



**TRANSPARENCY
INTERNATIONAL
RWANDA**



COMMUNITY SATISFACTION WITH SERVICE DELIVERY IN VUP-PW.

A CITIZEN REPORT CARD ANALYSIS



September 2018

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I. INTRODUCTION

1.1. Background and Rationale

Poverty levels have significantly reduced in Rwanda, the extreme poverty dropped by 7.8% from 24.1% in 2010 to 16.3% in 2013/14 while poverty dropped by 5.8% from 44.9% in 2010 to 39.1% in 2013/14¹. However, poverty rates are still high and the Government of Rwanda therefore wants to tackle some of the root causes. Vision 2020 Umurenge Programme (VUP) is an Integrated Local Development Program led by the Ministry of Local Government (MINALOC) meant to eradicate extreme poverty by 2020. The VUP program played an important role to the poverty reduction progress. However, it still faces challenges that can undermine the original expectations of the program.

This report focuses on the Public Work (PW) component of the Vision 2020 Umurenge Program (VUP), introduced in 2008 as a flagship of the EDPRS1 to tackle the challenge of poverty that hinder the quick achievement of socio-economic development, mainly identified in rural area.

More particularly the Public Work (PW) component of the VUP program face numerous challenges that have to be addressed. The government officials at the local level tend to prioritize the second objective of PW which is the creation of community asset and give less weight to primary goal of providing employment to the poor and extreme poor in order for them to get an income that can help to take them out of poverty. The above statement is supported by DFID in its third annual review conducted in January 2012 whereby 43% of eligible household did not secure employment under public work while 32% non- eligible households benefited from VUP PW in the financial year 2010/2011 due to the fact that PW under VUP is rather project-driven and not need-driven. In fact, the employment in VUP-PW depends on the availability of the budget and infrastructure development plans of the district not on the number of poor and extremely poor households who are active and able to work as it was originally intended. The annual review further showed that part of the budget allocated to PW transfers went to 27% of non-eligible beneficiaries. This is also supported by Renate Hartwing (2013)², who further argued that the payment mechanism is another barrier to the eligible household to participate in PW, given the wage rate; it is heavy for them to afford the cost of opening and maintaining the bank account through which they are obliged to be paid, this is coupled by the delays in payment which makes their expenses more costly.

¹UNDP: <http://webcache.googleusercontent.com/search?q=cache:http://www.rw.undp.org/content/rwanda/en/home/countryinfo.html>

² Renate Hartwing (2013), "Short-term welfare effects of Rwanda's Vision 2020 Umurenge Program", International Institute of Social Studies, Erasmus University of Rotterdam

A research by the Food and Agriculture Organization (2016)³, also identified weaknesses in the implementation process of the VUP, these include a) the long distances to the worksite, b) the lack of skills development, c) minimal awareness and sensitization sessions dedicated to the beneficiaries. Recently, the baseline study conducted by TI-RW evoked issues of delays in payment of wages for PW beneficiaries.

Though the VUP has achieved commendable results in terms of poverty reduction, the program remains with a number of challenges that need to be addressed in order to achieve full expected results. The **Citizen Report Card(CRC)** component will provide the project implementer and public agencies with systematic feedback (data) from users of VUP-PW services. By collecting regular feedback on the quality and adequacy of VUP-PW services from actual users, CRC will provide a rigorous basis for communities, Transparency International Rwanda and VUP-PW managers to engage in a dialogue as to improve the service delivery in this area.

Specifically, the CRC aims to:

- Analyse the level of community satisfaction with the *access* to infrastructure such as to the market, school, health services, administrative services as the outputs of VUP-PWs services
- Assess the community satisfaction with the *quality* of PW related services
- Determine the incidence of grievances & responsiveness of VUP-PW service providers
- Examine the level and incidence of corruption in the management of VUP-PWs projects
- Formulate suggestions for improvements

II. METHODOLOGY

This section describes the methodological approach of the study which used the Citizen Report Card (CRC), a tool to provide public agencies with systematic feedback from users of public services. The CRC will systematically avail data from PW beneficiaries' perception on: aspects such as availability, access & usage of PW services, quality & reliability of PW services, Incidence of grievances & responsiveness of VUP-PW service providers, level and incidence of corruption, overall satisfaction with PW services (and reasons for dissatisfaction, if any), as well as the suggestions for improvements

The CRC used a mixed methods approach of quantitative as well as qualitative data. For the quantitative survey, the survey population were VUP-PW beneficiaries, who were selected from the mapped VUP-PW projects. The survey also included the general public who indirectly benefited from the VUP-PWs services (infrastructure for example) to collect their views on their satisfaction on the outcomes of projects under this component. To cross-check, understand and

³ FAO(2016), Research on rural women's economic empowerment and social protection, the impacts of Rwanda's vision 2020 Umurenge"

interpret the quantitative data, also a qualitative data collection was undertaken. The qualitative approach includes focus group discussions (FGDs) and individual interviews. The FGDs were conducted with selected VUP-PW beneficiaries (direct and indirect), while the interviews were conducted with targeted VUP managers at local and national level.

Sampling strategy

A representative sample was drawn from the study population. The study population consists of the total number of eligible head of households who benefited from VUP-PW services in the four districts that were identified through the baseline study of this project conducted in March 2018 by TI-RW. In the baseline study, each district was given a score of the level of participation in the management of VUP-PWs. Based on the baseline findings, two districts with lower scores (Nyanza in South Province and Kirehe in Eastern Province) and two districts with highest scores (Musanze in Northern Province and Rubavu in Western Province) were selected.

As per the VUP beneficiaries' selection guidelines, the beneficiaries of PW are active individuals from households in Ubudehe categories 1 mostly. Two categories of respondents from Ubudehe category were included in the sample of the CRC, meaning those who are direct beneficiaries of VU-PWs projects and those who did not get the opportunity to be employed due to financial constraints. The third category of respondents was comprised of the general public who are member of households surrounding the sites of VUP-PWs projects and belonging to ubudehe category 2, 3 or 4.

The lists of VUP-PW beneficiaries held by VUP managers at the district level served as the sampling frame for the study. The selection of respondents (all the 3 categories) was done prior to embark on the field work to avoid delays during the data collection phase.

The sample size was computed, using Raosoft sample size calculator. Considering the study population between 700 and 1000 individuals (in each districts), a confidence level of 95%, a margin of error of 4 % and a response distribution of 50%, the desired sample size in each district is between 333 and 366 respondents which is rounded to 400 by district. The total number of respondents to be interviewed is thus 1600 in four districts. The table below presents the sample distribution of respondents per selected district and sectors.

Table 1 Sample distribution per selected districts and sectors

District	Sector	PWs beneficiaries	weight	Sample
Northern Province				
MUSANZE	GACACA	293	0.3	121
	REMERA	375	0.4	155
	REMERA	300	0.3	124
Sub-total		968		400
Eastern Province				
KIREHE	NYAMUGALI	366	0.5	200
	NYARUBUYE	43	0.06	23
	NASHO	324	0.4	177
Sub-total		733		400
Western Province				
RUBAVU	CYANZARWE	216	0.2	92
	NYAKIRIBA	175	0.19	75
	NYAMYUMBA	317	0.3	136
	NYUNDO	227	0.24	97
Sub-total		935		400
Southern Province				
NYANZA	MUKINGO	330	0.4	147
	NYAGISOZI	271	0.3	121
	NYAGISOZI	294	0.33	132
Sub-total		895		400
TOTAL				1600

Concerning the qualitative data collection, at least 4 FGDs and 4 Key Informant Interviews in the identified districts were conducted with beneficiaries and the VUP managers at the sector level respectively. One interview was also conducted with an official from LODA. The saturation effect was applied on the sample size of interviews and FGDs to be conducted.

Data collection

Four techniques were used to collect data, namely the questionnaire, Key Informants Interviews (KIIs) and Focus Group Discussions (FGDs) and desk review (observation). These techniques enabled researchers gathering both qualitative and quantitative data. From a quantitative perspective, the study involved a structured questionnaire to collect citizens' opinions and experience on dimensions described in the specific objectives. The questionnaire was designed and administered to a sample of 1600 individuals (that is 400 individuals per district) to be selected randomly from the projects beneficiaries in 4 districts. In order to guarantee the quality

of data, a training was organized for the recruited research staff on survey methods, questionnaire structure and content, interviewers' responsibilities, as well as on survey ethics.

Furthermore, while conducting interviews, a number of resource persons such as Land Officers who are also in charge of VUP management, were chosen due to their expertise, their daily experience and their contact with VUP-PWs beneficiaries. With regard to FGDs, VUP-PW beneficiaries were identified as the resource person to provide explanations on issues arising from the survey findings. While quantitative data was collected by experienced enumerators under the supervision of team leaders and supervisors, FGDs, KIIs were facilitated by researchers under the coordination of the lead consultant

Data processing and analysis

Data entry and analysis was performed using SPSS. An experienced IT/Statistician and data entry clerks were hired to that end. For the purpose of data processing, a specific data entry template was designed using Statistical Package for Social Sciences (SPSS). After the data collection, quantitative data were captured by data entry clerks under the supervision of the IT specialist/statistician recruited for this task. After the data entry by clerks, and data cleaning by the IT specialist, graphs and/or tables were generated on the basis of the tabulation plan. As far as qualitative data is concerned, data from interviews and FGDs were analyzed by the researchers using the content analysis method. For both quantitative and qualitative data, analysis and interpretation were done by researchers and IT specialist/Statistician. In all cases, effort was made to ensure data triangulation and cross-checking possible errors from different sources of data.

Scoring logic

The data analysis used the scoring methodology where a numeric value was assigned to each response option. The scoring methodology applied a scale question with five responses options. The simplest and perhaps most popular method of scoring is Integer Scoring. The method assigns integers to represent the rank order. For a typical Likert-scaled question, one may assign the following: Not satisfied at all = 1, Not satisfied = 2, fairly satisfied = 3, Satisfied = 4, and very satisfied = 5.

Formula to calculate questions' score:

A Weighted Average Mean was used to calculate the questions' score which is an average in which each quantity to be averaged is assigned a weight. These weightings determine the relative importance of each quantity on the average as indicated in the formula below:

$$\bar{x} = \frac{\sum_{i=1}^n x_i w_i}{\sum_{i=1}^n w_i}$$

Where $x_1, x_2 \dots x_n$ are quantitative scores (0, 2, 3, 4) and $w_1, w_2 \dots w_n$ are frequency scores corresponding to respective qualitative scores.

Formula to calculate indicator’s score

The first step in the scoring process is to construct a score for each question using the above mentioned formula. As a second step, question scores are aggregated into a score for each sub-indicator. The sub-indicator score is computed as a simple mean of associated question scores (Q scores). The same process is used to calculate the indicator score and the overall score as indicated in the following formula:

$$\text{Sub-indicator score } x_{,i} = \frac{\text{Q Score } x_{,i,1} + \text{Q Score } x_{,i,2} + \text{Q Score } x_{,i,n}}{n}$$

$$\text{Indicator score } x_{,i} = \frac{\text{SI Score } x_{,i,1} + \text{SI Score } x_{,i,2} + \text{SI Score } x_{,i,n}}{n}$$

$$\text{Overall score } x_{,i} = \frac{\sum \text{I Score } x_{,i}}{n}$$

- where SQ: Sub-question
- Q: Question
- SI: Sub-indicator
- I: Indicator
- N: Number of questions, sub-indicators and indicators

The above scoring logic used the following scale

Table 2 Scoring Logic

Response option	Score	Perception value
Not satisfied at all	0.0–1.9	0%–20%
Not satisfied	2.0–2.9	21%–40%
Fairly satisfied	3.0–3.9	41%–60%
Satisfied	4.0-4.9	61%–80%
Very satisfied	5.0	81%–100%

Quality assurance

For data quality control of this study/report, the following measures were taken:

- 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 questionnaires and adaptation of the questionnaire
- Supervision of data collection activity by team leaders
- Overall coordination of the field work by researchers
- Use of SPSS software for data analysis
- Data cleaning prior to analysis
- Seek verbal consent from respondents to be interviewed, validation of survey findings with qualitative findings

III. PRESENTATION OF FINDINGS

This chapter presents key findings from the survey and qualitative data. After presenting the respondents' demographics, this chapter shows the results on citizens' feedback on their satisfaction with access to community infrastructure services as outcomes of the implementation of VUP-PW projects; their satisfaction with the quality of PW related services; incidence of grievances & responsiveness of VUP-PW service providers; as well as the level and incidence of corruption in the management of VUP-PWs projects.

3.1 Respondents' Demographics

This section presents the socio-demographics of respondents with a focus on their district, sex, age, level of education, marital status, and ubudehe category.

Table 3 Distribution of respondents by selected demographic variables

Variable	Frequency	Percentage (%)
Respondents per District		
Nyanza	400	25%
Kirehe	402	25%
Musanze	402	25%
Rubavu	402	25%
Total	1606	100%
Sex		
Male	549	34.2%
Female	1057	65.8%
Total	1606	100.0%

Age Groups		
18-24	53	3.3%
25-29	107	6.7%
30-34	135	8.4%
35-39	159	9.9%
40-44	158	9.9%
45-49	133	8.3%
50-54	159	9.9%
55-59	190	11.9%
60+	504	31.5%
Total	1598	100.0%
Highest level of education		
None	850	52.9%
Primary only	652	40.6%
Post-primary (vocational)	39	2.4%
Ordinary Level	50	3.1%
Advanced Level	15	0.9%
Total	1606	100.0%
Marital status		
Single	174	11.0%
Married	775	48.8%
Widow(er)	542	34.2%
Divorced	96	6.0%
Total	1587	100.0%
Ubudehe Category		
One	1295	80.6%
Two	193	12.0%
Three	118	7.3%
Total	1606	100.0%

Respondents are almost equally distributed across the four districts covered by the study. This distribution is a result of the sampling design. As regards respondents' sex, the data shows that around one third of them are male while female represent two third. These proportions are closer to those in the previous VUP baseline survey. According to an officer in charge of VUP at sector level, the majority of VUP-PW beneficiaries are female. Over a half of the study population 50 and above and close to one third are aged 60 or above. These are age groups that are prone to economic vulnerability; which in turn may largely explain the reason as to why their households are in category 1 hence VUP-PW beneficiaries as this program is largely considered for social protection. However, an important portion of respondents (close to half) are less than 50 years

old. The large majority of respondents (9 in 10) have not attained at least secondary education. Actually around a half of them are illiterate (no education). This stands indubitably among their vulnerability factors. Nearly all respondents (9 in 10) are in category 1 and 2 which are the most economically vulnerable; among those only 2 in 10 are not in category one. As far as the marital status, the majority of respondents are married (48.8%) and widow(er)s (34.2%).

3.2 Extent of/and citizens' satisfaction with access to community infrastructure as outcomes of VUP-PW projects

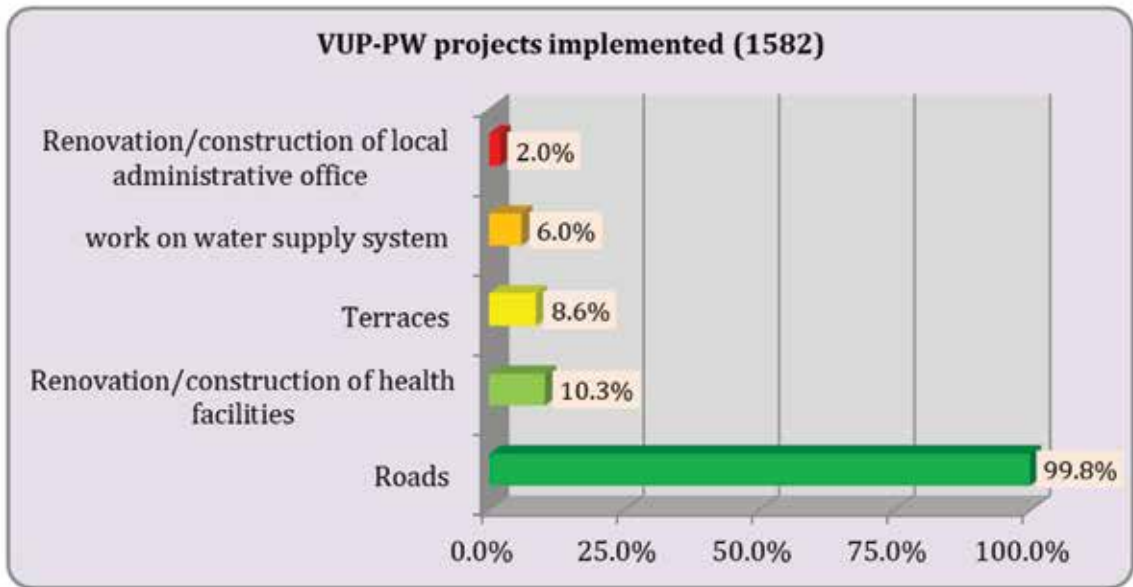


Figure 1 VUP-PW projects implemented in respondents' location

Road construction is the most known category of VUP-PW projects by the respondents. This implies that roads projects constitute the biggest portion of VUP-PW in the districts covered by this study. These are mainly feeder roads-connecting villages, cells and sectors that are part of sound local socioeconomic infrastructure and have paramount importance in terms of transportation of people and goods, as well as social interactions between community members.

Table 4 Extent of contribution of roads development/upgrading via VUP-PW projects to easing of access to selected public/community infrastructure

		Very small	Small	Moderate	High	Very high	Total	Score	Don't know
Public market	n	4	22	152	659	766	1603	4.35	0
	%	0.2%	1.4%	9.5%	41.1%	47.8%	100.0%	87.0%	0.0%
School	n	2	15	155	665	748	1585	4.35	2
	%	0.1%	0.9%	9.8%	42.0%	47.2%	100.0%	87.0%	0.1%
Health facility	n	3	27	163	628	765	1586	4.34	1
	%	0.2%	1.7%	10.3%	39.6%	48.2%	100.0%	86.8%	0.1%
Administrative office	n	4	24	164	628	775	1595	4.35	1
	%	0.3%	1.5%	10.3%	39.4%	48.6%	100.0%	86.9%	0.1%
Clean water supply/tap	n	81	73	242	581	599	1576	3.98	13
	%	5.1%	4.6%	15.4%	36.9%	38.0%	100.0%	79.6%	0.8%
Church/Mosque	n	10	30	176	648	706	1570	4.28	14
	%	0.6%	1.9%	11.2%	41.3%	45.0%	100.0%	85.6%	0.9%
Overall score								4.27	31
								85.5%	0.3%

The roads constructed/upgraded via VUP-PW projects are perceived to have very high impact on community development. The data suggests, that also the surveyed population perceives a very high level of (positive) contribution of those projects, particularly roads development, on the access to selected public/community infrastructure, where the perceived level of contribution is above 85% for most of the community infrastructures observed (markets, schools, administrative offices, health facilities, and worship facilities). In the words of participant in Musanze District, *“the road constructed through VUP-PWs has eased the transport of patients with ambulances given that the latter vehicles cannot reach locations which are not connected to roads.”* This has a great meaning in a developing country like Rwanda which strives to not only overcome the destructive consequences of the genocide against the Tutsi but also embark on development journey through infrastructure development among other core pillars (Ministry of Finance and Economic Planning, 2000). In addition, it is interesting to note that such road development is largely driven by community members, particularly the poor that provide labour in compensation of the wages they receive from the government.

Table 5 Satisfaction with the contribution of roads development/upgrading via VUP-PW projects on community interactions

		Not satisfied at	Not satisfied	Moderate	Satisfied	Very Satisfied	Total	Score	Don't know
Social interaction with residents from neighbouring villages/cells/sectors	n	0	11	172	683	734	1600	4.34	0
	%	0.0%	0.7%	10.8%	42.7%	45.9%	100.0%	86.8%	0.0%
Commercial transaction with residents from neighbouring villages/cells/sectors	n	0	16	171	647	766	1600	4.35	0
	%	0.0%	1.0%	10.7%	40.4%	47.9%	100.0%	87.0%	0.0%
Dwelling next to the road	n	7	141	324	533	595	1600	3.98	0
	%	0.4%	8.8%	20.3%	33.3%	37.2%	100.0%	79.6%	0.0%
Dwelling in grouped settlements	n	15	194	317	495	578	1599	3.89	0
	%	0.9%	12.1%	19.8%	31.0%	36.1%	100.0%	77.8%	0.0%
Overall score								4.14	0
								82.8%	0.0%

The contribution of VUP-PW projects is not only restricted to facilitate access to socioeconomic development facilities; the projects also should also contribute to facilitate social interactions. The data suggests that a very high level of respondents are satisfied (82.8%) with the contribution of road development/upgrading via VUP-PW projects to facilitate community interactions. Such a contribution is most highly perceived (above 85%) when it comes to facilitate social interaction with residents from neighbouring villages/cells/sectors on the one hand, and commercial transactions with residents from these entities, on the other hand. In the same line of thought, satisfaction with the contribution of roads construction to facilitate people's dwelling next to the roads and in grouped settlements appears to be high (close to 80%). As witnessed by a participant in a FGD in Rubavu District, *"in this area, roads were impassable and it was hard for residents neither to interact with neighbours from other villages and cells nor commercialise agriculture produces. Now that we have the road rehabilitated thanks to VUP-PW both community interactions and channeling our crops to the market have been significantly eased"*. These levels of satisfaction complements that of very high level of contribution of the said roads to easing people access to major community socioeconomic infrastructures as

observed in the preceding table. This highlights the relevance of VUP-PW component not only in contributing to the alleviation of abject poverty, but also in boost community social and economic development.

Table 6 Extent of contribution of road development/upgrading via VUP-PW projects to facilitate public transport of people and goods using selected means

		Very small	Small	Moderate	High	Very high	Total	Score	Don't know
Bicycle	n	8	70	188	532	799	1597	4.28	0
	%	0.5%	4.4%	11.8%	33.3%	50.0%	100.0%	85.6%	0.0%
Motorbike	n	8	54	162	593	779	1596	4.30	0
	%	0.5%	3.4%	10.2%	37.2%	48.8%	100.0%	86.1%	0.0%
Bus/taxi	n	246	282	176	378	485	1567	3.37	17
	%	15.7%	18.0%	11.2%	24.1%	31.0%	100.0%	67.3%	1.1%
Trucks	n	44	141	303	564	535	1587	3.89	3
	%	2.8%	8.9%	19.1%	35.5%	33.7%	100.0%	77.7%	0.2%
Overall score								3.96	
								79.2%	

VUP-PW projects have been instrumental in shaping the transport of people and goods in targeted communities. Our study reveals that the level of their contribution is indeed high (close to 80%). Roads developed or upgraded via such projects have eased the availability of various means of public transportation such as bicycles, motorbikes, buses/taxis and trucks. However, given the state of the roads (non-asphalt roads) and the users (mainly poor communities), those roads appear to improve more the transport by bicycles, motorbikes (above 85%) and trucks (77.7%) than taxis and buses (67%). A participant in Nyanza District highlighted that “*the road constructed thanks to VUP-PW projects has enabled the transport of people and goods by motorbikes and bicycles in our area and this is unprecedented*”. Availability of buses and taxis may not depend only on practical roads, but also on other factors such consumers’ demand and their capacity to afford the transport price. One can argue that the more those communities will get economically empowered in the future, the more transportation means could be improved.

However, this is not only considered as an outcome of the VUP but also on other complementary economic development programs targeting the same communities. However, interviews with some VUP-Managers at local level revealed that in some instances, VUP-PW projects consisted in making pedestrians’ roads (*imigenderano*) which cannot therefore be used by vehicles (buses/taxes and trucks).

Table 7 Satisfaction with the contribution of schools constructed/rehabilitated via VUP-PW projects to improve physical conditions of service delivery facilities

		Not satisfied at	Not satisfied	Moderate	Satisfied	Very Satisfied	Total	Score
Service delivered in a cleaner environment	n	1	0	4	25	13	43	4.14
	%	2.3%	0.0%	9.3%	58.1%	30.2%	100.0%	82.8%
Service delivered in a safer environment	n	0	0	1	27	12	40	4.28
	%	0.0%	0.0%	2.5%	67.5%	30.0%	100.0%	85.5%
Service delivered in a more spacious environment	n	1	0	3	18	18	40	4.30
	%	2.5%	0.0%	7.5%	45.0%	45.0%	100.0%	86.0%
Access to schools	n	1	0	0	11	28	40	4.63
	%	2.5%	0.0%	0.0%	27.5%	70.0%	100.0%	92.5%
Overall score	n	3	0	8	81	71	163	4.33
	%	1.8%	0.0%	4.9%	49.7%	43.6%	100.0%	86.6%

In few instances where schools were constructed or renovated thanks to VUP-PW projects, such works improved the physical working environment. This is reflected by the overall satisfaction of respondents which stands very high (86.6%). Respondents' satisfaction implies that the construction/renovation of schools via VUP-PWs projects shaped the cleanliness, the safety, and the area of classrooms as well as the access to schools. However, it appears that construction or renovation was not among the core priority areas of VUP-PW in the districts covered by this study. Nevertheless, few respondents who were not satisfied with the contribution of school's construction/rehabilitation via VUP-PW projects to better physical conditions of service delivery facilities, complained about the fact that community's members were requested to supplement VUP-PW efforts by offering both labour (through Umuganda) and financial contribution. While citizens' contribution to the construction of community infrastructures such as schools may sound normal and relevant, some citizens do still believe that it is the responsibility of the government to put in place all public facilities for them, which therefore may have led some participants to express dissatisfaction on this particular point. However, in some locations, such contributions took a compulsory form in the past, which may have led some citizens, especially the poor to consider the contribution as a burden for them.

Table 8 Satisfaction with the contribution of health facilities constructed/ rehabilitated via VUP-PW projects to service delivery environment

		Not satisfied at all	Not satisfied	Moderate	Satisfied	Very Satisfied	Total	Score
Service delivered in a cleaner environment	n	0	2	5	63	98	168	4.53
	%	0.0%	1.2%	3.0%	37.5%	58.3%	100.0%	90.6%
Service delivered in a safer environment	n	0	1	5	61	101	168	4.56
	%	0.0%	0.6%	3.0%	36.3%	60.1%	100.0%	91.2%
Service delivered in a more spacious environment	n	0	1	10	56	100	167	4.53
	%	0.0%	0.6%	6.0%	33.5%	59.9%	100.0%	90.5%
Access to health services	n	0	1	4	56	106	167	4.60
	%	0.0%	0.6%	2.4%	33.5%	63.5%	100.0%	92.0%
Overall score	n	0	5	24	236	405	670	4.55
	%	0.0%	0.7%	3.6%	35.2%	60.4%	100.0%	91.1%

Like for schools, the data suggests a very high level of respondents' satisfaction with improvement of the physical working environment of health facilities constructed and rehabilitated under VUP-PW projects. Although such projects appear to be a few, as it is for schools, in terms of VUP-PW targeting, the level of respondents' satisfaction is the highest (90% and above). This may look as evidence that diversifying VUP-PW projects (beyond feeder roads which are the major focus so far) can fill the gap in community infrastructure such as schools and health facilities. However, the few respondents who were not satisfied with such a contribution of VUP-PW in this sector highlighted that in some cases, there is such a high demand of those facilities that the constructed or rehabilitated health facilities are overloaded and not respecting hygienic standards. Generally, health facilities involved are "poste de santé". In rare instances, VUP-PW projects are implemented to build administrative offices. This was reported by around 2% of respondents whose level of satisfaction was overall very high (80.9%).

Table 9 Extent to which roads developed / upgraded under VUP-PW projects meet selected quality features

		Very small	Small	Moderate	High	Very high	Total	Score	Don't know
Road trenches	n	30	130	450	637	333	1580	3.70	3
	%	1.9%	8.2%	28.5%	40.3%	21.1%	100.0%	74.1%	0.2%
Culverts	n	40	115	381	639	351	1526	3.75	8
	%	2.6%	7.5%	25.0%	41.9%	23.0%	100.0%	75.0%	0.5%
Laterite pavement	n	277	127	349	500	286	1539	3.25	39
	%	18.0%	8.3%	22.7%	32.5%	18.6%	100.0%	65.1%	2.5%
Absence of frequent potholes	n	23	95	445	554	395	1512	3.80	14
	%	1.5%	6.3%	29.4%	36.6%	26.1%	100.0%	75.9%	0.9%
Overall score								3.63	
								72.5%	

Overall roads developed or upgraded under VUP-PW projects meet to a large extent minimum quality features as defined by VUP-PW guidelines. These include road trenches, bridges, laterite pavement, and absence of frequent potholes among others. Participants' perception in this regard stands at 72%. While most of the above mentioned features are perceived to be observed in around 75% of the projects, the laterite pavement feature is perceived to be present to the extent of 10%. Participants claimed that there was no laterite in some roads developed or upgraded by VUP-PW projects. According to some VUP managers who were interviewed, not all VUP-PW based roads are expected to include laterite pavement due to budget constraints. In addition, when the project consists in developing pedestrian roads, laterite pavement is not considered. Furthermore, some participants expressed dissatisfaction with the quality of the said roads by arguing that in some locations roads were easily deteriorated by rain waters, while in other locations roads were left unfinished. This was also corroborated by the observation done by the research team in different districts. For example, in Rubavu district, Rugerero Sector, a road was constructed between October 2017 and March 2018, but it was deteriorated by rain waters before it reached its second phase of laterite pavement. In addition, as observed by the research team in some locations, roads have neither culverts nor trenches to channel rain water and this has already led to roads deterioration and rain water stagnation.

Moreover, the study revealed that effort is put in constructing new roads but there is no clear plan of ensuring the maintenance of the constructed roads. Absence of such maintenance efforts has been increasingly leading to gradual roads deterioration in some locations. Furthermore,

participants claimed that in some locations absence of culverts in those roads entailed devastation of crop fields and houses.

Table 10 Extent to which the bench terraces constructed under VUP-PW projects are characterized by selected quality features

		Very small	Small	Moderate	High	Very high	Total	Score	Don't know
Anti-soil erosion vegetation	n	2	2	37	60	50	151	4.02	1
	%	1.3%	1.3%	24.5%	39.7%	33.1%	100.0%	80.4%	0.7%
Natural fertilisers	n	2	7	55	57	17	138	3.58	14
	%	1.4%	5.1%	39.9%	41.3%	12.3%	100.0%	71.6%	9.2%
Facilitated by agronomist	n	3	3	38	50	47	141	3.96	11
	%	2.1%	2.1%	27.0%	35.5%	33.3%	100.0%	79.1%	7.2%
Overall score	n	7	12	130	167	114	430	3.86	26
	%	1.6%	2.8%	30.2%	38.8%	26.5%	100.0%	77.2%	5.7%

Like for the roads, the data suggests a high level of quality features (77.2%) for terraces developed under VUP-PW projects, as perceived by respondents. Anti-soil erosion vegetation and support by an agronomist appear to be most observed (around 80%), while the use [provision??] of natural fertilisers looks less considered compared to the latter features. Some participants alleged that not enough fertilisers was used in terraces. However, some respondents expressed dissatisfaction resulting from the fact that anti-erosion grass that was planted on terraces eventually dried up. Other participants questioned the agronomist's availability. In some locations agronomists do not come back to hear citizens' concerns about terraces and eventually help them address those issues. This was also confirmed by participants in FGDs who highlighted that in some instances neither anti-soil erosion grass was planted at all nor did fertilisers avail. In Nyanza District for example, both VUP-PW beneficiaries and the Land Officer in Nyagisozi Sector (also in charge of VUP-PW) argued that there was neither anti-erosive grass nor fertilisers on terraces because they were not budgeted for.

3.3 Incidence of Grievances and Responsiveness in VUP-PW Projects

Table 11 Personal experience of dissatisfaction or grievances in relation to each of the following VUP-PW aspects over the past three years

	Freq.	Percent (n=1606)
Compensation of properties affected by the implementation of VUP-PW projects	348	21.7%
Payment of wage from VUP-PWs	257	16.0%
Selection and approval of VUP-PW beneficiaries	191	11.9%
Others	66	4.10%

Overall, the survey shows an important proportion of respondents who experienced cases of dissatisfaction and grievances in some aspects pertaining to the implementation of VUP-PW projects in the districts covered by the study. Dissatisfaction is mainly reported in areas such as compensation of properties affected by VUP-PW projects (21.7%), payment of wage (16%) and selection and approval of VUP-PW beneficiaries. These are among critical areas given that they relate to citizens' livelihoods (properties such as land and houses, wages) and entitlements to VUP-PW (beneficiaries' selection). Participants in FGDs also claimed that in general, people whose properties were affected by the implementation of VUP-PW projects did not get any compensation for the simple reason that *“those projects are profitable to community members' development and that they should not expect any compensation”*. VUP managers who were interviewed in this study also confirmed this claim. They argued that citizens are sensitized beforehand and they eventually grant their consent. They also argued that VUP-PW projects do affect very little on land portions which are not worth compensating. However, in some locations like Rubavu District (Rugerero Sector, Rushubi and Kabirizi Cells), participants in FGD suggested that in November 2017, the construction of a road under VUP-PW affected negatively their crops including beans, sweet potatoes and banana plantations, which caused some houses to split while others were just left hanging. Since then, the concerned people having been waiting for compensations.

Additionally, issues associated with the payment of wages were reported by participants in FGDs. Delays in wage payment was the most reported issue. For instance, in one of the districts covered by the research, participants claimed that there were five successive time delays of payment (the payment should normally be done on a two-week basis). Interestingly, sometimes when the arrears get to be paid, it is done in instalments which results in other rounds of delay and impact on the management and use of the wages. This proves to be unfair especially given that the beneficiaries are poor people. From a social protection perspective, such delays may be seen as another form of victimisation of beneficiaries in that not only they have no alternative

means to live on as they wait for the wage payment, but also they lose the trust among their creditors as they fail to pay their bills in time.

On a different note, in some districts like Musanze, beneficiaries of expanded public works (e-PWs) claimed that their daily workload is not proportionate to the actual time taken on daily basis. Participants in FGDs with beneficiaries of VUP-PWs complained that beneficiaries of e-PWs, work for 5 hours per day instead of 12 hours per week as required by related guidelines (LODA, 2017:5), yet their wage is not adjusted accordingly. It was suggested that those involved in cleaning VUP-based roads have to cover 300 meters per day and per person, which is hard to complete in less than five hours. Participants argued that not only it is too demanding and tiresome but also does not match the monthly wage (worth FRW 10,000 per person) paid to the beneficiaries.

Another important aspect of respondents' grievances was reported in the selection and approval of VUP-PW beneficiaries as shown in the table above. This issue was also highlighted by some participants in FGDs who claimed that there is corruption (favouritism) in the selection of actual beneficiaries from the Ubudehe category 1 List. However, other participants including VUP managers argued that major dissatisfaction of citizens is largely explained by the budget constraints which do not allow the inclusion of all eligible people. The following table illustrates this reality in 3 sectors of Musanze District.

Sector	Total number of eligible people	Total number of actual beneficiaries	% of actual beneficiaries
Gacaca	700	440	62.8%
Gataraga	715	440	61.5%
Remera	1 200	490	40.8%

Source: Desk review conducted by TI-Rwanda (August 2018)

The imbalance between the budget and number of eligible VUP-PW beneficiaries has led some local authorities to select beneficiaries randomly from the eligible people. For example, such a selection method was recommended by eligible beneficiaries in Gacaca Sector (Musanze district) as confirmed by both beneficiaries and VUP manager of the same sector.

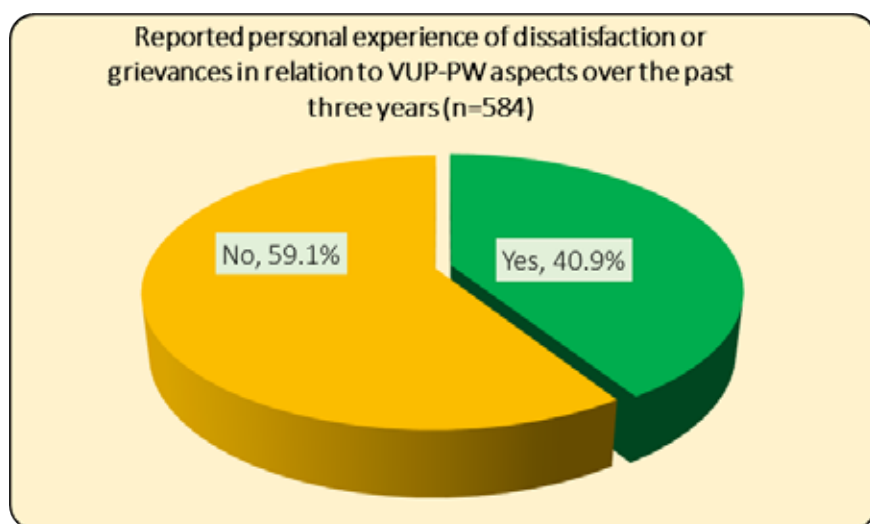


Figure 2 Reporting of personal experience of dissatisfaction or grievances in relation to VUP-PW aspects over the past three years (n=584)

The reporting rate of cases of dissatisfaction, though still low, appears to be higher than in most of the previous studies (see Transparency International Rwanda, 2016; 2017) on specific governance areas including corruption and service delivery. The survey shows that 4 in 10 respondents who were dissatisfied with some aspects of VUP-PWs eventually reported their grievances to relevant authorities/officials. Unlike in other studies on service delivery, this important rate of reporting may be partly explained by the fact that grievances relate to mainly to lack of compensation for the properties (generally crops and land portions) affected by VUP-PW projects and delays of wage payment, which are obviously vital for the for the subsistence those people.

Table 12 People/Institutions to whom VUP-PW related grievances were reported

	Yes(n)	No(n)	Total(n)	Yes(%)	No(%)	Total(%)
Local leaders	99	229	328	30.2%	69.8%	100.0%
VUP managers at sector/district level	54	253	307	17.6%	82.4%	100.0%
VUP-PW site team leader	54	264	318	17.0%	83.0%	100.0%
Relatives	39	266	305	12.8%	87.2%	100.0%
VUP committee	24	273	297	8.1%	91.9%	100.0%
Local Police Office	15	285	300	5.0%	95.0%	100.0%
VUP-PW consultant	5	290	295	1.7%	98.3%	100.0%
Others	3	270	273	1.1%	98.9%	100.0%

The citizens tend to resort mostly to local leaders to report grievances encountered in the implementation of VUP-PW projects. The data suggests that around 3 in 10 respondents who experienced cases of dissatisfaction/grievances turned to local leaders for help. Other important officials and people that respondents with grievances reported to include VUP managers at sector and district level, VUP-PW site team leaders and relatives. This implies that avenues for reporting grievances exist and consist mainly in those local government authorities and officials involved in the implementation of VUP-PW projects. In the table below we examine the responsiveness of those reporting avenues through the respondents' satisfaction with the way their complaints were handled.

Table 13 Respondents' satisfaction with how complaints were addressed

		Not satisfied at all	Not satisfied	Moderate	Satisfied	Very Satisfied	Total	Score
VUP managers at sector/district level	n	8	26	8	11	4	57	2.60
	%	14.0%	45.6%	14.0%	19.3%	7.0%	100.0%	51.9%
VUP committee	n	5	11	10	3	2	31	2.55
	%	16.1%	35.5%	32.3%	9.7%	6.5%	100.0%	51.0%
VUP-PW consultant	n	3	4	1	0	1	9	2.11
	%	33.3%	44.4%	11.1%	0.0%	11.1%	100.0%	42.2%
VUP-PW site team leader	n	12	25	13	8	2	60	2.38
	%	20.0%	41.7%	21.7%	13.3%	3.3%	100.0%	47.7%
Local Police Office	n	3	8	0	0	0	11	1.73
	%	27.3%	72.7%	0.0%	0.0%	0.0%	100.0%	34.5%
Local leaders	n	50	51	12	9	1	123	1.86
	%	40.7%	41.5%	9.8%	7.3%	0.8%	100.0%	37.2%
Relatives	n	4	20	6	2	0	32	2.19
	%	12.5%	62.5%	18.8%	6.3%	0.0%	100.0%	43.8%
Others	n	3	5	1	0	0	9	1.78
	%	33.3%	55.6%	11.1%	0.0%	0.0%	100.0%	35.6%
Overall score	n							2.18
	%							43.6%

Overall, the existing mechanisms for reporting VUP-PW related grievances appear of not being as responsive. The level of respondents' satisfaction with the way their complaints were addressed stands at 43.6%. The data suggests that the level of satisfaction is below 50% even for the top 4 mechanisms respondents with VUP-PW related grievances turned to. Such a level of satisfaction questions the effectiveness of the existing reporting mechanisms in handling

citizens' complaints pertaining to VUP-PW projects. Lack of feedback, delayed feedback, unfair examination of complaints (partiality) emerged among major reasons for dissatisfaction. Previous studies on governance in general and service delivery in particular (Transparency International Rwanda, 2016; 2017) showed that unsatisfactory feedback to citizens' complaints stands among major reasons for people to not report their grievances (corruption, injustices, delayed service, etc.) on the ground that lodging the complaint would not change anything. This calls therefore for attention of the concerned officials to examine citizens' grievances timely and with more fairness.

Table 14 Major reasons for not reporting the grievances

	Frequency	Percent (N=314)
Fear of reprisal from authorities/officials	105	33.4%
Ignorance of relevant authority to report to	65	20.7%
Fear of losing one's status of beneficiary	46	14.6%
The judge is at the same time the jury	28	8.9%
Reporting would change nothing	37	11.8%
Ignorance of one's rights and procedures	49	15.5%
Other	26	8.3%

Moreover, the study suggests that the majority of respondents (6 in 10) who experienced dissatisfaction with selected aspects of the implementation of VUP-PW projects did not report their dissatisfaction or any other related grievances. According to our survey, major reasons for this behaviour include but not limited to citizens' fear of potential consequences from outspoken officials, ignorance of relevant authority to report to, fear of losing one's status of beneficiary as a result of reporting grievances, the belief that the "judge is at the same time the jury" and ignorance of one's rights and reporting procedures. These are critical factors that do actually hinder airing one's grievance which in turn not only infringes on citizens' rights to quality service but also has the potential to promote mediocrity and lack of accountability among service providers.

Table 15 Compensation of properties affected by the implementation of VUP-PW projects

			Strongly disagree	Disagree	Moderate	Agree	Strongly Agree	Total	Score	Don't know
Compensation is paid	n		494	112	30	79	27	742	1.70	520
	%		66.6%	15.1%	4.0%	10.6%	3.6%	100.0%	33.9%	41.2%
Compensation is paid timely	n		360	82	36	74	10	562	1.74	507
	%		64.1%	14.6%	6.4%	13.2%	1.8%	100.0%	34.8%	47.4%
Asset/property valuation for compensation respects existing laws	n		332	98	34	56	29	549	1.82	516
	%		60.5%	17.9%	6.2%	10.2%	5.3%	100.0%	36.4%	48.5%
Overall score	score								1.75	
	%								34.9%	

Compensation of properties affected by the implementation of VUP-PW projects appears to be a serious issue faced by the citizens. It emerged above that compensation is the issue experienced by the highest proportion of the respondents (2 in 10 respondents) over the past three years. Additionally, the table above shows a low level of respondents' agreement with application of core principals of expropriation in Rwanda such as provision of compensation, timely provision of compensation and respect of the expropriation law in terms of property valuation. Although an important proportion of respondents were not knowledgeable of the VUP-PW related expropriation process in their respective locations, the overall level of agreement with the proposed statements (among those who are aware of the expropriation process in practice) stand below 35%. It emerged from FGDs and key informants' interviews that in general no compensation is given to people whose properties are affected by VUP-PW projects. VUP managers argued that there is no compensation because not only those projects are in the interest of the citizens but also that the latter citizens are consulted beforehand and agree to have the projects implemented without compensation. On their side, citizens recognize that information and sensitization meetings are organised to that end, but complaint that even crops on the affected portions of land are not compensated. In the words of a participant from Kirehe District "in this area the construction of VUP-PW based road damaged some portions of maize crops and left a house hanging which eventually sagged. No compensated was paid at all".

The absence of compensation was also echoed by a LODA official in charge of VUP-PWs who argued that "as of now there is no compensation because VUP-PW projects are requested by the citizens who also consent to concede some portion of their land without compensation. However,

we are revisiting this and plan to consider granting compensation on the affected property in the future”.

One can argue that the absence, insufficiency or delay of compensation does not only violate the right to property but also worsens the socioeconomic situation of households especially in poor communities such as those targeted by VUP-PW projects. Article 34 and 35 of the Constitution of the Republic of Rwanda of 2003 revised in 2015 consider the right to property and the right to private ownership of land among “human rights and freedoms”.

Furthermore, compensation is provided for by the law n° 32/2015 of 11/06/2015 relating to expropriation in the public interest. Article 2 of this law defines expropriation in the public interest as “an act based on power of Government, public institutions and local administrative entities with legal personality to remove a person from his/her property in the public interest after fair compensation”. Article 5 of the same law specifies activities of public interest which include “roads” among others.

A survey conducted by Legal Aid Forum (2015:3) on expropriation in Rwanda advanced that “insufficient and delayed compensation were the most important issues to property owners and government stakeholders and expropriating institutions [...]”.

This calls therefore for action on the side of both the Local Administrative Entities Development Agency (LODA) and the local government authorities to ensure that just (fair) and timely compensation is provided to the citizens whose land portions are affected by VUP-PW projects.

3.4 Level and Incidence of Corruption in VUP-PW Projects

Beside the types of grievances examined in the preceding section, this study also assessed the extent of both perceived and actual corruption in the implementation of VUP-PW projects.

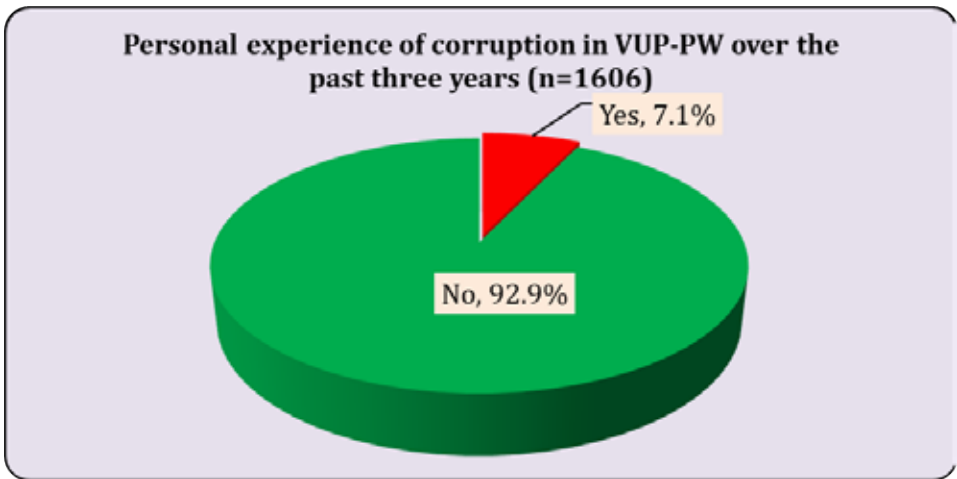


Figure 3 Perceived corruption in the implementation VUP-PW projects over the past three years

Although it is in low proportion, there is corruption associated with the implementation of VUP-PW projects. The data suggests that 7% of respondents have heard of corruption in this area over the past three years. The level of that corruption is examined in the table below.

Table 16 Level of corruption in VUP-PW projects

	Frequency (n)	Percent (%)
Very low	2	1.8%
Low	19	17.1%
Moderate	41	36.9%
High	31	27.9%
Very high	18	16.2%
Total	111	100.0%
Score	3.40	67.9%

While only 7% of respondents have heard of corruption in VUP-PW projects over the past three years, the level of that corruption proves to be high (67.9%). Major areas affected by corruption are explored in the following table.

Table 17 Areas affected by VUP-PW related corruption experienced by respondents

	Frequency	Percent (N=114)
Selection and approval of VUP-PW beneficiaries	84	73.7%
Payment of wage from VUP-PWs	24	21.1%
Monitoring and evaluation of VUP-PW projects	5	4.4%
Others	5	4.4%
Selection and approval of VUP-PW projects	4	3.5%
Recruitment of technicians in relation to VUP-PW implementation	4	3.5%
Selection and approval of VUP-PW project sites	3	2.6%
Procurement pertaining to VUP-PW projects	2	1.8%
Compensation of properties affected by the implementation of VUP-PW projects	2	1.8%

Corruption is reported mainly in two areas: the process of selecting and approving the beneficiaries of VUP-PW beneficiaries (73.7%) on the one hand and the payment of VUP-PW related wage on the other hand. This finding supports the one on grievances described above whereby the two areas stood among the top three areas in which grievances were experienced by respondents. The selecting of beneficiaries is such a critical stage in the implementation of the VUP-PW projects that the reported corruption is likely to hinder the entire process. Corruption has the potential to include non-eligible citizens which in turn can affect negatively the social protection aspect of VUP. Through corruption, VUP-PW may exclude some needy citizens

hence contribute in worsening their poor condition rather than alleviating it. Beside the perceived corruption, the study also assessed respondents' experience with corruption in VUP-PW projects as shown in the table below.

However, data from FGDs and interviews suggested that corruption practices are not frequent within the VUP-PWs component. According to nearly all participants interviewed, the perceived level of corruption is explained by the fact that some eligible beneficiaries who are not selected or approved for VUP-PWs projects because of limited budget feel that they were not considered because of corruption which might not be true as argued by participants. Nevertheless, this does not imply that there is zero corruption in the VUP-PWs implementation because 3,4% of respondents encountered bribe (see table below).

Table 18 Personal experience of encountered corruption in VUP-PW projects over the past three years

	Frequency (N)	Percent (%)
Yes	55	3.4%
No	1551	96.6%
Total	1606	100.0%

While perceived corruption in the implementation of VUP-PW projects stands at 7%, the data shows that 3.4% of respondents have personally encountered cases of corruption over the past three years. This suggests that the incidence of corruption in this area is very low. Participants in FGDs have almost unanimously concurred with this finding as mentioned above.

The survey shows that close to 2 in 10 reported cases of corruption were proposed by respondents while for 8 in 10 cases, corruption was requested by various officials. Previous studies on corruption in Rwanda also revealed that corruption in service delivery is more demanded by service providers than proposed by service seekers. However, given the criminal nature of corruption, one can argue that cases of proposed corruption could be under-reported by respondents who may fear that they might be involved in legal proceedings. It is worth reminding that measures were taken to get informed consent and grant anonymity and confidentiality to respondents for the purposes of assuring data quality and ethical considerations in the research process.

Nevertheless, participants in FGDs advanced that few cases of corruption were observed in their respective locations. As highlighted by a participant in a FGD in Kirehe District, *“in this sector, one president of VUP-PW Committee used to demand bribe from residents by threatening them that the roads would pass through their houses should those residents fail to pay it. Some residents did pay the bribe until that president was eventually removed from his position”*. This allegation was also echoed by the Land Officer (also in charge of VUP-PW) in Kigina Sector.

Moreover, in some districts corruption was reported in the area of road construction under VUP-PWs. According to a Land Officer who was interviewed “*the contractor who was assigned to pave the road with the laterite put only a half of the quantity of the said laterite, in violation of the contract provision. As a result, the road was not fully covered. This is enough evidence to believe that corruption was involved because he was not prosecuted while the contract was violated*”.

Table 19 Institutions or persons that requested for corruption

		Frequency	Percent (n=55)
Forms of corruption encountered	Bribe	47	85.5%
	Favoritism/ nepotism	8	14.5%
	<i>Total</i>	55	100.0%
Officials that requested corruption			
Officials that requested corruption	Local leader	19	42.2%
	VUP-PW site leader	16	35.6%
	Staff in charge of VUP at sector/district level	5	11.1%
	Others	5	11.1%
	VUP committee member	3	6.7%
	Agronomist/engineer	2	4.4%
	VUP-PW consultant	0	0.0%

Corruption reported in VUP-PW projects is very largely bribe-based (85.5%) while nepotism/favouritism accounts of 14.5%. This concurs with previous researches conducted on corruption in Rwanda (Transparency international Rwanda) which suggested that bribe was the primary form of corruption experienced by the citizens. This sounds so scaring that corruption is likely to worsen the condition of beneficiaries who are basically meant to be selected on the basis of their socioeconomic vulnerability. One can therefore argue that requesting bribe to an already poor person entails double victimisation given that that person is not only forced to buy his/her right but also asked to pay what she/he does not have.

As regards the officials that indulged in corruption during the implementation of VUP-PW projects, the data shows that local leaders and VUP-PW site leaders are most concerned. It appears that the former leaders are mainly involved in corruption at the stage of selecting and approving beneficiaries while the former get corrupt primarily when it comes to the payment of wages of beneficiaries.

Table 20 Proportion of respondents who paid bribe when it was requested

	Frequency (N)	Percent (%)
Yes	16	34.0%
No	31	66.0%
Total	47	100.0%

The survey reveals that around 3 in 10 respondents who were requested to pay a bribe did actually do it while close to 7 in 10 declined to do it. Although in small proportions that do not allow any significant statistical inference, this finding may serve an indication that some citizens do resist corruption requests. However, this should be taken with caution because the majority of the respondents so poor that they may afford the requested bribe even if they were willing to pay it.

As far as the amount paid is concerned, the data suggests that it ranges from Frw 1,000 to Frw 20,000. The half of those who actually paid the bribe gave Frw 5,000. Although such an amount may look small, it may be a heavy burden for poor people to get it. It appears that in many cases, poor people who pay such bribes may need to borrow many from friends or relatives. Considering the above reality of corruption associated with the implementation of VUP-PW projects, it proves vital that commendable efforts to fight corruption in Rwanda be doubled and put a particular emphasis on social protection sector including the selection and approval of beneficiaries of related services at local government level.

IV. CONCLUSION AND RECOMMENDATIONS

This study examined citizens' feedback on their satisfaction with access to community infrastructure such as market, school, health services, and administrative services thanks to implementation of VUP-PW projects; their satisfaction with the quality of PW related services; incidence of grievances & responsiveness of VUP-PW service providers; and the level and incidence of corruption in the management of VUP-PWs projects.

It was conducted in 4 districts (Nyanza, Kirehe, Musanze and Rubavu) and include 1606 citizens on whom add resource persons involved in or knowledgeable of the process and dynamics of implementation of VUP-PW projects. The data was collected through a semi-structured questionnaire, key informant's interviews and focus group discussions.

The survey suggests most of VUP-PW projects focus on roads construction or upgrading. These are mainly feeder roads-connecting villages, cells and sectors- that are part of sound local socioeconomic infrastructure and have paramount importance in terms of transportation of

people and goods, as well as social interactions between community members. Other but few projects include terraces development, construction or rehabilitation of health facilities, schools and local government administrative offices as well as water supply system.

It emerged that roads constructed/upgraded via VUP-PW projects are perceived to be very highly impactful on community development. The data suggests a very high level of contribution of those projects, particularly roads development/upgrading to easing of access to selected public/community infrastructure. The perceived levels of contribution to easing community access to selected socioeconomic development facilities stand above 85% for most of areas observed such as markets, schools, administrative offices, health facilities, and worship facilities.

Furthermore, the data suggests a very high level of respondents' satisfaction (82.8%) with the contribution of roads development/upgrading via VUP-PW projects to easing of community interactions. Such a contribution is most highly perceived (above 85%) when it comes to easing social interaction with residents from neighboring villages/cells/sectors as well as commercial transactions with residents from these entities. Citizens' satisfaction with the contribution of roads construction to easing people's dwelling next to the roads and in grouped settlements appears to be high (close to 80%).

In the same line of thought, VUP-PW projects have been instrumental in shaping the transport of people and goods in targeted communities. Roads developed or upgraded via such projects have eased the availability of various means of public transportation such as bicycles, motorbikes, buses/taxis and trucks. Nevertheless, given the state of the roads (non-asphalt roads) and the users (mainly poor communities), those roads appear to improve more the transport by bicycles, motorbikes and trucks than taxis and buses.

In few instances where schools and health facilities were constructed thanks to VUP-PW projects, the contribution has not been trivial. For example, the data suggests a very high level of respondents' satisfaction with improvement of the physical working environment of health facilities constructed and rehabilitated under VUP-PW projects. This may look as evidence that diversifying VUP-PW projects (beyond feeder roads which are the major focus so far) can fill the gap in community infrastructure such as schools and health facilities. However, there certain dissatisfaction that in some cases, there is so high community demand in terms of use of those facilities that the constructed or rehabilitated health facilities remain tinny and less hygienic.

As regards respondents' grievances in relation to the implementation of VUP-PW projects, it emerged that there are no frequent citizens' grievances in many areas observed. However, the data suggests important proportions of citizens who encountered grievances related to compensation of properties affected by VUP-PW projects (21.7%), payment of wage (16%) and selection and approval of VUP-PW beneficiaries. These are among critical areas given that they relate to citizens' livelihoods (properties such as land and houses, wages) and entitlements to VUP-PW (beneficiaries' selection).

Additionally, the survey shows that avenues for reporting grievances exist and consist mainly in those local government authorities and officials involved in the implementation of VUP-PW projects. Around 3 in 10 respondents who experienced cases of dissatisfaction/grievances turned to local leaders for help. Others turned to VUP managers at sector and district level, VUP-PW site team leaders and relatives. Overall, the existing mechanisms for reporting VUP-PW related grievances appear to not be quiet responsive. For instance, the level of respondents' satisfaction with the way their complaints were addressed stands at 43.6%. Such a level of satisfaction questions the effectiveness of the existing reporting mechanisms in handling citizens' complaints pertaining to VUP-PW projects.

In the same vein, the study suggests that some respondents who experienced dissatisfaction with selected aspects of the implementation of VUP-PW projects did not report their dissatisfaction or any other related grievances. Major reasons for this behaviour include but not limited to citizens' fear of potential consequences from outspoken officials, ignorance of relevant authority to report to, fear of losing one's status of beneficiary as a result of reporting grievances, the belief that the "judge is at the same time the jury" and ignorance of one's rights and reporting procedures.

Further, the survey claimed that compensation of properties affected by the implementation of VUP-PW projects is a serious issue faced by the citizens. In this regard, compensation is the issue experienced by the highest proportion of the respondents (2 in 10 respondents) over the past three years (see table...). Both quantitative and qualitative data indicate that in most of cases there is no compensation for properties affected. This was also confirmed by a LODA official in charge of VUP-PWs who argued that VUP-PW projects are requested by community members who also consent to not require compensation. However, in many instances, citizens participating in the study expressed the need for compensation to avoid that this well-intended social protection component meant for the poor leaves them poorer instead.

As far as corruption is concerned, the study reveals that 7% of respondents have heard of corruption in this area over the past three years. The level of that corruption proves to be high (67.9%). Two major areas are affected by corruption: the process of selecting and approving the beneficiaries of VUP-PW beneficiaries (73.7%) on the one hand and the payment of VUP-PW related wage on the other hand. It emerged that 3.4% of respondents have personally encountered cases of corruption over the past three years. Close to 2 in 10 cases of corruption were proposed by respondents while for 8 in 10 cases, corruption was requested by various officials.

Moreover, corruption reported in VUP-PW projects is very largely bribe-based (85.5%) while nepotism/favouritism accounts of 14.5%. As regards the officials that indulged in corruption during the implementation of VUP-PW projects, local leaders and VUP-PW site leaders are most concerned. The survey reveals that around 3 in 10 respondents who were requested to pay bribe did actually do it while close to 7 in 10 declined to do it.

Overall, while the study revealed that to a high extent, community members are satisfied with the implementation of VUP-PWs, it also suggested major issues which call for particular actions as follows:

- Lack for compensation for properties affected by implementation of VUP-PW projects;
- Delays of wage payment
- Lack of a clear roads maintenance plan which questions the sustainability of VUP-PW outcomes
- Imbalance between workload and the time allocated to the daily tasks to be performed by e-PWs beneficiaries in some districts;
- Imbalance between budget allocated to VUP-PWs and eligible beneficiaries

In order to mitigate the issues highlighted above, the following actions are proposed:

Issue	Mitigating action	Responsible
Lack for compensation for properties affected by implementation of VUP-PW projects;	Include compensation in the planning and budgeting of VUP-PWs	LODA/MINECOFIN
Delays of wage payment	Reduce bureaucracy associated with the payment process by including online payment processing system.	LODA/MINECOFIN
Lack of a clear maintenance plan for roads, water supply systems, terraces..., which questions the sustainability of VUP-PW outcomes	<ul style="list-style-type: none"> • Include the maintenance of VUP-PW outputs (roads, water supply system, in the district imihigo plans • Use Umuganda activities as a mechanism for road maintenance 	Local Government Authorities
Imbalance between workload and the time allocated to the daily tasks to be performed by e-PWs beneficiaries in some districts;	<ul style="list-style-type: none"> • Monitor the compliance of e-PWs guidelines by VUP-Managers 	<ul style="list-style-type: none"> • LODA • Local Government Authorities
Imbalance between budget allocated to VUP-PWs and eligible beneficiaries	<ul style="list-style-type: none"> • Build stronger partnership/collaboration (at JADF level) with CSOs involved in 	<ul style="list-style-type: none"> • District authorities • JADF • CSOs

socioeconomic activities
(service delivery, capacity
building) for inclusion of
category I & II in their
interventions

- Increase collaboration
with other

- LODA

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