.3%	69	4.5%
Nyaruguru	103	8.0%	22	8.5%	125	8.1%
Rubavu	119	9.3%	33	12.7%	152	9.9%
Total	1281	100.0%	259	100.0%	1,540	100.0%

Respondents were randomly selected from VUP-PWs sites whereby the questionnaire was administered.

As regards the FGDs, one FGD was organised in 11 districts (2 per each Province and 3 of Kigali). Due to the imperative of observing anti-Covid-19 measures, each FGD was comprised of 6 participants, a half of which were female. Similarly, where applicable, a half of participants were comprised of ePWs and cPWs respectively. Concerning, KIIs at district level, 1 interview was conducted with the district vice-mayor in charge of social affairs, 1 with the district land officer (also in charge of VUP-PWs) and 1 with the Sector agronomist which hosts a VUP-PWs site. At national level, 1 KII was organised with a representative of LODA.

#### **4.3 Data collection**

Concerning the quantitative data, enumerators were recruited, trained and involved in data collection. The questionnaire was tested prior to its actual administration. The questionnaire was tablet-based and designed thanks to Kobo Tool Box. A very close supervision was carried out by a team leader (allocated to each team) for the sake of quality assurance. As for the qualitative data collection, both FGDs and KIIs were facilitated by the researchers. The FGDs and KIIs facilitator were supported by a note-taker. Regarding the desk review, it was carried out by trained researchers thanks to a template designed to that end.

#### **4.4 Data analysis and report drafting**

Given that the questionnaire was tablet-based, data was uploaded to the server on a daily basis. After quantitative data collection, the data were transferred from kobo toolbox to SPSS for analysis.

In order to compute potential leakage in the flow of requested, transferred and received funds, the following formula was applied:

$$\text{Leakage} = 1 - \frac{\text{Resources Received by facility}}{\text{Resources Intended for facility}}$$

As for the qualitative data, these were organised and analysed. Both thematic and content analysis techniques were used to this end. After data analysis, the study report was drafted and submitted for review. Comments from the reviewers were integrated in the final report.

#### **4.5 Quality assurance and ethical considerations**

Relevant measures (including confidentiality and informed consent among others) were taken to consideration to ensure the protection of respondents and abide by standard ethical considerations. Barrier measures to prevent the transmission of Coronavirus were observed at all stages of the research process. Similarly, measures were taken to make sure that quality is optimised at the levels of tools development, data collection, analysis and interpretation. These measures included:

- Assessment and approval of the study tools and methodology by National Institute of Statistics of Rwanda;

- Recruitment of skilled enumerators;
- Training of enumerators;
- Testing of the questionnaire;
- Supervision of data collection activity;
- Overall coordination of the field work;
- Use of SPSS software for data analysis;
- Data cleaning prior to analysis;
- Seeking informed consent
- Granting confidentiality/anonymity to respondents/participants

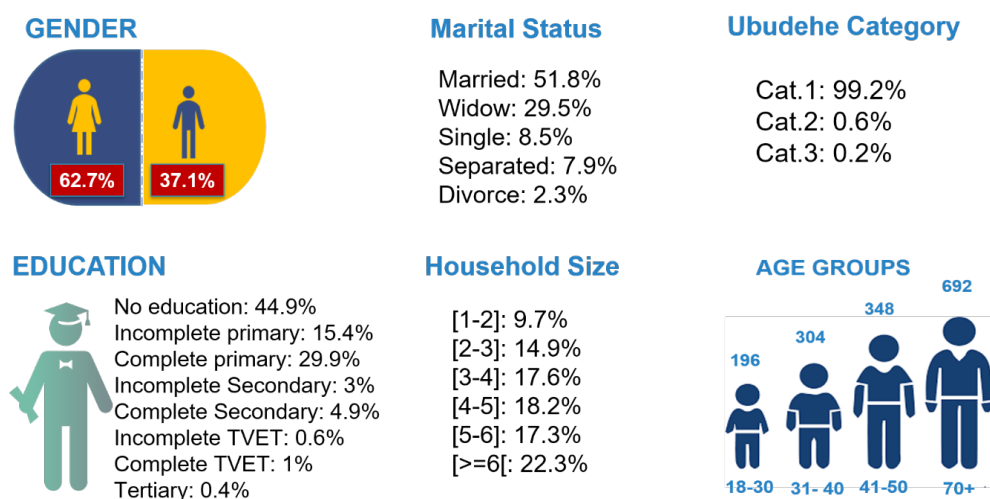
## 5. PRESENTATION OF KEY FINDINGS

This chapter presents the research findings. It is structured in six major sections focusing on (1) respondents' socio-demographic characteristics, (2) leakage in VUP-PWs funds; (3) delays in VUP-PWs wage transfers; (4) socioeconomic effects of Covid-19 on VUP-PWs beneficiaries, (5) alternative emergency assistance received by VUP-PWs beneficiaries during the lockdown, (6) the accountability and corruption in the implementation of VUP-PWs during Covid-19 related lockdown.

### 5.1. Demographics

Respondents' socio-demographics of interest for this study include the sex, the age, the education level, the marital status, the size of the household, the Ubudehe category and the VUP-PWs category. They are presented in figure below.

**Figure 1: Selected socio-demographic characteristics**



The majority of respondents in both categories (cPWs and ePWs) are female. They represent 6 in 10 and 7 in 10 respondents, respectively. This may imply that women are more economically vulnerable than men and thus, more eligible to PWs than men. As far as respondent's age is concerned, the elderly are dominant in both categories. They represent 4 in 10 and close to 6 in 10 respondents respectively. Obviously, this is the category of people who are prone not only to be less physically active but also to chronic illness (especially non communicable diseases such as hypertension, diabetes...) and other age-related disabilities. In some cases,

such people fall under ubudehe category 1 and 2 and therefore eligible either to VUP direct support (DS) or PWs, the latter category being the case for these respondents. Young people (aged 18-30) are rare among the survey's respondents in both categories (around 1 in 10 and below 1 in 10 respectively). The major reason could be the fact that the majority of young people are either still in schools (secondary or tertiary) or actively involved in income generating activities.

Cumulatively, the majority of respondents (6 in 10) have not completed primary education. In a similar vein, nearly all respondents (9 in 10) have not attended secondary education. Lack of basic education could be a major factor explaining respondents' socioeconomic vulnerability. The survey also shows that a half of respondents are married while around 4 in 10 (cumulatively) are divorced, separated or single. These non-married are likely to be living alone, which also reduces the household labour force hence increases vulnerabilities.

The survey shows that, while the household size of the majority of respondents is equal or below the national average (4.3) (NISR, MINECOFIN, 2012, p.43), close to 4 in 10 respondents live in households with 5 persons or above. High household size in a category of people without basic education could be an underlying factor of socioeconomic vulnerabilities among the respondents.

Concerning respondents' ubudehe categories, the survey reveals that nearly all of them (99%) are in category one, which is the one with the poorest people.

Overall, around 8 in 10 respondents are beneficiaries of Classic Public Works, while around 2 in 10 work under the Expended Public Works. This distribution reflects the proportions of both categories in the wider group of VUP-PWs beneficiaries. This was therefore considered at the sampling stage.

## **5.2. ASSESSING LEAKAGE IN VUP-PWs FUNDS TRANSFER**

According to Kenton (2020), in economics, the term leakage “*refers to capital or income that diverges from some kind of iterative system*”. Similarly, Gauthier & Wane (2007, p.6) defines leakage as “the proportion of resources intended for identified beneficiaries that does not reach them”. Concerning its measurement, the latter authors highlight that “*the estimation of leakage rates then implies the ability to pin down exactly how much the intended beneficiaries received versus how much they should have received as given by resources earmarked for them*” (p.6).

As a reminder, in the light of the above definitions, this study applied the following formula to calculate the leakage in VUP-PWs.

$$\text{Leakage} = 1 - \frac{\text{Resources Received by facility}}{\text{Resources Intended for facility}}$$

The desk data were collected from 15 districts where three sectors were selected purposively from each district. At the beneficiary's level, VUP-PWs beneficiaries were randomly selected in each selected sector. During data screening process, some data were found untrustworthy and dropped to assure validity and reliability of the data while other information was missing. A four months period was considered that is March, April, May and June. This period covers the entire part of the 2019/2020 fiscal year which was affected by Covid-19 pandemic and which impacted the implementation of VUP-PWs.

**Table 3:** Leakage in funds requested by districts and funds transferred by LODA

DISTRICT	AMOUNT REQUESTED BY DISTRICT	AMOUNT TRANSFERRED BY LODA	LEAKAGE
BUGESERA	160,385,764 FRW	160,385,764 FRW	0%
KAYONZA	163,655,980 FRW	114,587,953 FRW	30%
MUSANZE	282,586,469 FRW	282,586,469 FRW	0%
BURERA	92,267,695 FRW	92,267,695 FRW	0%
NYABIHU	230,684,196 FRW	230,684,196 FRW	0%
KAMONYI	2,980,970,660 FRW	2,980,970,660 FRW	0%
NYARUGURU	318,817,901 FRW	203,233,552 FRW	37%
NYAMAGABE	182,718,869 FRW	178,080,665 FRW	3%
NYARUGENGE	41,798,884 FRW	41,798,884 FRW	0%
GASABO	165,555,612 FRW	165,555,612 FRW	0%
KICUKIRO	30,661,595 FRW	30,661,595 FRW	0%
GATSIBO	30,619,397 FRW	25,196,656 FRW	17.7%
GICUMBI	573,339,563 FRW	573,339,563 FRW	0%
HUYE	70,354,481 FRW	70,354,481 FRW	0%
RUBAVU	Data not available	Data not available	-

At national level, overall, the desk research shows no fund leakage in 11 out of 15 districts assessed with regard to the fund flow from the Local Administrative Development Authority (LODA) to districts. However leakages are observed in 4 districts. The biggest leakages are reported in Nyaruguru District (37%) and Kayonza (30%) while the smallest are observed in Gatsibo (17.7%) and Nyamagabe (3%). According to an official from LODA who was

interviewed in this study, the leakage of funds between LODA and districts was explained by the fact that some PWs projects were not granted the non-objection from donors due to issues of avoiding compensation of properties that would be damaged by the concerned projects such as roads construction. For example this was the case in Kayonza district where two sectors (Kabarondo and Gahini) did not benefited from the approved PWs between March and June 2020.

At the national level, it is so encouraging to note that there is no VUP-PWs fund leakage observed in all 15 districts. However, at SACCO level, some leakages were observed in 3 districts (Kicukiro, Nyarugenge, Musanze) of the 15 districts, as shown in table 5.

**Table 4:** Sacco-based leakages in VUP-PWs (Kicukiro District)

Sector	Respondents	Months	Number of Days Worked	Payment Rate /Day	Amount Paid	Leakage (%)
Gatenga	1	March	19	2500Frw	46900Frw	1%
		April	10	2500Frw	24700Frw	1%
		May	10	2500Frw	24700Frw	1%
		June	8	2500	19700Frw	1%
	2	March	20	2500Frw	49400Frw	1%
		April	10	2500Frw	24700Frw	1%
		May	10	2500Frw	24700Frw	1%
		June	10	2500Frw	24700Frw	1%
	3	March	20	2500Frw	49400Frw	1%
		April	10	2500Frw	24700Frw	1%
		May	10	2500Frw	24700Frw	1%
		June	8	2500Frw	19700Frw	1%
Masaka	1	March	20	2500Frw	49200Frw	1%
		April	10	2500Frw	49200Frw	1%
		May	No PWs	No PWs	No PWs	-
		June	8	2500Frw	19700Frw	1%
	2	March	20	2500Frw	47900Frw	1%
		April	10	2500Frw	49400Frw	1%
		May	No PWs	No PWs	No PWs	-
		June	8	2500Frw	19700Frw	1%

Leakages are observed in two sectors and are all very small (1%). In addition, they are observed for all months considered (March, April, May, June).



**Table 5: SACCO-based leakages in VUP-PWs (Musanze District)**

Sector	Respondents	Months	Number of Days Worked	Payment Rate /Day	Amount Paid	Leakage (%)
CYUVE	1	March	6	1500Frw	7500Frw	16%
		April	10	1500Frw	13500Frw	10%
		May	10	1500Frw	13500Frw	10%
		June	1	1500Frw	1500Frw	0%
	2	March	6	1500Frw	7500Frw	16%
		April	10	1500Frw	13500Frw	16%
		May	10	1500Frw	13500Frw	10%
		June	1	1500Frw	1500Frw	0%
	3	March	6	1500Frw	7500Frw	16%
		April	10	1500Frw	13500Frw	10%
		May	10	1500Frw	13500Frw	10%
		June	1	1500Frw	1500Frw	0%
GATARAGA	1	March	7	1500Frw	7500Frw	28%
		April	10	1500Frw	14500Frw	3%
		May	10	1500Frw	14500Frw	3%
		June	10	1500Frw	13200Frw	12%
	2	March	7	1500Frw	7500Frw	28%
		April	10	1500Frw	14100Frw	6%
		May	10	1500Frw	14100Frw	6%
		June	10	1500Frw	14100Frw	6%
	3	March	7	1500Frw	6100Frw	40%
		April	10	1500Frw	14000Frw	6%
		May	8	1200Frw	14500Frw	0%
		June	10	1500Frw	10500Frw	3%
MUKARANGE	1	March	10	1500Frw	14650Frw	2%
		April	6	1500Frw	7650Frw	15%
		May	10	1500Frw	14650Frw	2%
		June	10	1500Frw	14650Frw	2%
	2	March	10	1500Frw	14650Frw	2%
		April	4	1500Frw	4650Frw	2%
		May	10	1500Frw	14650Frw	2%
		June	10	1500Frw	14650Frw	2%
	3	March	10	1500Frw	14650Frw	2%
		April	6	1500Frw	7650Frw	15%
		May	10	1500Frw	14650Frw	2%
		June	10	1500Frw	14650Frw	2%

Unlike SACCOs in Kicukiro District, those in Musanze District show bigger leakages of VUP-PWs beneficiaries' wages, some of which are above 10% (leakage). The biggest leakages are at 40% and 28% and were observed in March 2020. Leakages are observed in all months considered except very few beneficiaries whose wages were not affected in May and June.

*Table 6: SACCO-based leakage in VUP-PWs (Nyarugenge District)*

Sector	Respondents	Months	Number of Days Worked	Payment Rate /Day	Amount Paid	Leakage (%)
Kanyinya	1	March	9	2000Frw	17600Frw	2%
		April	8	2000 Frw	15100Frw	5%
		May	8	2000Frw	15100Frw	5%
		June	No PWs	No PWs	No PWs	-
	2	March	10	2000 Frw	19500Frw	2%
		April	8	2000Frw	15500Frw	3%
		May	8	2000Frw	15100Frw	5%
		June	No PWs	No PWs	No PWs	-
	3	March	9	2000Frw	17500Frw	2%
		April	9	2000Frw	17100Frw	5%
		May	8	2000Frw	14800Frw	7%
		June	10	2000Frw	19100Frw	4%
Kigali	1	March	17	2000Frw	33,200Frw	2%
		April	6	2000 Frw	9600 Frw	20%
		May	No PWs	No PWs	No PWs	-
		June	No PWs	No PWs	No PWs	-
	2	March	8	2000 Frw	15600 Frw	2%
		April	7	2000Frw	13600Frw	2%
		May	No PWs	No PWs	No PWs	-
		June	5	2000Frw	7600Frw	24%
	3	March	18	2000Frw	35200Frw	2%
		April	14	2000Frw	27200Frw	2%
		May	No PWs	No PWs	No PWs	-
		June	No PWs	No PWs	No PWs	-
Nyamirambo	1	March	2	2000Frw	3700Frw	2%
		April	13	2000Frw	25700Frw	2%
		May	No PWs	No PWs	No PWs	-
		June	4	2000Frw	7700Frw	2%
	2	March	20	2000Frw	39400Frw	2%

Sector	Respondents	Months	Number of Days Worked	Payment Rate /Day	Amount Paid	Leakage (%)
		April	19	2000Frw	37400Frw	2%
		May	No PWs	No PWs	No PWs	-
		June	15	2000Frw	29400Frw	2%
	3	March	20	2000Frw	39400Frw	2%
		April	7	2000Frw	13700Frw	2%
		May	-	2000Frw	24400Frw	-
		June	No PWs	No PWs	No PWs	-

Except for the months in which there were not VUP-PWs implemented in some sectors, the data shows that the wages of all VUP-PWs beneficiaries sampled for desk review were affected by leakage from SACCOs to beneficiaries' accounts. Leakages range from 2% (the smallest) to 24 % (the biggest). For the large majority of cases selected for the purpose of desk review, the leakage stands at 2%.

It emerged from qualitative research (FGDs and KIIs) that some cases of fund leakage between SACCOs and VUP-PWs beneficiaries' accounts are caused by some debits unilaterally done by SACCOs on local leaders' instruction. The reason most cited in different districts relates to account debiting for the purpose of EJO HEZA<sup>2</sup> saving on behalf of VUP-PWs, and the SACCO's commission fee "Umufuragiro". The following words from some participants illustrate this issue.

"We are charged a Frw 400 fee for every wage payment for the purpose of Ejo Heza Monthly Saving. However, this saving is debited without our consent" (participant in FGD, Musanze District)

While I should be paid Frw 10,000 (after working 10 days), I only get frw 8,000 because they debit Frw 2000 for EJO HEZA insurance scheme. Some time back there is a female leader who came and told us that we are requested to make savings in EJO HEZA and that it was compulsory" (participant in FGD, Burera District).

When we are paid after every 10 days work, I pay Umufuragiro (charges) equivalent to Frw 500. In addition to that, SACCO charges me 100Frw every

<sup>2</sup> EJO HEZA is a longtime community saving scheme initiated by the Government of Rwanda in 2017. For further information, please visit <https://ejoheza.gov.rw/ltss-registration-ui/>

month and we do not know where all this money goes.” (Participant in a FGD, Nyamagabe District).

However, some SACCO managers provided some clarification on these charges. In their own words:

“Umufuragiro (charges) were endorsed by the general assembly. Since our SACCO started, these transaction charges equivalent to 500Frw have not been increased. Frw100Frw is also the amount that the SACCO retains to make it part of the mandatory total deposit and saving of at least Frw1000 that is supposed to stay on the account of the SACCO member. Direct Support (DS) beneficiaries and Expanded Public workers are not charged Frw 500 for their transactions because LODA adds the amount to their payment, (KII with SACCO Kibirizi Manager, Nyamagabe District)

“All SACCO clients are equal and all do pay the commission and service charges on their transactions. We charged Frw 300 when the SACCO started but increased the charges to Frw 500 due the increase of our expenses after hiring security personnel who have guns. These charges are not applied to Direct Support beneficiaries and VUP-Expanded public workers because their salaries are sent with additional Frw 500 that the SACCO retains. (KII with SACCO Cyanika Manager, Burera District)

Whether such debits are illegally or legally done, these testimonies also imply insufficient or ineffective communication between VUP-PWs managers, SACCOs and VUP-PWs beneficiaries. This calls for improved communication and dialogue between these parties to ensure that the issue of such debits is sorted out.

### **5.3. Timeliness of VUP-PWS wage payment since the covid-19 outbreak**

While it is important to measure leakage in order to tracking released fund that does not reach the intended recipients, it is equally useful to assess the timeliness of funds reception by beneficiaries. In this section we examine whether or not there have been delays in fund disbursement compared to the dates of fund requests. The assessment was conducted at three

levels: (1) LODA to districts; (2) districts to SACCOs; (3) SACCOs to VUP-PWs beneficiaries' accounts.

*Table 7: Delays in funds approval from LODA to districts*

District	Month	Date of Request	Date of Approval	Delay
<b>Bugesera</b>	March	05.03.2020	13.03.2020	None
	April	01.04.2020	09.04.2020	None
<b>Kayonza</b>	March	23.12.2019	22.01.2020	None
	April	No PWs	No PWs	-
	May	17.03.2020	29.03.2020	None
	June	No PWs	No PWs	-
<b>Gatsibo</b>	March	23.12.2019	22.01.2020	None
	April	17.03.2020	29.03.2020	None
<b>Musanze</b>	March	20.02.2020	28.02.2020	None
	April	No PWs	No PWs	-
	May	No PWs	No PWs	-
	June	03.06.2020	08.06.2020	None
<b>Gicumbi</b>	March	No PWs	No PWs	-
	April	03.04.2020	15.04.2020	None
	May	05.05.2020	08.06.2020	None
	June	19.06.2020	26.06.2020	None
<b>Burera</b>	March	27.03.2020	03.04.2020	None
<b>Nyabihu</b>	March	06.03.2020	06.05.2020	60 days
<b>Kamonyi</b>	March	No PWs	No PWs	-
	April	03.04.2020	14.04.2020	None
<b>Nyaruguru</b>	March	11.05.2020	19.05.2020	None
<b>Nyamagabe</b>	March	26.03.2020	31.03.2020	None

At LODA level, the approval of requested funds was performed in time for 9 districts. There has been delay in approving the request for one district (Nyabihu District). There was a 60 days delay of funds transfer for March. Overall, this is evidence of LODA's high performance in

timely disbursement of VUP-PWs funds. In the following tables we analyse the delays in funds approval from districts to SACCOs. Only districts with delays are shown.

**Table 8: Delays in wage transfer by Districts to SACCOs in Gatsibo District**

Sector	Months	Date of Request	Date of Approval by District	Delay
<b>Kiramuruzi</b>	March	10.03.2020	31.07.2020	4 Months
	April	10.03.2020	31.07.2020	3 Months
	May	10.03.2020	31.07.2020	2 Months
	June	10.03.2020	31.07.2020	None

In Gatsibo district, Kiramuruzi Sector, there were delays for 3 out of 4 months assessed. Only June did not know a delay. The affected months coincided with the toughest months where Rwandans were in lockdown following the Covid-19 pandemic. The delays were so long that the shortest one took 2 months while the longest one lasted 4 months. This has absolutely had adverse consequences on beneficiaries who were already poor.

**Table 9: Delays in wage transfer by Districts to SACCOs in Huye District**

Sector /SACCO	Months	Date of Request	Date of Approval	Delay
<b>Gishamvu</b>	March	16.03.2020	16.03.2020	None
	April	06.05.2020	18.07.2020	18 Days
	May	No PWs	No PWs	None
	June	No PWs	No PWs	None
<b>Kigoma</b>	March	05.03.2020	18.07.2019	3 Months
	April	20.04.2020	18.07.2019	48 Days
	May	25.05.2020	18.07.2019	None
	June	15.06.2020	18.07.2019	None
<b>Simbi</b>	March	18.03.2020	18.07.2020	3 Months
	April	24.04.2020	18.07.2020	48 Days
	May	No PWs	No PWs	-
	June	08.06.2020	18.07.2019	None

In Huye District, delays were observed in all the 3 sectors covered by VUP-PWs. In all sectors, delays affected March and April, except Gishamvu where March got spared. Delay duration ranges from 18 days (in Gishambu Sector) to 3 months (in Kigoma and Simbi Sectors). As discussed under the preceding table, Rwandans suffered from Covid-19 related lockdown particularly in March, April and May 2020. There is no doubt that due to their already existing socioeconomic vulnerabilities, such delays of fund transfer made VUP-PWs beneficiaries suffer more than many other Rwandans.

**Table 10: Delays in wage transfer by Districts to SACCOs in Nyamagabe District**

Sector /SACCO	Months	Date of Request	Date of Approval	Delay
<b>Cyanika</b>	March	27.03.2020	22.07.2020	3 Months
	April	04.05.2020	22.07.2020	52 Days
	May	02.05.2020	22.07.2020	22 Days
	June	26.06.2020	22.07.2020	None
<b>Gasaka</b>	March	09.03.2020	05.08.2019	4 Months
	April	23.03.2020	05.08.2019	3 Months
	May	03.04.2020	05.08.2019	2 Months
	June			None

Delays in Nyamagabe District were observed in 2 sectors (Cyanika and Gasaka). They involved three months (March, April and May). Delay duration ranges from 22 days (Cyanika Sector SACCO) to 4 months (Gasaka Sector SACCO).

**Table 11: Delays in wage transfer by Districts to SACCOs in Nyaruguru District**

Sector /Sacco	Months	Date of Request	Date of Approval	Delay
<b>Ngera</b>	March	14.04.2020	15.07.2019	2 Months
	April	11.05.2020	15.07.2019	30 Days
	May	01.06.2020	15.07.2019	None
	June	03.06.2020	15.07.2019	None
<b>Ngoma</b>	March	01.04.2020	15.07.2019	2 Months
	April	24.04.2020	15.07.2019	30 Days
	May	08.06.2020	15.07.2019	None
	June	18.06.2020	15.07.2019	None

Like for other districts assessed above, Nyaruguru District registered delays in District to SACCO transfers of VUP-PWs funds. For both sector SACCOs (Ngera and Ngoma), the delay affected particularly March and April. The shorted delay took 1 month, while the longest lasted 2 months.

Concerning delays between SACCOs and VUP-PWs beneficiaries, the desk review in sampled districts and SACCOs came up with delays in Gicumbi and Bugesera districts as shown in table 13.

**Table 12: Delays in wage payment by SACCOs to beneficiaries accounts in Gicumbi and Bugesera District**

District	Sector	Respondents	Months	Work Starting Date	Payment Date	Delay (Days)
Gicumbi	Byumba	1	March	22.02.2020	16.03.2020	None
			April	-	24.04.2020	None
			May	20.03.2020	27.05.2020	-
			June	29.05.2020	09.07.2020	13days
		2	March	22.02.2020	16.03.2020	None
			April	-	24.04.2020	None
			May	20.03.2020	27.05.2020	-
			June	29.05.2020	09.07.2020	14days
		3	March	22.02.2020	16.03.2020	None
			April	-	24.04.2020	-
			May	20.03.2020	27.05.2020	-



	Kaniga	1	June	29.05.2020	09.07.2020 0	14days
			March	10.02.2020	02.03.2020 0	None
			April	No Pws	No Pws	-
			May	No Pws	No Pws	-
			June	19.06.2020	24.08.2020 0	41days
		2	March	10.02.2020	02.03.2020 0	None
			April	No Pws	No Pws	-
			May	No Pws	No Pws	-
			June	19.06.2020	24.08.2020 0	41days
		3	March	10.02.2020	02.03.2020 0	None
			April	No Pws	No Pws	-
			May	No Pws	No Pws	-
			June	19.06.2020	24.08.2020 0	41days
	Mukarange	2	March	20.02.2020	30.03.2020 0	14days
			April	No Pws	No Pws	-
			May	-	-	-
			June	11.06.2020	22.06.2020 0	None
Bugesera	Nyamata	1	March	07.02.2020	30.03.2020 0	26
			April	No Pws	No Pws	-
			May	20.04.2020	15.05.2020 0	19
			June	No Pws	No Pws	-

Based on sampled cases, it emerges from table 13 that there were delays observed in wage transfer from SACCOs to beneficiaries' accounts in Gicumbi, and Bugesera Districts ranging from 13 days to 41 days. It appears that there were no VUP-PWs in April and May in some sectors, due to COVID-19 related lockdown. As a result, there were no data for those specific months to allow tracking delays. It is worth reminding that these are just indicative cases of delays which are not necessarily representative of the entire group of VUP-PWs beneficiaries. The core message that these data convey is that there have been some cases of delays in wage payment by SACCOs to beneficiaries' accounts.

These delays in processing wage occur while VUP-PWs are implemented in the framework of the Government social protection strategy. This means that in most cases, beneficiaries who do not have any other reliable alternative source of income. For some beneficiaries, delayed wage is almost equated with denied wage because it is likely to come when the plight of recipients is at its worst. Delays in processing VUP-PWs were also reported by the survey respondents whose wage was not interrupted by the Covid-19 related lockdown as shown in table 14.

**Table 13: Timeliness of PWs wage payment since the Covid-19 outbreak (March-June).**

*n* = 330

PW wage paid on time?	cPWs		ePWs		Total	
	Count	%	Count	%	Count	%
<b>No</b>	32	12.9%	15	18.3%	47	14.2%
<b>Yes</b>	216	87.1%	67	81.7%	283	85.8%
<b>Overall</b>	248	100.0%	82	100.0%	330	100.0%
Timeliness of PWs wage payment disaggregated by gender <sup>3</sup>						
	Female		Male		Total	
	Count	%	Count	%	Count	%
<b>No</b>	32	15.8%	15	11.8%	47	14.2%
<b>Yes</b>	171	84.2%	112	88.2%	283	85.8%
<b>Overall</b>	203	100.0%	127	100.0%	330	100.0%

The large majority of beneficiaries of both cPWs and ePWs (over 80%) report timely payment of wage since the Covid-19 outbreak. This implies that to a large extent, there have not been delays associated with Covid-19 in paying PWs wage. However, over 1 in 10 respondents

<sup>3</sup> The disaggregation is based on the total number of respondents eligible for this question (n=330) and not on cPWs or ePWs

(14.2%) reported such delays. Women report slightly higher levels of delays in wage payment than men. Although the survey shows a low proportion of respondents reporting the said delays, it is worth considering because VUP-PWs beneficiaries are basically poor people under social protection coverage. Any delay in wage payment may lead to the worsening of their already precarious living condition. The worst of it all is that the majority of VUP-PWs beneficiaries are women and the delays in wage payment is therefore likely to affect them more negatively than men. This calls for increased efforts to eradicate such delays.

#### 5.4. Socioeconomic effects of covid-19 on VUP-PWS beneficiaries

This section analyses implication of Covid-19 on socioeconomic living conditions of VUP-PWs beneficiaries. It encompasses two major sub-sections: one which focuses on effects of Covid-19 response measures on the implementation of VUP-PWs, and one which examines the effects of this pandemic on respondents' basic needs such as house-rent, foodstuffs, water, cooking energy, house lighting energy and health care.

##### 5.4.1. Covid-19 and interruption of VUP-PWs

This section analyses the direct effects of Covid-19 pandemic on implementation of VUP-PWs. It is based on views and experience of VUP-PWs beneficiaries who participated in this study.

**Table 14: Respondents whose work in VUP-PWs was interrupted as a result of anti-Covid-19 response measures (end March-June 2020)**

	cPWS		ePWs		Total	
	Count	%	Count	%	Count	%
<b>Yes</b>	1059	82.7%	186	71.8%	1245	80.8%
<b>No</b>	222	17.3%	73	28.2%	295	19.2%
<b>Overall</b>	1281	100.0%	259	100.0%	1540	100.0%

Like for many other sectors of country's life, the measures taken to curb Covid-19 pandemic led eventually to interruption of VUP-PWs. Overall, around 8 in 10 respondents saw their work interrupted for some time. For most of respondents, work interruption was simply caused by the lockdown that the Government imposed between 20<sup>th</sup> March and May 2020. This applies to both cPWs and ePWs beneficiaries, as was the case for most of Rwandan population.

**Table 15: Months for which PWs have been interrupted due to covid-19**

Month	cPWs		ePWs		Overall	
	Yes	%	Yes	%	Yes	%
<b>March</b>	530	50.0%	79	42.5%	609	48.9%
<b>April</b>	774	73.1%	148	79.6%	922	74.1%
<b>May</b>	423	39.9%	57	30.6%	480	38.6%
<b>June</b>	537	50.7%	50	26.9%	587	47.1%

Work interruption in VUP-PWs for the majority of respondents (around 7 in 10) was mainly observed in April 2020. This is the only month which was entirely covered by the lockdown. However, important proportions of respondents (4 in 10 or above) did not work toward end of March, May, June and July. The survey suggests higher proportions of cPWs than ePWs beneficiaries whose work was affected by the response to Covid-19.

**Table 16: Cumulative duration of work interruption as a result of Covid-19 effects**

Duration	cPWs		ePWs		Total	
	Count	%	Count	%	Count	%
<b>Less than 10 days</b>	14	1.3%	6	3.2%	20	1.6%
<b>Between 10-20 days</b>	27	2.5%	7	3.8%	34	2.7%
<b>Between 21-30 days</b>	122	11.5%	33	17.7%	155	12.4%
<b>Over one month</b>	109	10.3%	32	17.2%	141	11.3%
<b>Two months</b>	268	25.3%	51	27.4%	319	25.6%
<b>Three months</b>	177	16.7%	25	13.4%	202	16.2%
<b>Over 4 months</b>	342	32.3%	32	17.2%	374	30.0%
<b>Overall</b>	1059	100.0%	186	100.0%	1245	100.0%

For the large majority of respondents (around 8 in 10), cumulatively, work interruption as a result of Covid-19 response measures lasted over a month. Nearly a half of these, cumulatively, saw their work interrupted for at least three months. They represent close to 5 in 10 cPWs beneficiaries and 3 in 10 ePWs beneficiaries, cumulatively. Considering the fact that PWs constitute a major source of beneficiaries' income, and that these persons are socioeconomically vulnerable, it is obvious that, if no alternative source of livelihoods was granted, work interruption for such a long period could have impacted negatively their livelihoods and hence intensifying their vulnerabilities.

**Table 17: Respondents who received monthly wage between March and July 2020**

Month	cPWs		ePWs		Total	
	Count (Yes)	%	Count (Yes)	%	Count (Yes)	%
<b>March</b>	1034	80.7.4%	221	85.3%	1255	81.5%

<b>April</b>	607	47.4%	171	66.0%	778	50.5%
<b>May</b>	815	63.6%	209	80.6%	1024	66.5%
<b>June</b>	588	45.9%	199	76.8%	787	51.1%

Despite work interruption following covid-19 response measures, at least a half of respondents received their VUP-PWs related wage for all months considered. However, while the large majority of respondents (8 in 10) received their remunerations for March 2020, important proportions of respondents (almost a half for April and June) declared not having received the remunerations. Perceived reasons for this situation include work interruption due to covid-19 related lockdown, delays in requesting for and processing remuneration due to the same lockdown. Such delays in processing wage are also corroborated by the desk review (see table 17 above).

#### 5.4.2. Impact on remuneration

**Table 18: Respondents who continuously received their VUP-PWs wage while work was interrupted, n = 1,245**

Continuous payment of salary	cPWs		ePWs		Total	
	Count	%	Count	%	Count	%
<b>Yes</b>	248	23.4%	82	44%	330	27%
<b>No</b>	811	76.6%	104	56%	915	73%
<b>Overall</b>	1059	100.0%	186	100%	1245	100%
Continuous payment of salary disaggregated by gender n = 1,245						
	Female		Male		Total	
	Count	%	Count	%	Count	%
<b>Yes</b>	203	25.7%	127	27.9%	330	26.5%
<b>No</b>	587	74.3%	328	72.1%	915	73.5%
<b>Overall</b>	790	100.0%	455	100.0%	1245	100.0%

Overall, around 7 in 10 respondents did not get their wage (between March and May 2020) as a result of work interruption due to Covid-19 lockdown. This issue is more reported by cPWs than ePWs beneficiaries (76.6% and 56%, respectively). The survey does not suggest any important gender difference in this regard.

**Table 19: Effects of work and wage suspension following the Covid-19 –related lockdown** *n* = 1,245

Effects	cPWs		ePWs		Total	
	Count	%	Count	%	Count	%
<b>Lack of income</b>	916	86.49%	25	13.51%	941	75.59%
<b>Lack of cooking energy</b>	900	85.02%	28	14.98%	928	74.56%
<b>Lack of water for cooking</b>	909	85.84%	26	14.16%	935	75.13%
<b>Difficulty to walk into our crop fields</b>	930	87.81%	23	12.19%	953	76.51%
<b>Difficulty to go and work for other people in exchange of foodstuff</b>	880	83.13%	31	16.88%	912	73.23%

The suspension of work and wage payment following the covid-19 related lockdown and confinement has adversely affected the VUP-PWs beneficiaries' households. Lack of income emerged as effect number one experienced by nearly all respondents. Nearly all respondents reported this effect. It is followed by difficulty to get alternative job opportunities in exchange of foodstuffs. Other effects include lack of cooking energy, lack of water for cooking and difficulty to walk into crop fields due to lockdown. These are basic needs that call for particular attention of policy-makers and relevant stakeholders from a social protection viewpoint. Obviously, while some of these are immediate effects of work and wage suspension, others are more of immediate consequences of the lockdown than the wage interruption (e.g. difficulty to walk into crop fields). Overall, effects are almost equally distributed among cPWs and ePWs.

### 5.4.3. Impact of the covid-19 on basic needs

#### 5.4.3.1. Effects on foodstuffs

**Table 20:** comparison of frequency of daily meals before and during the wage suspension following Covid-19 outbreak **n = 1,245**

	Number of meals	cPWs	Perc.	ePWs	Perc.	Total	Perc.
		Count	%	Count	%	Count	%
Before the period of Covid-19 outbreak	No food for some days	37	3.5%	11	5.9%	48	3.9%
	One	535	50.6%	110	59.1%	645	51.9%
	Two	469	44.4%	64	34.4%	533	42.9%
	Three	17	1.6%	2	0.5%	19	1.4%
	Total	1058	100%	186	100 %	1245	100 %
During the period of Covid-19 pandemic	No food for some days	284	26.9%	61	32.8%	345	27.8%
	One	590	55.8%	104	55.9%	694	55.8%
	Two	180	17.0%	21	11.3%	201	16.2%
	Three	5	0.3%	0	0.0%	5	0.2%
	Total	1057	100.0%	186	100.0%	1245	100.0%

The wage suspension resulting from Covid-19 –related lockdown and confinement impacted negatively households’ food capacity, particularly among the already economically vulnerable households. The number of daily meals dropped significantly during the lockdown period. For instance, the number of respondents’ households who did not have food for some days increased from 3.9% before the lockdown to 27.8% during the lockdown. VUP-ePWs beneficiaries appear to be particularly affected in this regard given that those who would spend some days without food increased from 5.9% to 32.8%. Similarly, the number of respondents’ households who used to have two meals per day drop from around 4 in 10 to slightly below 2 in 10 households. The survey also reveals 3 meals per day were rare, especially during lockdown.

The qualitative data also corroborates this finding as in the following quotes:

Due to Covid-19 pandemic, I eat once a day and sometimes do not get food the whole day. Since the outbreak of Covid-19, I can mention over 10 days when I did not get food the whole day. I have sincerely lost weight. (female participant in FGD, Rubavu District)

As a single mother of three children. I was badly affected by the Covid-19. The fact that I am no longer working in VUP, I am unable to pay rent and we only consumed the savings and the capital that I used as a vendor. Before the lockdown when I worked in VUP, we used to get food at least twice a day but now it is difficult to get meal even once a day. (single mother participant in a FGD, Huye District)

Since the outbreak of Covid-19 in March, VUP-Public Works were suspended. It negatively affected me because it is now difficult to get food for my family and I'm unable to get any kind of work anywhere. (Female participant in a FGD, Kayanza District)

The prices at the market sharply rose when the lockdown kicked-off. It was very difficult for vulnerable people like me to afford expensive food. We used to take both lunch and dinner but now we only take the dinner. (Male participant in a FGD, Burera District)

“We were much affected by the Covid-19 especially amidst the lockdown. As VUP-PWs beneficiary, I was particularly affected because our source of income had stopped. Not only business people rose prices of commodities including foodstuffs, but it was also difficult to go to market due to lack of transport facilities” (Participant in a FGD, Bugesera District).

There are many negative effects of this pandemic. After the suspension of the works, it was difficult for us to get food. In the lockdown, we sometimes used to cook food for only children and adults slept without taking anything. (Male participant in a FGD, Musanze District).

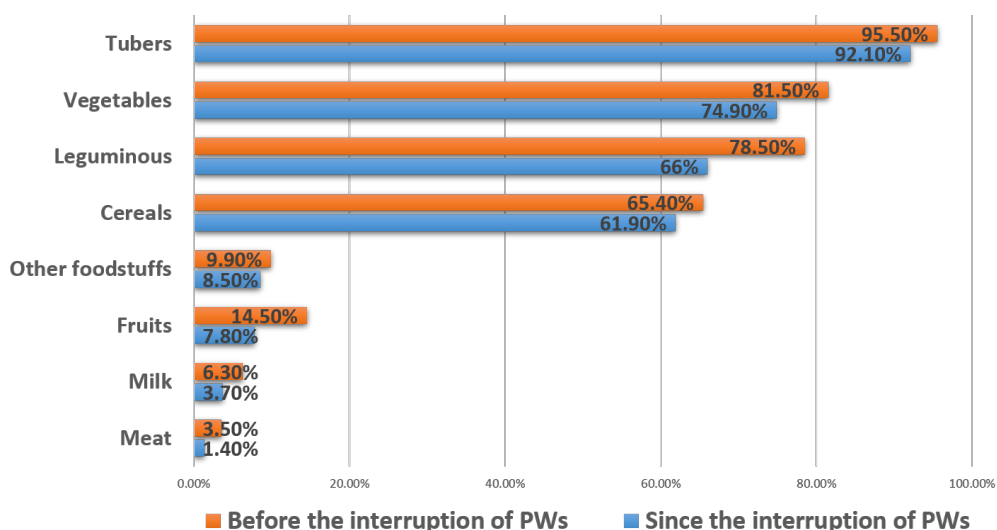
Obviously, the study shows that Covid-19 worsened the plight of VUP-PWs beneficiaries as it led to the suspension of the core source of income which largely used to enable concerned households to get food. This constitutes the core reason as to why the Government in collaboration with some non-state actors initiated a foodstuffs distribution campaigns across the country.

Taking the mere example of the City of Kigali, Ghysels , Kalisa, Niyonzima (2020) contend that “the number of households eligible for food distribution grew from 26,572 to more than 50,000 in a matter of days, with more people expected to be identified” (p.7).



The emergency food distribution initiative is further examined in this report.

**Figure 2: Comparison of meals composition before and since the work interruption following the covid-19 related lockdown n= 1,245**



The suspension of income following the VUP-PWs suspension due to covid-19 related lockdown did not only affect the number of household daily meals, but also the content/composition of food taken by households of VUP-PWs beneficiaries. The survey shows that food variety dropped among some respondents. For instance, there was a decrease in consumption of vegetables, fruits which contains relevant vitamins for body protection against diseases. Such a decline in food content for these vulnerable households occurred in a time where they needed a balanced diet most, to face the risk of infection to Covid-19.

It is also worth highlighting that some of VUP-PWs beneficiaries suffer from some diseases and disabilities that could be worsen by such a decline in food composition, and hence increase their vulnerability to covid-19 infection. Similarly, potential or actual deterioration of health condition as a result of decline in quality of food content is likely to lead to lowering of physical capacity to work and therefore lose their most important, if not the one source of income. Participants in FGDs also echoed the issue of food composition as illustrated by the following testimonies.

Due to the suspension of VUP-Public works after the outbreak of Corona Virus, our livelihood was much affected. Malnourishment is the result because our diets are poor.  
(Male participant in FGD, Kayanza District)

Because we had no other source of income, we even had to cook food without oil and we were unable to change kinds of meals especially in the lockdown. The work was suspended in March and resumed in September 2020. (Female participant in a FGD, Kayonza District)

I was unable to go to hospital amidst the lockdown. Moreover, due to financial incapability, my stomach ulcers worsened because I had no money to buy milk and take other relevant nutrients. The result is that I have not recovered since the lockdown. (Female participant in a FGD, Nyamagabe District)

The other reason was that, due to wage suspension, I was unable to consume fruits and vegetables while a blood pressure patient is supposed to consume them in high quantity. (Female participant in FGD, Burera District).

- **Effects on women diet**

The study revealed a particular effect on women, especially pregnant and breastfeeding women. Due to their health condition, these women have particular needs associated with pregnancies and their babies. Following the work and wage suspension or delay, pregnant and breastfeeding women who work with VUP-PWs were therefore affected, especially with regard to diet. The testimony below speaks itself.

I had a one-month baby when the lockdown kicked-off. Following the suspension of the VUP-Public works, my husband lost the job and the family was much affected. As a mother, I could not get enough meal and sometimes I ate nothing the whole day. Fortunately, the health center is near my home and it was not difficult to go there. (Female participant in a FGD, Musanze District).

The effect of wage suspension resulting from work interruption due to Covid-19 is further examined in Table 23.

### 5.4.3.2. Effects on health

**Table 21: Respondents with specific health problems (personally or a household member**

Health issue	Response	cPWs		ePWs		Total	
		Count	%	Count	%	Count	%
Disability	No	950	74.2%	191	73.7%	1,141	74.1%
	Yes (another member)	142	11.1%	23	8.9%	165	10.7%
	Yes (myself)	189	14.8%	45	17.4%	234	15.2%
Chronic disease	No	994	77.6%	196	75.7%	1,190	77.3%
	Yes (another member)	126	9.8%	20	7.7%	146	9.5%
	Yes (myself)	161	12.6%	43	16.6%	204	13.2%
Severe disease but curable	No	1,048	81.8%	202	78.0%	1,250	81.2%
	Yes (another member)	107	8.4%	27	10.4%	134	8.7%
	Yes (myself)	126	9.8%	30	11.6%	156	10.1%

At least 2 in 10 respondents personally or members of the households had specific health issues such as disabilities (e.g. physical disabilities), chronic diseases and other severe but curable diseases during the Covid-19 related lockdown. Proportions of respondents who personally have those health issues are slightly higher than those of relatives with similar problems. In addition, such health issues are almost equally distributed among cPWs and ePWs. Obviously, some of these health issues stand among factors that shaped the households socioeconomic vulnerabilities that eventually put them in *ubudehe* category 1. Table 24 examines whether or not the wage suspension and Covid-19 related lockdown affected those health issues.

**Table 22: Respondents' households whose members' health problems were affected by the Covid-19 related lockdown and subsequent suspension of PWs wage**

Response	cPWs		ePWs		Total	
	Count	%	Count	%	Count	%
Yes	377	44.30%	87	46.20%	464	44.64%
No	474	55.70%	101	53.80%	575	55.36%
Total	851	100%	188	100%	1039	100 %

Over 4 in 10 respondents' households have members whose health problems got intensified by Covid-19 related lockdown and subsequent suspension of PWs wage. This is an important proportion of respondents whose socioeconomic situation was already precarious and, some of whom already were experiencing severe health issues. These respondents are almost equally distributed among cPWs and ePWs categories. Table 25 analyses health implication of Covid-

19 related lockdown and subsequent suspension of PWs wage on those already existing health issues within the households of VUP-PWs beneficiaries.

*Table 23 : health implication of Covid-19 related lockdown and subsequent suspension of PWs wage on respondents' health issues*

Effects	cPWs		ePWs		Total	
	Count	%	Count	%	Count	%
<b>Long distance to walk to reach the nearest health center</b>	679	83.67%	17	16.33%	696	76.01%
<b>Refrain from seeking medical services for fear of getting infected with Covid-19</b>	668	82.35%	18	17.65%	686	75.00%
<b>Lack of money to pay for medical services</b>	704	86.86%	14	13.14%	718	78.48%
<b>Difficulty to request the police travel clearance to go and see the doctor</b>	689	84.92%	16	15.08%	704	76.98%
<b>Other effects</b>	599	73.91%	27	26.09%	627	68.48%

The lockdown following the covid-19 outbreak and related work suspension and subsequent suspension of VUP-PWs wage have concurrently put some households' members in a delicate situation. Three major subsequent issues reported by respondents include: (1) long distance to walk to reach the nearest health center (due to lack of public transportation means), (2) refrain from going seeking medical services for fear of getting infected with Covid-19, and (3) lack of money to pay for medical services. In addition, around 1 in 10 respondents whose health issues were intensified by Covid-19 lockdown and its effects, reported the bureaucratic difficulty to request the police travel clearance to go and see the doctor. As a reminder, during the lockdown period, except the holders of written temporary travel pass, any other traveler for any essential reason had to request a prior travel clearance from Rwanda National Police. This request for such a clearance was done by phone messaging system and, in some instances; it faced some technical processing issue. The testimonies below provide evidence of some of these health issues.

It was impossible to go to hospital far from home due to lack of transport facilities amid the lockdown. However, though I fell sick, I went to nearby health center and it was not difficult to get payment because I had mutuelle de sante [community health insurance scheme] as my insurance. (Female Participant in a FGD, Bugesera)

Due to financial incapability, it is even difficult for us to afford face masks (Male participant in a FGD, Kayonza District).

I suffer from high blood pressure but I did not access health services in the lockdown due to lack of transport facilities. When I went back to the hospital after the lockdown the doctor found that the level of my blood pressure had increased due to a delay to take treatments. (Female participant in a FGD, Burera District).

The main consequence of the above issues is limited or delayed access to health care services which affected people in a particular way. In turn, this could have aggravated the health condition of these people. In a nutshell, there has been a range of health issues that became a real burden for affected people and their households at large.

#### 5.4.3.3. *Effect on access to clean water*

**Table 24 : Major sources of clean water for respondents' households before the Covid-19 related lockdown, n = 1,245**

Source	cPWs		ePWs		Total	
	count	%	count	%	count	%
<b>Purchase from home water dealers</b>	158	14,9%	24	12,9%	182	14,6%
<b>Paid from water tap</b>	395	37,4%	72	38,7%	467	37,5%
<b>Free water from stream</b>	544	51,4%	87	46,8%	631	50,7%
<b>Other sources of water</b>	169	15,9%	29	15,6%	198	15,9%

Cumulatively, at least close to 4 in 10 respondents relied on paid water for home use before the lockdown imposed by the Government, following the covid-19 outbreak. This consists of paid water tap (37.5%) and purchased from home water dealers (14.6%). At least a half of respondents used to fetch water from the stream, which was not costly. The question is about how Covid-19 impacted the capacity of those households that used to pay for water. Table 27 explores the said impact.

## Effects on households' access to water

*Table 25: Effects of Covid-19 on respondents' households' access to water after VUP-PWs interruption*

Effects	cPWs		ePWs		Total	
	count	%	count	%	count	%
<b>Household incapacity to access clean water timely</b>	704	66,6%	118	64,8%	822	66,02%
<b>Lack of income to pay for water</b>	323	30,5%	68	37,4%	391	31,4%
<b>Reluctance to go fetch water for fear of get infected with coronavirus</b>	207	19,6%	25	13,7%	232	18,6%
<b>Other effects on water fee</b>	85	8,04%	12	6,4%	97	7,8%

During the lockdown, people whose VUP- PWs and related wage were suspended , experienced real problems to access clean water for home use. The majority of respondents' households (close to 7 in 10) faced incapacity to access water timely due to movement restrictions, while 3 in 10 respondents' households did not afford paying for water (following the wage suspension). Furthermore, due to community panic over the risks of Covid-19 infection, some respondents or the relatives were reluctant to go out to fetch water, especially in areas where it still takes some distance to reach the water collection points. Lack of timely access (both physical and financial) to clean water amidst Covid-19 context constitutes a big life and health challenge particularly for the poor. It not only leads to shortage of a core human basic needs (water) but also affects people's capacity to wash hands as a recommended measure to prevent the infection and the spread of Covid-19.

### 5.4.3.4. Effects on household cooking energy

*Table 26: Major sources of cooking energy for respondents' households before the Covid-19 related lockdown*

Energy	cPWs		ePWs		Total	
	Count	%	Count	%	Count	%
<b>Fire wood</b>	1,004	94.5%	182	97.8%	1,186	95.3%
<b>Charcoal</b>	78	7.4%	4	2.1%	82	6.6%
<b>Gas</b>	0	0.0%	0	0.0%	0	0.0%
<b>Electricity</b>	0	0.0%	0	0.0%	0	0.0%
<b>Other cooking energy</b>	22	2.1%	7	3.8%	29	2.3%

Fire wood emerges as the major source of cooking energy for study respondents. The very large majority of them (over 9 in 10) used to rely on this energy before the Covid-19 related lockdown and this remained the core cooking energy during the said period. This appears to be the typical energy for rural dwellers at large and the poor in particular. Charcoal remained the alternative energy for very few respondents (6.3%). In the context on rigorous environmental protection, both fire wood and charcoal have increasingly become rare commodities including in rural setting. Table 29 examines the effects of Covid-19 related lockdown on respondents' capacity to access cooking energy.

*Table 27: Effect of Covid-19 on respondents' households access to cooking energy after VUP-PWs interruption.*

	cPWs		ePWs		Total	
Effects	Count	%	Count	%	Count	%
<b>Lack of income to pay for cooking energy</b>	293	21.2%	44	11.2%	337	27,06%
<b>Difficulty to reach places hosting cooking energy</b>	189	17,9%	30	16,1%	219	17,6%
<b>Reluctance to send children to collect fire wood for fear of getting infected with coronavirus</b>	316	29,9%	37	19,9%	353	28,4 %
<b>Other effects</b>	311	29,4%	37	19.6%	348	28%

The lockdown following the Covid-19 outbreak did not go without adverse effects on respondents' household's capacity to get cooking energy. Major effects range from reluctance to send children to fetch fire wood for fear of getting infected with coronavirus (close to 3 in 10 respondents), through lack of income to pay for cooking energy (close to 3 in 10 respondents), to the difficulty to reach to places that host cooking energy /selling points (close 3 in 10 respondents). The problem associated with accessibility (physical and financial) to cooking energy adds therefore on the critical issue of getting foodstuffs and clean water for many VUP-PWs beneficiaries during the lockdown period (as discussed above). In other words, some VUP-PWs beneficiaries would hardly get little foodstuff but eventually fail to get cooking energy.

#### 5.4.3.5. Effects on energy for house light

**Table 28: Major sources of energy for house lighting before the lockdown**

Source	cPWs		ePWs		Total	
	Count	%	Count	%	Count	%
Electricity	342	32%	58	29.7%	400	32.1%
Paraffin	73	7%	23	11.8%	96	7.7%
Torch	406	38%	66	33.8%	472	37.9%
Other	260	24%	48	24.6%	308	24.7%

Before the lockdown, respondents' households used mainly torch (close to 4 in 10), electricity (around 3 in 10) and paraffin (close to 1 in 10). These sources of energy are slightly more used by cPWs beneficiaries' households than ePWs beneficiaries. All these sources of house lighting, especially electricity are commodities that are relatively expensive, mostly for the respondents who are already poor. In table 31 we examines respondents' views on impacts of Covid-19 related lockdown on households' access to lighting energies.

**Table 29: Effect of Covid-19 on respondents' households' access to house lighting energies after VUP-PWs interruption.**

Effects	cPWs		ePWs		Total	
	Count	%	Count	%	Count	%
Lack of income to pay for house lighting energy	524	49.3%	97	49.2%	621	49.3%
Difficult to walk up to the house lighting energy area	78	7.3%	21	10.7%	99	7.9%
Other	460	43.3%	79	40.1%	539	42.8%

The survey shows that almost a half of respondents lacked income to pay for house lighting energy as result of wage suspension due to Covid-19 related lockdown. Close to 1 in 10 respondents 'households faced difficult to walk up to lighting energy selling points, while an important proportion (around 4 in 10) experienced other related problem. In this regard, there seems to be no sound difference between cPWs and ePWs beneficiaries in terms of effects of the lockdown on their households' access to lighting energies.

Access to electricity was particularly highlighted by some participants in FGDs. They emphasized on how they were unable to pay bills, while those who are not connected to electricity struggled to get candles amidst the lockdown.



We once spent two weeks without electricity because we had no money to pay the bill. Getting water was not easy too. We used to fetch it from the swamp in two kilometers away from home. (Male participant in a FGD, Rubavu District).

I usually use candles to get light in the night. Amidst the lockdown, I could not afford candles and used to do all activities in the day time including making my bedroom. (Female participant in a FGD, Rubavu District).

Obviously, Covid-19 pandemic has impacted the lives of people and particularly those of VUP-PWs beneficiaries, especially their capacity to meet their basic needs. Although they did not report having contracted the infection, most of these beneficiaries saw their work interrupted following the covid-19 related lockdown. For the majority of them, work interruption meant wage payment suspension or delay, and this eventually affected adversely their households' capacity to cater for livelihoods.

### 5.5. Alternative sources of Livelihoods for VUP-PWS beneficiaries during the lockdown period

This section explores emergency alternative sources of livelihoods that VUP-PWs beneficiaries were able to have access to for subsistence during Covid-19 lockdown.

**Table 30: Provision of assistance to VUP-PWs beneficiaries' households during the Covid-19 related lockdown**

Assistance received?	cPWs		ePWs		Total	
	Count	%	Count	Count	%	Count
Yes	457	35.7%	100	38.6%	557	36.2%
No	824	64.3%	159	61.4%	983	63.8%
Total	1281	100.0%	259	100.0%	1540	100.0%

An important proportion of households of VUP-PWs beneficiaries received assistance to cope with economic effects of Covid-19. Close to 4 in 10 respondents (both cPWs and ePWs) have personally witnessed such assistance. This assistance was timely considering the initial vulnerabilities of those households coupled with suspension of wage. However, the majority of respondents (around 6 in 10) did not receive any assistance, despite their poor situation. It implies that they suffered a lot during the lockdown period and may include those who spent some days without having at least one meal per day. Covid-19 pandemic has therefore become a severe shock for many already poor people and is likely to delay the graduation time for the

VUP-PWs beneficiaries. This finding may challenge the coverage of assistance initiative taken by the Government and other stakeholders during the lockdown period

Lack of access to emergency food support was also echoed by most of VUP-PWs beneficiaries who participated in FGDs. The following quotes substantiate this claim.

They did not put me on the list of beneficiaries of the government support while I am in the Ubudehe Category 1. They told me that I work in VUP, yet my work had been suspended due to the lockdown. On the other hand, all people registered on the list did not get the support. There are people in the third category ubudehe who got the support while many others in Category 1 and 2 missed it. (Female participant in a FGD, Rubavu District).

We did not get the government support in our sector. But there are cases where the cells were required to select a few vulnerable citizens like three who got supported by charity people. (Male participant in FGD, Kayonza District).

Interestingly, participants maintained that in some cases, food support was mobilized by citizens/ neighbors.

We did not get the government support but, through the support collected by citizens themselves, our sector supported over 900 families. We had a command post that helped in the identification of vulnerable families and also generally helped in the fight against Covid-19. (Executive Secretary, Gishamvu Sector, Huye District).

Such community initiatives were also reported in some other sectors. They constitute a strong indicator of community resilience and solidarity. The table 33 analyses the type of assistance that respondents received during the lockdown period.

**Table 31: Type of assistance received by respondents**

	cPWs		ePWs		Total	
	Count	%	Count	%	Count	%
<b>Foodstuffs</b>	141	31.0%	32	32.0%	173	31.1%
<b>Home materials</b>	127	27.9%	20	20.0%	147	26.4%
<b>Money</b>	43	9.4%	9	9.0%	52	9.4%
<b>Part-time job</b>	4	1.1%	0	0.0%	5	0.9%
<b>Counseling</b>	2	0.4%	0	0.0%	2	0.4%
<b>Cooking energy</b>	1	0.2%	0	0.0%	1	0.2%

Foodstuffs and home materials emerged as core type of assistance that respondents received as a contribution to coping with effects of Covid-19. Assistance also included money given to close to 1 in 10 respondents who received assistance. Obviously, foodstuffs appeared to be priority number one that VUP-PWs beneficiaries like other economically most vulnerable people needed amidst the lockdown period, following the suspension of the wage that is their primary source of income. It is worth noting that counseling was only received by 2 respondents, yet the panic associated with covid-19 pandemic coupled with its subsequent lockdown may have entailed psychological problems that required psychosocial support. However, it is important to acknowledge that the lockdown environment and the covid-19 barrier measures did not make easy for needy people to seek and get psychosocial assistance, unless from close family/household members. Table 34 examines the actors that provided assistance to the respondents.

**Table 32: Source of assistance received by the respondents amidst lockdown**

Source	cPWs		ePWs		Total	
	Count	%	Count	%	Count	%
<b>Government institutions</b>	368	80.4%	77	77%	445	80%
<b>NGOs</b>	46	10.0%	13	13.0%	59	10.7%
<b>Neighbours/relatives/friends</b>	31	6.70%	5	5.00%	36	6.50%
<b>Faith-Based Organisations</b>	23	5.00%	4	4.00%	27	4.90%
<b>Others</b>	3	0.7%	1	1.0%	4	0.7%

The Government, through its various institutions including local government, is the major provider of assistance given to the respondents as part of the needy people targeted during the covid-19 related lockdown. Eight in 10 respondents who received assistance got it from government institutions. Other actors involved include non-governmental organisations, a compound of neighbors, relatives and friends and faith-based organizations. Interestingly, the role of these traditionally social assistance actors accounts only for 10% or less, each of them. It appears that the effects of Covid-19 did not spare these actors. Most of them have also been affected both financially and technically. For instance, most of faith-based organizations used to live on tithes and offerings from members, but the latter's capacity to afford it was challenged by this pandemic.

## 5.6. Accountability and corruption in VUP-PWS during the lockdown

Quality service delivery always goes with accountability. This involves effective mechanisms through which service providers are held to account by service seekers and other relevant institutions. Service providers may be held accountable over incompetence, mismanagement of resources, corruption and injustices, to name a few. This section examines some aspects of accountability and corruption across VUP-PWs, specifically between March and July 2020.

### 5.6.1. Awareness of existing accountability/reporting mechanisms

**Table 33:** Respondents' awareness of actors they would turn to in case of dissatisfaction or grievance relating to VUP-PWs, n=1540

Actor	cPWs		ePWs		Total	
	Count	%	Count	%	Count	%
Executive Local leader	1,094	85,4%	209	80,6%	1,303	84,6%
Local councilor	36	2.8%	8	3%	44	2.8%
National Police	11	0.8%	1	0.3%	12	0.7%
RIB	9	0.6%	3	1.0%	12	0.7%
Office of the Ombudsman	0	0.0%	0	0.0%	0	0.0%
Civil society organization	2	0.1%	0	0.0%	2	0.1%
Relatives	3	0.2%	0	0.0%	3	0.2%
Friends	3	0.2%	6	2.1%	9	0.5%
Other institutions or individuals	138	10.7%	27	10.4%	165	10.7%
Don't know	114	8.8%	33	12.7%	147	9.5%

Respondents' awareness of actors they would turn to in case of dissatisfaction with or grievances about VUP-PWs appears to be largely limited to local leaders (at different levels). Around 8 in 10 VUP-PWs beneficiaries interviewed in this study mentioned local leaders. The proportion of cPWs beneficiaries with such a stand is slightly higher than that of ePWs. Other actors very lowly known by respondents include local councilors, Rwanda National Police, Rwanda Investigation Bureau (RIB), relatives and friends. It is interesting to note that respondents are poorly aware of other relevant accountability institutions such Office of the Ombudsman, Rwanda National Police, RIB, National Public Prosecution Authority, civil society organisations. This may be explained by the socioeconomic status of most of VUP-PWs beneficiaries who are in Ubudehe category one and have not attained basic education. Considering this status, they can hardly be expected to be aware of which institution does what. In many cases such people are not actively involved in the management of public affairs mainly due to lack of self-confidence and the fact that their attention is on struggle for subsistence.

The fact that the majority of VUP-PWs beneficiaries are only aware of local leaders as accountability mechanisms proves to be very challenging. As a matter of fact, local leaders are involved in the management of VUP-PWs. By getting involved, as human being, they can potentially behave in way that violate citizens' rights or provide bad services to VUP-PWs beneficiaries and to citizens at large. In such a case, VUP-PWs beneficiaries, who by and large, are not aware of various accountability mechanisms or institutions, except local leaders, are unlikely to hold those leaders accountable. This may therefore leave a deep gap in the management of VUP-PWs projects. It therefore calls for raising the VUP beneficiaries' awareness on their right to demand accountability from leaders, and on alternative accountability mechanisms.

### 5.6.2. Experience with cases of dissatisfaction or complaints associated with VUP-PWs

Table 34: Respondents who experienced cases of dissatisfaction or complaints associated with VUP-PWs since the imposing of the Covid-19 related lockdown and confinement, n=1540

	cPWs		ePWs		Overall	
	Count	%	Count	%	Count	%
Yes	269	21.0%	69	26.5%	338	21.9%
No	1011	79.0%	191	73.5%	1202	78.1%
Total	1280	100.0%	260	100.0%	1540	100.0%

Around 2 in 10 respondents experienced cases of dissatisfaction or complaints associated with VUP-PWs since the imposing of the Covid-19 related lockdown and confinement. Such cases are slightly more observed among ePWs (26.5%) than cPWs (21%). These proportions are so important that it is relevant to examine the types of grievances respondents experienced. This is the focus of table 37.

*Table 35: Type of cases of dissatisfaction or complaints associated with VUP-PWs that respondents experienced n=338*

	cPWs		ePWs		Total	
Grievance	Count	%	Count	%	Count	%
Lack of remuneration	43	15.9%	8	11.7%	51	15%
Delay of remuneration payment	135	39.9%	32	47%	167	49.4%
Removal from the list of VUP-PWs beneficiaries	9	2.6%	2	2.9%	11	3.2%
Exclusion from the list of beneficiaries for emergency food assistance	41	15.1%	6	8.8%	47	13.9%
Other grievance or complaint	98	36.2%	31	45.5%	129	38.1%

The delay of wage payment emerges as the most common grievance that respondents experienced since the imposing of covid-19 related lockdown and confinement. It is reported by around 4 in 10 respondents who experienced grievances during the observed period. Other major grievances included lack of wage and exclusion from the list of beneficiaries of emergency food assistance during the lockdown. Overall, what these grievances have in common is that they relate to both the remuneration and the issue of qualification for the membership status (VUP-PWs). Whether these grievances are justifiable or unfounded, they deserve the attention of relevant authorities and accountability institutions. It is therefore important to check whether or not these respondents were able to report these grievances to appropriate authorities. Table 38 below addresses this question.

### 5.6.3. Reporting grievances

Table 36: Proportion of respondents who experienced grievances and eventually reported them

Response	cPWs		ePWs		Total	
	Count	%	Count	%	Count	%
No	162	60%	37	54.4%	199	58.9%
Yes	108	40%	31	45.6%	139	41.1%
Total	270	100.0%	68	100.0%	338	100.0%

The majority of respondents who experienced grievances did not eventually report it to relevant institutions. Reporting rate stands only at 41.1% and is slightly higher among ePWs than cPWs. This raises the question of whether Rwandans are naturally reluctant to report their grievances or dissatisfaction experienced in service delivery. Service delivery and corruption assessments in Rwanda revealed low reporting rate of corruption and dissatisfaction with service delivery (IRDP, 2013; Transparency International Rwanda, 2018; Office of the Ombudsman, 2020). However, low levels of corruption reporting become a serious hindrance to the enhancement of quality service delivery and to the promotion of accountability culture. When service seekers cannot complain about their dissatisfaction or the bad service they received, some of them are likely to indulge in corruption practices to get the expected service. Similarly, service seekers' failure to report their grievances to relevant authorities encourages the service providers persist in mediocrity and thus instills the culture of bad service provision and bad governance at large.

It is therefore important to strengthen community mobilization on their right to quality service and their right to demand accountability in case of grievance about the service delivery.

**Table 37: Authorities to which respondents reported their grievances**

Authority	cPWs				ePWs					
	No	Perc	Yes	Perc	Total	No	Perc	Yes	Perc	Total
Local leader	15	13.9%	93	86.1%	108	2	6.5%	29	93.5%	31
Local councilor	105	97.2%	3	2.8%	108	31	100.0%	0	0.0%	31

Local leaders (mainly those in executive positions) emerged as major authorities that respondents contacted to complain on their grievances pertaining to VUP-PWs since the Covid-19 outbreak. This is consistent with the above finding whereby respondents are very largely aware of local leaders as actors they would return to report any grievances encountered during the implementation of VUP-PWs, but not aware of other relevant actors.

While the many local leaders may be reliable and willing to effectively address the grievances of citizens including VUP-PWs beneficiaries, it remains challenging to note that these leaders are the only ones VUP-PWs beneficiaries rely on to handle their grievances, given that, to a large extent, they are not aware of other alternative accountability mechanisms. In case their grievances are not properly handled, VUP-PWs beneficiaries are likely to give up, which can worsen their already vulnerable plight.

**Table 38: Respondents' satisfaction with feedback on complaint lodged**

Satisfaction level	cPWs		ePWs		Total	
	Count	%	Count	%	Count	%
Not satisfied	39	36.1%	12	38.7%	51	36.7%
Not satisfied at all	37	34.3%	9	29.0%	46	33.1%
Satisfied	26	24.1%	7	22.6%	33	23.7%
Very satisfied	6	5.6%	3	9.7%	9	6.5%
Total	108	100.0%	31	100.0%	139	100.0%

The survey reveals low level of respondents' satisfaction with the way authorities they approached addressed their complaints. Cumulatively, 7 in 10 respondents who lodged their complaints were not satisfied with the reporting outcome. On the one hand, one may assume that some complaints lodged were unfounded and did not eventually meet complainants' expectations. On the other hand, one can believe that the local leaders' who examined the complaints were judge and jury. The latter assumption may support our above argument whereby the fact that the majority of VUP-PWs beneficiaries are solely aware of local leaders

as the institutions they would turn to in case of grievance proves to be a serious accountability issue.

#### 5.6.4. Corruption in VUP-PWs since the beginning of the Covid-19 related lockdown.

**Table 39:** Prevalence of corruption in VUP-PWs since the imposing of the lockdown

Corruption encounter in VUP-PW?	cPWs		ePWs		Total	
	Count	%	Count	%	Count	%
Yes	15	1.17%	8	3.09%	23	1.50%
No	1266	98.83%	251	96.91%	1517	98.50%
<b>Total (n)</b>	1281	100.00%	259	100.00%	1540	100.00%

The survey suggests a very low prevalence of corruption encounters in VUP-PWs (1.5%) during the Covid-19 lockdown. This prevalence is almost equally distributed among cPWs and ePWs. Major areas affected by corruption include getting wage, being allowed to resume PWs after lifting the lockdown, getting emergency food assistance and follow-up on the complaints lodged. The data does not suggest important differences in proportions of men and women who experienced such corruption.

This finding is supported by the data from FGDs which suggest that corruption is very low in VUP-PWs.

The selection process is always fair. When the number of vulnerable beneficiaries is higher than that of available job positions, we even make a draw and people are selected randomly by chance. (Male participant in a FGD , Bugesera District)

There is no corruption in the selection of VUP beneficiaries. This is because the selection hinges on Ubudehe Category 1 and 2. (Male participant in a FGD, Huye District)

There is no tendency of corruption during the works because the leaders from sector always come in control. The supervisor cannot even give you a free day. (Female participant in a FGD, Bugesera District).



Although this prevalence is very low and hence encouraging, it also supports previous corruption assessment conducted by Transparency International Rwanda which revealed cases of corruption in VUP projects (Transparency International Rwanda, 2018).

While corruption is criminal, it sounds worse and more shocking for local leaders (those responsible for implementation and local management of VUP-PWs projects) to indulge in corruption with the poor. Interestingly, the survey reveals that reporting corruption when encountered proves to be a serious issue among VUP-PWs. Although the rate of encounters remains too low to allow any reliable statistical analysis, the data shows that 8 in 10 respondents with corruption encounter did not report it. This is not surprising because other previous studies conducted on corruption in Rwanda (Transparency international Rwanda, 2018 ) support this finding. Those studies showed that fear of consequences/reprisals and ignorance of relevant institution to report it to as the major reasons for not reporting corruption. Both reasons were also highlighted by respondents in this study.

However, not reporting corruption appears to be an important driver of corruption because failure to report those who indulge in corruption encourages the latter to go unpunished. It is therefore a serious accountability challenge. Another reason for service seekers to not report corruption is associated with some level of acceptability of corruption among Rwanda. A recent study by the Office of the Ombudsman (Office of the Ombudsman, 2020) places the level of corruption acceptability at 6.6%.

## 6. CONCLUSION

This research assessed leakage and delay in the flow of public funds for the implementation of VUP-PWs during the lockdown following the Covid-19 pandemic. It also analysed the socio-economic impact of Covid-19 on VUP-PWs beneficiaries. It emerges that there are no fund leakages in 11 out of 15 districts assessed with regard to the fund flow from the Local Administrative Development Authority (LODA) to districts. However, leakages are observed in 4 districts: Nyaruguru District (37%), Kayonza (30%), Gatsibo (17.7%) and Nyamagabe (3%).

The study suggests no fund leakage from districts to SACCOs, in all 15 districts. With regard to the fund flow from SACCOs to VUP-PWs beneficiaries' accounts, nevertheless, it reveals some leakages in 3 districts (Kicukiro, Nyarugenge, Musanze) of the 15 districts,. At this level, leakage ranges from 1% to 40% depending on districts and months involved. In many cases, leakage is associated with some controversial debits/deductions done by local leaders and SACCOs on beneficiaries' wages. Given that this PETS is the first of its kind in VUP-PWs, there are no grounds for comparison to allow any contextualisation of this finding.

Concerning the delays, the study shows no delays in many instances assessed especially at LODA and at district levels. However, delays were observed in few districts and SACCOs. Such delays were mainly attributed to bureaucratic processes entailed by the Covid-19 related lockdown. Delays in wage payment have not gone without adverse effects on lives of beneficiaries.

Furthermore, the study suggests severe effects of Covid-19 on VUP-PWs beneficiaries' living conditions. The lockdown that the Government imposed to curb the spread of coronavirus infection, VUP-PWs were suspended and this, in turn, led to temporary interruption of wage or, in many cases, the delay of payment. As a result, the households of most of VUP-PWs beneficiaries that were already poor saw their plight worsening. They ran short of foodstuffs, capacity to cater for health care, clean water, cooking and households lighting energies. Pregnant and breastfeeding women were particularly affected as they lacked appropriate diet. This finding supports other recent projects that warned on adverse effects of Covid-19 pandemic on lives of people especially the poor. This pandemic is likely to widen the already existing inequality. (ILO, 2020; Oxfam, 2020; Traub & Von Chamier, 2020).

The impact of Covid-19 on VUP-PWs who are already poor is likely to be long term. Policy-makers should be mindful of this and consider it in the graduation plan. Similarly, social protection and poverty reduction stakeholders including civil society organisations should also invest more efforts in relieving the affected people and communities from the effects of Covid-19.

## RECOMMENDATIONS

### General recommendations

Covid-19 created unprecedented socio-economic disruption and although all sectors are negatively affected, categories of citizens traditionally vulnerable were the most affected.

1. It is therefore crucial to readjust all social protection programs, taking in mind that the number of people in needs for the support has tremendously increased.
2. While government try to rescue economic sectors affected through the recovering funds, it is critical to strengthen LODA's financial capacity to allow the agency to provide basic assistance to those who have been weakened to play an economic role due to Covid-19.
3. There is an urgent need to include a psychological assistance component for some categories of people who lost their beloved ones due to Covid-19 and could not provide them adequate accompaniment and still experience surviving issues due to their economic vulnerability.

### Specific recommendations

Based on major issues that emerged from this study, the following specific actions can contribute to overcoming them.

Issue	Action	Intended institution
Some delays observed in processing VUP-PWs wages especially at SACCO at District levels	Speed up the process of SACCOs digitalisation	LODA, District Authorities and SACCOs and District
Controversy about deductions/debits that are done on wage of VUP-PWs beneficiaries	Make a clear communication about and rationale for compulsory deductions to be performed on VUP beneficiaries	MINALOC
	Reduce the bureaucratic process of approving payrolls, by conferring the approving power to the sector authority	LODA
Severe impact of Covid-19 on VUP-PWs beneficiaries' livelihoods (food,	Revisit the graduation guidelines to ensure that VUP-PWs beneficiaries who	LODA

healthcare, due to both interruption and delay of wage payment	were deeply affected by Covid-19 effects are not prematurely removed from VUP-PWs	
	Consider reinstating former VUP-PWs beneficiaries whose vulnerabilities were drastically worsened by the Covid-19 effects	LODA
Particular effects of Covid-19 on pregnant and breastfeeding women as well as women-headed households involved in VUP-PWs	Provide priority and special treatment of pregnant and breastfeeding women and vulnerable women-headed households in new VUP-PWs projects	LODA, local authorities
Low coverage of emergency food and hygiene materials assistance	Ensure more transparency and accountability in the selection of vulnerable people for direct support and emergency assistance	MINALOC, District authorities, CSOs and FBOs
Low level of reporting citizens' grievances in service delivery	Popularise the citizens' service charter to ensure that citizens are aware of their rights and duties to public services	MINALOC, District authorities

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## ANNEX: QUESTIONNAIRE

### URUTONDE RW'IBIBAZO KU BAGENERWABIKORWA B'IMIRIMO RUSANGE ITANGA AKAZI MURI VUP /QUESTIONNAIRE FOR BENEFICIARIES OF VUP-PWs

Amazina y'ubaza/Interviewer's name:				
Nomero y'ikayi y'ibibazo/Questionnaire number:				
Itariki y'ikiganiro/Interview date :				
Isaha ikiganiro gitangiriyeho/Interview start time (hh:mm):			Isaha ikiganiro gisorejweho/interview end time (hh:mm)	
<b>Aho atuye/Location</b>	<b>Code</b>			
Intara /Province				
Akarere/District				
Umurenge/Sector				
Akagari/Cell				
Umudugudu/Village				

#### INTRODUCTION:

Muraho neza? Nitwa.....Ndi umushakashatsi wigenga ukorana n'umuryango Transparency International Rwanda. Turakora ubushakashatsi bugamije kumenya uburyo ibigenewe abagenerwabikorwa b'imirimo ya VUP itanga akazi ku batishoboye bitangwa, ndetse no kureba ingaruka icyorezo cya Covid-19 cyagize ku mibereho y'aba bagenerwabikorwa. Ibizava muri ubu bushakashatsi bizafasha inzego zibishinzwe kunoza kurushaho imikorere ya gahunda ya VUP no gushyiraho ingamba zo kurushaho guhangana n'ingaruka za Covid-19 muri uru rwego. Urugo rwatoranijwe hamwe n'zindi z'abagenerwabikorwa ba VUP-PW hakoreshejwe uburyo bwa tombola. Turifuza kugirana nawe ikiganiro kitarenza isaha kuri iyi ngingo y'ubushakashatsi. Kugira uruhare muri iki kiganiro birakorwa ku bushake bwawe. Ntugire impungenge zo kuganira natwe kubera ko amakuru uduha azahurizwa hamwe n'andi atangwa n'abandi babazwa, asesengurwe maze atangazwe mu buryo butagaragaza uwayatanze. Wemeye ko tunganira?

Hello. My name is \_\_\_\_\_ and I am an independent researcher, working with Transparency International Rwanda. We are conducting a Public Expenditure Tracking Survey in VUP- Public Works to assess the impact of COVID-19 on the livelihood of beneficiaries of VUP-PW in Rwanda. The findings will inform policy-makers in improving the VUP-PW-based service delivery and response better to the impact of Covid-19 pandemic. You, like many other beneficiaries of VUP-PWs, was selected randomly. We would like to have an interview with you for less than 1 hour. Your participation is totally voluntary. All of the information you give us is completely confidential. There will be no way to identify your individual answers, so please feel free to tell us what you really think. Would you agree to participate ?

A.1. Wari umwe mu bemejwe nk'abagenerwabikorwa b'imishinga ya VUP itanga akazi mu hagati ya Kanama 2019 na Nyakanga 2020 /Are you among the approved VUP-cPWs/ePWs beneficiaries between August 2019 and July 2020 ?	Yego/Yes cPWs	Yego/Yes ePWs	Oya/No
	1	2	3 ► Soza ikiganiro/Wind up the interview

## B. Ibiranga ubazwa

B.1. Igitsina/Sex	Gabo/Male	1
	Gore/Female	2

B.2. Ufite imyaka ingahe/How old are you in numbers?	Age in number	
--	---------------	--

B.3. Ni ikihe cyiciro cya nyuma cy'amashuri warangije/What is your highest level of education?	Ntacyo/None	Abanza/primary	Ay'imyuga/Vocational	Icy'a cy'ayisumbuye/Ordinary level	Icy'a kabiri cy'ayisumbuye/Advanced level	Kaminuza/Tertiary
	1	2	3	4	5	6

B.4. Irangamirere ryawe ni irihe/What is your marital status?	Yarashatse Married	Ingaragu/Single	Yatandukanye n'uwo twashakanye /Divorced	Yarapfakaye/Widowed
	1	2	3	4

B.5. Muri iki gihe urugo rwanyu rubamo abantu bangahe/What is the current size of your household?	1-2	3-4	5-6	6+
	1	2	3	4

B.6. urugo rwanyu ruri mu kihe cyiciro cy'ubudehe/ What is the current Ubudehe Category of your household?	Icy'a mbere/One	Icy'a kabiri/Two	Icy'a gatatu/Three	Icy'a kane/Four
	1	2	3	4

## C. IBIJYANYE N'IMIRIMO RUSANGE MURI VUP-PW N'INGARUKA ZA COVID-19/

	Yego/Yes	Oya/No
C.1. Waba warigeze guhagarara/kureka gukora imirimo ya VUP hagati ya Werurwe na Nyakanga 2020 bitewe n'ingamba zo kwirinda Covid-19/Have you worked with VUP-cPWs/ePWs between March and July 2020 been interrupted as a result of anti-Covid-19 measures?	1	2 ► Q. C.7

C.2. Niba ari YEGO vuga impamvu yabiteye/If it was interrupted, please specify the reasons of interruption	Gahunda ya guma murugo/Lockdown	Kurwara Covid-19/Covid-19 infection	Akato kubera guhura n'uwanduye Covid-19/Quarantined after a contact with a positive case	Indi (yivuge)/Other (specify) .....
	1	2	3	4

C.3. Wahagaze mu kuhe kwezi/In which month has the work interruption occurred? (ibisubizo byinshi birashoboka/multiple	Werurwe/March	Mata/April	Gicurasi/May	Kamena/June	Nyakanga/July
	1	2	3	4	5

responses are possible)					
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C.4. Muri rusange wahagaze igihe kingana iki?/How long has interruption taken, cumulatively?	Munsi y'iminsi 10/less than 10 days	Hagati y'iminsi 11-20/Between 10-20 days	Hagati y'iminsi 21-30/Between 21-30 days	Hejuru y'ukwezi/over 1 month	Amezi 2/Two months	Amezi 3/three months	Hejuru y'amezi 3/over 4 months
	1	2	3	4	5	6	7

C.5. Ni ibihe bikorwa wakoraga muri VUP byahagaritswe kubera ingaruka za Covid-19?/what types of VUP-PWs were affected by the interruption ?	Guharura Imihanda/road construction	Amaterasi/Terraces	Kubaka amashuri/School construction	Ibindi (bivuge)/Other/specify
	1	2	3	4

C.6. Wabonye umushahara ku mirimo ya VUP muri aya mezi akurikira? Niba ari YEGO wahembwe angaha buri kwezi? /Were you paid for VUP-PWs between March and July 2020 for each of the following months?	Month	Yego/Yes	Amount	Oya/No
	March	1	.....	2
	April	1	.....	2
	May	1	.....	2
	June	1	.....	2
	July	1	.....	2

C.7. Ni izihe mpamvu zatumye utabona umushahara wawe kandi warakozwe ?/For which reasons were you not paid for the work you did?	Impamvu/reason	Yego/Yes	Oya/No
	Gutinda gusaba imishahara kubera gahunda ya gumamurugo/delay in requesting for remuneration due to lockdown	1	2
	Gukererwa kwishyura imishahara/delay in processing remuneration	1	2
	Indi (yivuge)/Other (specify)	1	2
	Simbizi/Don't know	1	2

#### D. INGARUKA ZA COVID-19 KU BAGENERWABIKORWA B'IMIRIMO RUSANGE YA VUP-PWs/ IMPACT OF COVID-19 ON THE LIVELIHOODS OF VUP-PWs BENEFICIARIES

##### Ingaruka ku mushahara/Impact on remuneration

D.1. Mu gihe utakoraga kubera ingaruka za covid-19 wakomeje kubona umushahara wawe wahabwaga mu rwego rw'imirimo ya VUP-PWs/ When you were not working due to the effects of covid-19 lockdown did you continue to receive your wage as part of the VUP-PWs?	Yego/Yes	Oya/No
	1	2 ➤ Q.

D.2. Niba utarakomeje guhembwa muri icyo gihe, umushahara watakaje wose hamwe ungana ute/ <b>If you did not get a remuneration, how much would you have received in total?</b>	Multiple choice Number	Month	Amount
		March	/_____/
		April	/_____/
		May	/_____/

D3. <b>Mugihe cya covid-19, wakiriye umushahara wawe wa PW mugihe?/ In the period of covid-19, did you receive your PW wage on time? /</b>	Igisubizo kimwe /Single choice	1) Yes, 2) No/ Yego), oya)	
Niba umushahara wawe wa PW utatanzwe ku gihe. Byatwaye iminsi ingahe kugirango ubone amafaranga?/ <b>If your PW wage was not provided on time. How many days did it take to receive the money?</b>	/Ibisubizo byinshi/Multiple choice Number	Month/ukwezi	Number of Days/umubare wiminsi
		March	/_____/
		April	/_____/
		May	/_____/
		June	/_____/

	Ingaruka/Effects	Yego/Yes	Oya/No
D.4. Ni izihe ngaruka guhagarara kw'imirimo wakoraga muri VUP kubera icyorezo cya Covid-19, byagize mukubona mafunguro mu rugo rwanyu ? (ntumusomere ibisubizo byanditse. Andika ibisubizo byose avuze )/ <b>what are the effects of interrupting your work with VUP-PWs as a result of Covid-19 on your household foodstuff? (Don't read out the response options. Write down all answers provided)</b>	Kubura umushahara wo guhahisha/ <b>lack of income to pay for foodstuff</b>	1	2
	Kubura inkwi/ingufu zo gutekesha/ <b>Lack of cooking energy</b>	1	2
	Kubura amazi yo gutekesha/ <b>Lack of water for cooking</b>	1	2
	Kubura uko tujya gusarura imyaka mu murima/ <b>difficulty to walk into our crop fields</b>	1	2
	Kubura uko tujya guca incuro/ gukorera abandi/ <b>difficulty to go and work for other people in exchange of foodstuff</b>	1	2
	Indi (vivuge)/Other (specify)	1	2

#### E. Impact of the covid-19 on basic needs

	/uburyo/ Option	Igisubizo/Answer
E.1. Mbere y'uko imirimo yo muri VUP ihagarara kubera icyorezo cya Covid-19, mu rugo rwanyu mwaryaga incuro zingaha ku munsi/ <b>How many meals per day was your household used to have before the interruption of your work following the Covid-19 pandemic ?</b>	Inshuro/Frequency	1) Inshuro 1, 2) Inshuro 2, 3) Inshuro 3, 4) Kubura ifunguro ku minsi imwe n'imwe, 99) Simbizi 1) Once, 2) Twice, 3) Triple, 4) None food for some days, 99) Don't know

	/uburyo/ Option	Igisubizo/Answer
E.2. Kuva imirimo yo muri VUP yahagarara kubera icyorezo cya Covid-19, mu rugo rwanyu murya incuro zingaha ku munsi/ <b>How many meals per day did your household have since the</b>	Inshuro/Frequency	1) Inshuro 1, 2) Inshuro 2, 3) Inshuro 3, 4) Kubura ifunguro ku minsi imwe n'imwe, 99) Simbizi

interruption of your work following the Covid-19 pandemic ?		1)Once, 2) Twice, 3) Triple, 4) None food for some days, 99) Don't know
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	/uburyo/ Option	Igisubizo/Answer
E.3. Mbere y'igihe cya covid-19. Mwakuraga he ibibatunga? Before the period of covid-19. What was the source of food for your household?	Hitamo byinshi/multiple choice	1)Guhaha mu isoko, 2) Umusaruro w'ubuhinzi, 3) Abaturanyi, 4) Abanyamuryango, 5) Akazi k'ikiraka mu buhinzi, 6) Leta, 7) Abagiraneza, 8) Ahandi (havuge) 1)Shopping in the market, 2) Agriculture crops, 3) Neighbors, 4) Family relatives, 5) Casual agricultural labor, 6) Government, 7) Donors, 8) Other sources (Specify)

	/uburyo/ Option	Igisubizo/Answer
E.4.Mu gihe cy'icyorezo cya covid-19. Mwakuraga he ibibatunga? During the period of covid-19. What was the source of food for your household?	Hitamo byinshi/multiple choice	1)Guhaha mu isoko, 2) Umusaruro w'ubuhinzi, 3) Abaturanyi, 4) Abanyamuryango, 5) Akazi k'ikiraka mu buhinzi, 6) Leta, 7) Abagiraneza, 8) Ahandi (havuge) 1)Shopping in the market, 2) Agriculture crops, 3) Neighbors, 4) Family relatives, 5) Casual agricultural labor, 6) Government, 7) Donors, 8) Other sources (Specify)

	Ubwoko/M meal type	Yego/Yes	Oya/No
E.5. Mbere y'uko imirimo yo muri VUP ihagarara kubera icyorezo cya Covid-19, muri rusange amafunguro mwafataga mu rugo rwanyu yakundaga kurangwa n'ibihe muri ibi bikurikira/ which of the following foodstuffs was your meals often composed of before the interruption of your work following the Covid-19 pandemic ?	Imboga/vegetables	1	2
	Imbuto/fruits	1	2
	Inyama/meat	1	2
	Amata/milk	1	2
	Ibinyampeke/cereals	1	2
	Ibinyabijumba/tubers	1	2
	Ibinyamisogwe/leguminous	1	2
	Ikindi (kivuge) / Other (specify)	1	2

	Ubwoko/M meal type	Yego/Yes	Oya/No
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E.6. Kuva imirimo yo muri VUP yahagarara kubera icyorezo cya Covid-19, muri rusange amafunguro mufata mu rugo rwanyu akunze kurangwa n'ibihe muri ibi bikurikira?/ which of the following foodstuffs was your meals often composed of since the interruption of your work following the Covid-19 pandemic ?	Imboga/vegetables	1	2
	Imbuto/fruits	1	2
	Inyama/meat	1	2
	Amata/milk	1	2
	Ibinyampeke/cereals	1	2
	Ibinyabijumba/tubers	1	2
	Ibinyamisogwe/leguminous	1	2
	Ikindi (kivuge) / Other (specify)	1	2

E.7. Mbere y'uko imirimo yo muri VUP ihagarara kubera icyorezo cya Covid-19, inzu mwabagabo yari iyande/who owned they house you lived in right before the interruption of your work following the Covid-19 pandemic?	Iyacu bwite/ours	Twarakodeshaga/our landlord	Twarayitijwe/Our lender	Ntabwo nibuka/Don't remember
	1	2	3	99

E.8. Niba mwarakodeshaga inzu, kuva umushahara wakuraga muri VUP-PW wahagarara kubera ingaruka za Covid-19, urugo rwanyu rwakomeje kwishyura neza amafunga y'ubukode? If you were paying for the house rent before the interruption of your remuneration from VUP-PWs as a result of Covid-19, did your household keep paying for the same rent?	Yego/Yes	Oya/No
	1	2

### Ingaruka ku buzima/Effects on health

E.9. Mu gihe icyorezo cya Covid-19 cyatangiraga mu Rwanda (muri Werurwe), waba wowe ubwawe cyangwa uwo mubana mu rugo mwari mufite kimwe muri ibi bibazo by'ubuzima bikurikira/Did any of your household member have any of the following health problems right before the outbreak of Covid-19 in Rwanda (in March 2020)?	Ikibazo/Health problem	Yego (nyewe)/Yes (myself)	Yego (uwo tubana)/Yes (another member)	Oya/No
	Ubumuga/Disability	1	2	3
	Indwara idakira/chronic disease	1	2	3
	Indwara ikira ariko ikomeye/Severe but curable disease	1	2	3

	Yego/Yes	Oya/No
E.10. Niba hari umuntu wari ufite icyo kibazo cy'ubuzima, haba hari ingaruka mwagize itewe na gahunda ya gumamurugo nk'ingamba yafashwe mu rwego rwo gukumira icyorezo cya covid-19/If there was any household member with such health problems, did the COVID-19 related lockdown affect those problems ?	1	2 ► Q.

Ingaruka/Effect	Yego/Yes	Oya/No
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E.11. Niba ari YEGO ni izihe ngaruka? (ntumusomere ibisubizo byanditse. Andika ibisubizo byose avuze )/If YES, which effects did it produce (don't read out the response options. Write down all answers he/she provides)?	Urugendo rurerure rwo kujya kwa muganga n'amaguru/long distance to walk to reach the nearest health center	1	2
	Kubura uburyo nsaba polisi uruhushya rwo kujya kwa muganga/Difficulty to request the police travel clearance to go and see the doctor	1	2
	Kutajya kwa muganga kubera ubwoba bwo kwandura covid-19/refrain from seeking medical services for fear of being infected with Covid-19	1	2
	Kubura amafaranga yo kwishyura serivise zo kwa muganga/lack of money to paid for medical services	1	2
	Izindi (zivuge)/Other (specify)	1	2
	Ntazo/None	1	2

E.12. Niba imirimo wakoraga muri VUP yarahagaze kubera gahunda yaguma mu rugo kandi umushahara wawe ugaharara, ni izihe ngaruka byagize ku burwayi cyangwa ubumuga wavuze haruguru? (ntumusomere ingorane zanditse. Andika ingorane zose avuze )/If your work with VUP-PWs was interrupted and that you subsequently lost your remuneration, how has this affect the health problems of the said household member? (don't read out the response options. Write down all answers he/she provides)	Ingaruka/Effect	Yego/Yes	Oya/No
	Urugendo rurerure rwo kujya kwa muganga n'amaguru/long distance to walk to reach the nearest health center	1	2
	Kubura uburyo nsaba polisi uruhushya rwo kujya kwa muganga/Difficulty to request the police travel clearance to go and see the doctor	1	2
	Kutajya kwa muganga kubera ubwoba bwo kwandura covid-19/refrain from seeking medical services for fear of being infected with Covronavirus	1	2
	Kubura amafaranga yo kwishyura serivise zo kwa muganga/lack of money to paid for medical services	1	2
	Izindi (zivuge)/Other (specify)	1	2
	Ntazo/None	1	2

#### Ingaruka ku kubona amazi meza/Effect on access to clean water

	Uburyo/Source	Yego/Yes	Oya/No
E.13. Muri Werurwe, mbere y'uko gahunda ya guma mu rugo itangira mu rwego rwo kwirinda icyorezo cya Covid-19, amazi mwakoreshaga mu rugo rwanyu mwayabonaga mute? (ntumusomere ibisubizo byanditse. Andika ibisubizo byose avuze )/ what was the major source of water for your household before the imposing of lockdown in March 2020. (Don't read out the response options. Write down all answers he/she provides)?	Twaravomeshaga tukishyura/purchase from home water dealers	1	2
	Twakoreshaga aya robine twishyura/paid from water tap		
	Twayavoma ku mugenzi usanzwe ku buntu/free water from stream		
	Ahandi (havuge)/Other (specify)		

	Ingaruka/Effect	Yego/	Oya/
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		Yes	No
E.14. Niba imirimo wakoraga muri VUP yarahagaze kubera gahunda yaguma mu rugo kandi umushahara wawe ugaharara, haba hari ingaruka byagize ku rugo rwanyu mu kubonera amazi meza ku gihe ? (ntumusomere ibisubizo byanditse. Andika ibisubizo byose avuze )/ If your work with VUP-PWs was interrupted and that you subsequently lost your remuneration, how did this affect your household capacity to access clean water timely? (Don't read out the response options. Write down all answers he/she provides)	Kubura ubwishyu bw'amazi/Lack of income to pay for water	1	2
	Kutajya kuvoma kubera ubwoba bwo kwandura Covid-19/reluctance to go fetch water for fear of get infected with coronavirus	1	2
	Izindi (zivuge)/Other (specify)	1	2
	Ntazo/None	1	2

#### Uburyo bwo gutekesha/Effects on household cooking energy

	Uburyo/Source	Yego/Yes	Oya/No
E.15. Muri Werurwe, mbere y'uko gahunda ya guma mu rugo itangira mu rwego rwo kwirinda icyorezo cya Covid-19, urugo rwanyu rwatekesha iki? (ntumusomere ibisubizo byanditse. Andika ibisubizo byose avuze )/Before imposing the lockdown (in March 2020), what was the major source of cooking energy in your household? (Don't read out the response options. Write down all answers he/she provides)	Inkwi/fire wood	1	2
	Amakara/charcoal	1	2
	Gaz/Gas	1	2
	Amashanyarazi/electricity	1	2
	Ikindi (kivuge)/ Other (specify)	1	2

	Ingaruka/Effect	Yego/Yes	Oya/No
E.16. Niba imirimo wakoraga muri VUP yarahagaze kubera gahunda yaguma mu rugo kandi umushahara wawe ugaharara, haba hari ingorane urugo rwanyu rwahuye nazo mu kubona uburyo bwo gutekesha ? (ntumusomere ibisubizo byanditse. Andika ibisubizo byose avuze )/ If your work with VUP-PWs was interrupted and that you subsequently lost your remuneration, how did this affect your household capacity to access/afford cooking energy? (Don't read out the response options. Write down all answers he/she provides)	Kubura amafanga yo kwishyura/lack of income to pay for cooking energy	1	2
	Kutabasha kugera ahari inkwi/amakara/ingufu zo gutekesha/ Difficulty to reach places hosting cooking energy	1	2
	Kudatuma abana gutashya kubera gutinya kwandura Covid-19 / Reluctance to send children to fetch fire wood for fear of getting infected with Coronavirus	1	2
	Izindi (zivuge)/Other (specify)	1	2
	Ntazo/None	1	2

#### Uburyo bwo kumurika mu nzu/Effects on energy for house light

	Uburyo/Source	Yego/Yes	Oya/No
E.17. Muri Werurwe, mbere y'uko gahunda ya guma mu rugo itangira mu rwego rwo kwirinda icyorezo cya Covid-19, urugo rwanyu rwamurikishaga iki mu nzu?	Amashanyarazi/electricity	1	2
	Peteroli/Paraffin	1	2
	Itoroshi/Torch	1	2



(ntumusomere ibisubizo byanditse. Andika ibisubizo byose avuze )/ Before imposing the lockdown (in March 2020), what was the major source of energy in your house light? (Don't read out the response options. Write down all answers he/she provides)	Ikindi (kivuge)/Other (specify)	1	2
	Ntacyo/None	1	2

E.18. Niba imirimo wakoraga muri VUP yarahagaze kubera gahunda yaguma mu rugo kandi umushahara wawe ugaharara, haba hari ingaruka byagize mu rugo rwanyu mu kubona uburyo bwo kumurikisha mu nzu ? (ntumusomere ibisubizo byanditse. Andika ibisubizo byose avuze )/ If your work with VUP-PWs was interrupted and that you subsequently lost your remuneration, how did this affect your household capacity to access/afford house lighting energy? (Don't read out the response options. Write down all answers he/she provides)	<b>Ingaruka/Effect</b>	<b>Yego/ Yes</b>	<b>Oya/ No</b>
	Kubura amafranga yo kwishyura/lack of income to pay for house lighting energy	1	2
	Kutabasha kugera aho ingufu zigurirwa/Difficult to walk up to the house lighting energy area	1	2
	Izindi (zivuge)/Other (specify)	1	2
	Ntazo/None	1	2

**F. IBIJYANYE N'UBUFASHA BUNDI ABAGENERWABIKORWA BA VUP-PWs BABONYE MU GUHANGANA N'INGARUKA ZA COVID-19/OTHER ASSISTANCE PROVIDED TO VUP-PWs BENEFICIARIES DURING THE LOCKDOWN PERIOD**

F.1. Kuva Gahunda ya Gumamurugo yatangira muri Werurwe kugeza muri Kanama, haba hari ubufasha ubwo ari bwo bwose urugo rwanyu rwahawe mu rwego rwo kubafasha guhanga n'ingaruka za Covid-19?/ Did your household receive any other assistance since the imposing of lockdown (in March 2020) to help you cope with effects of Covid-19?	<b>Yego/ Yes</b>	<b>Oya/ No</b>
	1	2 ► Q.

F.2. Niba ari YEGO ni ubuhe ? (ntumusomere ibisubizo byanditse. Andika ibisubizo byose avuze )/If YES , which type of assistance did you get? (Don't read out the response options. Write down all answers he/she provides)	<b>Ubufasha/Assistance</b>	<b>Yego/ Yes</b>	<b>Oya/ No</b>
	Amafranga/Money	1	2
	Ikiraka/akazi gatanga amafranga/ Part-time job	1	2
	Ibyo kurya/foodstuffs	1	2
	Ibikoresho byo mu rugo/Home materials	1	2
	Ingufu zo gutekesha/cooking energy	1	2
	Ubujyanama /Counselling	1	2
	Ubundi (buvuge)/Other (specify)	1	2

F.3. Ubwo bufasha mwabuhawe na nde? (ntumusomere ibisubizo byanditse.	<b>Uwatanze ubufasha/assistance provider</b>	<b>Yego/ Yes</b>	<b>Oya/ No</b>
	Leta/Government (institutions)	1	2
	Imiryango itari iya Leta/NGOs	1	2

Andika ibisubizo byose avuze)/Which institution/individual provided you with that assistance? (Don't read out the response options. Write down all answers he/she provides)	Amadini/amatorero/Faith-Based Organisations	1	2
	Abavandimwe//Relatives	1	2
	Incuti/Friends	1	2
	Abaturanyi/Neighbours	1	2
	Abandi (bavuge)/Other (specify)	1	2

G. IBIBAZO BIJYANYE NO KUBAZWA INSHINGANO NDETSE NA  
RUSWA/ACCOUNTABILITY AND CORRUPTION

	Urwego/actor	Yego/ Yes	Oya/ No
G.1. Mu gihe waba utanyuzwe n'imikorere cyangwa serivisi uhawe mu rwego rw'imirimo ukora muri VUP ni izihe nzego ushobora kwiambaza ugaragaza ikibazo? (ntumusomere ibisubizo byanditse. Andika ibisubizo byose avuze )/Which institution or individual would you turn to in case of dissatisfaction or grievance relating to VUP-PWs? (Don't read out the response options. Write down all answers he/she provides)	Abayobozi b'inzego z'ibanze (akagari, umurenge, akarere)/local leader	1	2
	Umujyanama/Local councillor	1	2
	Polisi/National Police	1	2
	RIB	1	2
	Ibiro by'Umuwunyiri/Office of the Ombudsman	1	2
	Imiryango itari iya Leta/Civil society organisation	1	2
	Abavandimwe/Relatives	1	2
	Incuti/Friends	1	2
	Undi (muvuge)/Other (specify)	1	2
	Simbizi /Don't know	1	2

	Yego/Yes	Oya/No
G.2. Kuva gahunda ya Gumamurugo yatangira muri Werurwe kugeza uyu muni, haba hari ibyo utanyuzwe na byo mu mirimo ya VUP ukoramo/Since the imposing of the lockdown (in March 2020), did you report any grievance/complaint relating to VUP-PWs?	1	2 ► Q.

	Ikibazo/Issue	Yego/ Yes	Oya/ No
G.3. Niba byarabaye, ni ikihe kibazo wahuye na cyo? (ntumusomere ibisubizo byanditse. Andika ibisubizo byose avuze ) If YES, what was your complaint about? (Don't read out the response options. Write down all answers he/she provides)	Kutabona umushahara/lack of remuneration	1	2
	Kudahemberwa igihe/ Delay of remuneration payment	1	2
	Gukurwa ku rutonde rw'abagenerwabikorwa ba VUP-PWs/removal from the list of beneficiaries	1	2
	Kudashyirwa ku rutonde rw'abababw imfashanyo y'ibibw mu gihe cya gumamurugo/exclusion from the list of beneficiaries of emergency food assistance during the lockdown	1	2
	Kwakwa ruswa/corruption	1	2
	Ikindi (muvuge)/Other (specify)	1	2

	Yego/Yes	Oya/No
G.4. Haba hari urwego cyangwa umuntu wiyambaje ngo rugufashe muri icyo kibazo/Did you report your complain to any institution or individual?	1	2 ► Q.

	Urwego/Actor	Yego/Yes	Oya/No
G.5. Niba ari YEGO ni uruhe rwego/umuntu? (ntumusomere ibisubizo byanditse. Andika ibisubizo byose avuze )/If YES, which institution or individual did you report it to? (Don't read out the response options. Write down all answers he/she provides)	Abayobozi b'inze z'ibanze (akagari, umurenge, akarere)/local leader	1	2
	Umujyanama/Local councillor	1	2
	Polisi/National Police	1	2
	RIB	1	2
	Ibiro by'Umuwuny/Office of the Ombudsman	1	2
	Imiryango itari iya Leta/Civil society organisation	1	2
	Abavandimwe/Relatives	1	2
	Incuti/Friends	1	2
	Undi (muvuge)/Other (specify)	1	2

G.6. Wanyuzwe ute n'uburyo urwego wiyambaje rwakurikiranye ikibazo cyawe/To what extent were you satisfied with how your complaint was handled?	Naranyuzwe cyane/Very satisfied	Naranyuzwe/ Satisfied	Sinanyuzwe/ Not satisfied	Sinanyuzwe na gato/Not satisfied at all
	4	3	2	1

	Inzitizi/reporting hindrance	Yego/Yes	Oya/No
G.7. Niba ari nta rwego cyango umuntu wiyambaje vuga impamvu (ntumusomere ibisubizo byanditse. Andika ibisubizo byose avuze )/If you did not report it, what was the reason? (Don't read out the response options. Write down all answers he/she provides)	Gutinya ingaruka zambaho/ fear of consequences/reprisal	1	2
	Kumva ko ntacyo byatanga/ feeling that nothing positive would come out of reporting	1	2
	Kutamenya urwego rwizewe nakwiyambaza/Did not know what where to report it	1	2
	Indi (yivuge)/Other (specify)	1	2

		Yego/Yes	Oya/No
G.8. Nk'umugenerwabikorwa w'imirimo ya VUP itanga akazi, haba hari ikibazo cya ruswa wahuye na cyo kuva gahunda ya gumamurugo yatangira muri Werurwe, muri ibi ibi bikurikira?/In your capacity as a beneficiary of VUP-PWs, have you encountered any corruption cases in the following VUP-PWs aspects since the lockdown (in March 2020)?	Gusubizwa mu kazi nyuma ya gumamurugo/resuming VUP-PWs after removing the lockdown	1	2
	Guhabwa umushahara wakoreye/getting the remuneration	1	2
	Guhabwa ibiribwa by'ingoboka mu gihe cya gumamurugo/getting the emergency food assistance	1	2
	Kugukurikirana ikibazo/following up your complaint	1	2
Niba ari OYA hose/If NO for all aspects ► Q.			

	Yego/Yes	Oya/No
G.9. Haba hari urwego cyangwa umuntu wiyambaje ngo rugufashe muri icyo kibazo/If YES did you report it to any institution or individual?	1	2 ► Q.

	Urwego/Actor	Yego/Yes	Oya/No
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G.10. Niba ari YEGO ni uruhe rwego/umuntu? (ntumusomere ibisubizo byanditse. Andika ibisubizo byose avuze )/ If YES, which institution or individual did you report it to? (Don't read out the response options. Write down all answers he/she provides)	Abayobozi b'inzego z'ibanze (akagari, umurenge, akarere)/local leader	1	2
	Umujyanama/Local councillor	1	2
	Polisi/National Police	1	2
	RIB	1	2
	Ibiro by'Umuwunyiri/Office of the Ombudsman	1	2
	Imiryango itari iya Leta/Civil society organisation	1	2
	Abavandimwe/Relatives	1	2
	Incuti/Friends	1	2
	Undi (muvuge)/Other (specify)	1	2

G.11. Wanyuzwe ute n'uburyo urwego wiyambaje rwakurikiranye ikibazo cyawe?/ To what extent were you satisfied with how your complaint was handled?	Naranyuzwe cyane/Very satisfied	Naranyuzwe/ Satisfied	Sinanyuzwe/ Not satisfied	Sinanyuzwe na gato/Not satisfied at all
	4	3	2	1

	Inzitizi/reporting hindrance	Yego/ Yes	Oya/ No
G.12. Niba ari nta rwego cyango umuntu wiyambaje vuga impamvu (ntumusomere ibisubizo byanditse. Andika ibisubizo byose avuze )/If you did not report it, what was the reason? (Don't read out the response options. Write down all answers he/she provides)	Gutinya ingaruka zambaho/ fear of consequences/reprisal	1	2
	Kumva ko ntacyo byatanga/ feeling that nothing positive would come out of reporting	1	2
	Ruswa numva ntacyo itwaye/Corruption is not a problem for me		
	Kutamenya urwego rwizewe nakwiyambaza/Did not know where to report it	1	2
	Indi (yivuge)/Other (specify)	1	2

URAKOZE CYANE KU MWANYA UDUHAYE WO KUGANIRA NAWA/THANK YOU SO MUCH FOR YOUR TIME



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