



**TRANSPARENCY  
INTERNATIONAL  
RWANDA**



# **CORRUPTION EFFECTS ON THE IMPLEMENTATION OF SUSTAINABLE DEVELOPMENT GOALS**

**SDG 1, 3, 4, 5, 8 & 13  
EXPERIENCE OF RWANDA**

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## **1. Introduction**

The sustainable development goals (SDGs), officially known as ‘Transforming our World: the 2030 Agenda for Sustainable Development’ are a comprehensive set of 17 goals, 69 targets and over 300 indicators (United Nations Development Program [UNDP], 2015), which will go above and beyond the remarkable accomplishments of the 16 targets and 48 indicators of the eight Millennium Development Goals (MDGs) to create a sustainable world by 2030.

Target 16.5 of 2030 Agenda for Sustainable Development calls on States to “Substantially reduce corruption and bribery in all their forms”. This represents a major milestone in the fight against corruption, as it marks the commitment by national governments not just to criminalize, prevent or investigate this offence, but also shows how corruption remains a key spoiler to the sustainability of efforts under the SDGs.

Corruption affects many SDGs in their implementation process as a “hidden factor”. Transparency International’s research has demonstrated for instance that in countries affected by widespread bribery prevails higher maternal mortality rate; half of school children do not complete primary school in countries where bribery is common; in the poorest countries, one out of every two people has to pay a bribe to access basic services like education, health and water.

In the process of supporting countries to achieve SDGs, Transparency International supports national actions aiming at informing the country progress towards the achievement of SDGs. Through its EU Aid Action Grant, TI supported TI-RW to conduct a situational analysis on corruption effects on the implementation of SDGs 1 “No poverty”, 3 “Good health and well-being”, 4 “Quality education”, 5 “gender equality”, 8 “Decent work and Economic growth”, 13 “Climate action. These are key SDG goals which bear a significant potential impact in changing the lives of the most vulnerable and marginalized communities. It is worth noting that Rwanda was chosen as the headquarters for spearheading the implementation of SDGs in Africa, because of commendable gains it made during the implementation of the Millennium Development Goals (MDGs).

This report intends to explore corruption risks and status while implementing the above SDGs (case of Rwanda) and propose recommendations on how to improve the achievement of these SDGs.

## **2. Objectives of the study**

The global objective of this study is to examine how corruption can limit the success in implementing the SDGs in Rwanda.

**Specifically**, this study aims to:

1. Explore corruption risks in the implementing the above SDGs for the case of Rwanda
2. Propose recommendations on how to improve the achievement of these SDGs.

### **3. Methodology**

This study used qualitative methods including desk review, interviews and FGDs. The data were collected from six districts where TI-RW has a physical presence (Rusizi and Rubavu in Western Province, Huye in Southern province, Musanze in Northern Province, Kayonza in Eastern Province and Gasabo in the city of Kigali).

- I. The desk review explored the existing publication in relation to the covered sectors with particular focus on issues of corruption.
- II. With regard to the Focus groups and interviews, Key stakeholders in each sector were identified to provide their expenses and knowledge in as far as corruption is concerned.
- III. The content analysis have been used while consolidating the collected data and drafting the report.

## 4. Presentation of Key Findings



### SDG 1: End poverty in all its forms everywhere

Rwanda's strong economic growth was accompanied by substantial improvements in living standards, with a two-thirds drop in child mortality and near-universal primary school enrolment. A strong focus on homegrown policies and initiatives has contributed to significant improvement in access to services and human development indicators. The poverty rate dropped from 44% in 2011 to 39% in 2014, while inequality measured by the Gini coefficient stood at 0.45.

#### 1.1. Policies related to SDG1

The government of Rwanda has established many programs related to improving the life and livelihood of poor families in Rwandan society. All those programs are aimed to achieve the sustainable development goals including SDG1 related to end poverty in all its forms. The following are national tools in place with aim to end poverty in Rwanda:

- **EDPRS II:**

The Economic Development and Poverty reduction Strategy is a program aimed at accelerating the growth of all economic sectors and improve economic status of all the communities with thematic areas: accountable governance, economic transformation, rural development and youth employment productivity.

- **Vision for 2050**

The vision 2050 envisages Rwanda as a developed country, with a strong services sector, low unemployment and low levels of poverty. It is a country where agriculture and industry have a minimal negative impact on the environment, operating in a sustainable way, and enabling Rwanda to be self-sufficient regarding basic necessities.

- **National Strategy for Transformation (NST1- 2017-2024).**

Known as the 7-year government program, it is the implementation instrument of different development programs committed by the government of Rwanda which include the implementation of the remainder of the Economic Development and Poverty Reduction Strategy (EDPRS2, 2013-2018), Vision 2020, which ends with year 2020, and the first four years of a new 30-year Vision for the period up to 2050, otherwise known as Vision 2050. The NST1 also embraces the Sustainable Development Goals (SDGs), the Africa Union Agenda 2063 and its First

10-Year Implementation Plan (2014-2023) which is dedicated to the building of an integrated, prosperous, and peaceful Africa, driven by its own citizens, and representing a dynamic force in the international arena; and the East African Community (EAC) Vision 2050, which focuses on initiatives for job creation and employment. The National Strategy for Transformation is built on 3 pillars: Economic Transformation, Social Transformation, and Transformational Governance<sup>1</sup>.

- **Girinka Program**

The GIRINKA program is transforming rural livelihoods and addressing poverty alleviation in Rwanda. As part of efforts to reconstruct Rwanda and nurture a shared national identity, the Government of Rwanda drew on aspects of Rwandan culture and traditional practices to enrich and adapt its development programs to the country's needs and context. The result is a set of Home Grown Solutions – culturally owned practices translated into sustainable development programs. One of these Home Grown Solutions is the Girinka programme also known as One Cow per Poor Family<sup>2</sup>. Girinka was initiated by H.E President Paul Kagame in response to the alarmingly high rate of childhood malnutrition and as a way to accelerate poverty reduction and integrate livestock and crop farming. Girinka is based on providing a dairy cow to poor households which helps to improve their livelihood as a result of a more nutritious and balanced diet from milk, increased agricultural output through better soil fertility as well as greater incomes by commercialising dairy products.

- **Vision 2020 Umurenge Program (VUP):**

Vision 2020 Umurenge Programme (VUP) - is an Integrated Local Development Program to Accelerate Poverty Eradication, Rural Growth, and Social Protection. This is an initiative by the Government of Rwanda in collaboration with development partners and NGOs. It is led by the Ministry of Local Government, Good Governance, Community Development and Social Affairs (MINALOC) and supported by the Ministry of Finance and Economic Planning (MINECOFIN)<sup>3</sup>. VUP uses the existing decentralization system and leverages technical and financial assistance to accelerate the rate of poverty reduction in Rwanda. The aim is to eradicate extreme poverty by 2020.

- **Ubudehe Program:**

As one of these Home Grown Solutions, the word Ubudehe refers to the long-standing Rwandan practice and culture of collective action and mutual support to solve problems within a community. The community-led Ubudehe categorisation, program launched in the year 2001<sup>4</sup>, is aimed to uplift

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<sup>1</sup> Rwanda in the next 7 years: <https://rwandaembassy.org/rwanda-in-the-next-seven-years-2017-2024.html>

<sup>2</sup> MINAGRI, [http://www.minagri.gov.rw/fileadmin/user\\_upload/SUCCESS\\_STORY/article\\_about\\_Girinka.pdf](http://www.minagri.gov.rw/fileadmin/user_upload/SUCCESS_STORY/article_about_Girinka.pdf), visited on October 20, 2018

<sup>3</sup> NISR, <http://www.statistics.gov.rw/survey/vision-2020-umurenge-program-vup-baseline-survey>, visited on October 20, 2018

<sup>4</sup> Rwanda Governance Board, <http://www.rgb.rw/home-grown-solutions/rwandas-hgs-good-practices/ubudehe/>, October 20, 2018.

poor families' living standards and improve social welfare. Today, the concept has been translated into a home grown development programme whereby citizens are placed into different categories. These categories inform the level of support families receive through government social protection programmes.

## 1.2. Corruption risks associated with SDG1

Although the Government of Rwanda has established many programs and taken tough measures to achieve the SDG1- End poverty in all its forms everywhere-, there are also corruptions risks associated with these pro-poor programs. The table below shows policies/program related to SDG1 in Rwanda, and their risks of corruption.

**Table 1; Risks of corruption in the implementation of SDG1**

Policy/Program	Risks of Corruption
Girinka Program	✓ Bribe to be selected and approved as pro-poor program beneficiaries
Vision 2020	✓ Bribe in the Selection and approval of projects
Umurenge Program (VUP)	✓ Bribe in recruitment of technicians to implement the VUP-PW project
	✓ Bribe in the Procurement related to VUP-PW projects
	✓ Bribe in the compensation of properties affected by the implementation of projects
Ubudehe Program	✓ Bribe to speed up payment of wages
	✓ Payment of lower wage than agreed
	✓ Embezzlement of VUP funds
	✓ VUP-PWs Ghost workers
	✓ Bribe in the Ubudehe Categorization

The Girinka program designed to freely give cows to Rwandans in the framework of fighting malnutrition and poverty among the poor is affected by corruption during its implementation as evidenced by an assessment carried out by the Rwanda Agriculture Board in partnership with the Ministry of Local Governance whereby about 5141 Girinka cows were embezzled by distributing officers. Moreover, 2, 437 officials were detained over corruption practices as a result of being bribed by farmers who received Girinka cows while they were not selected as recipients of such pro-poor program.<sup>5</sup>

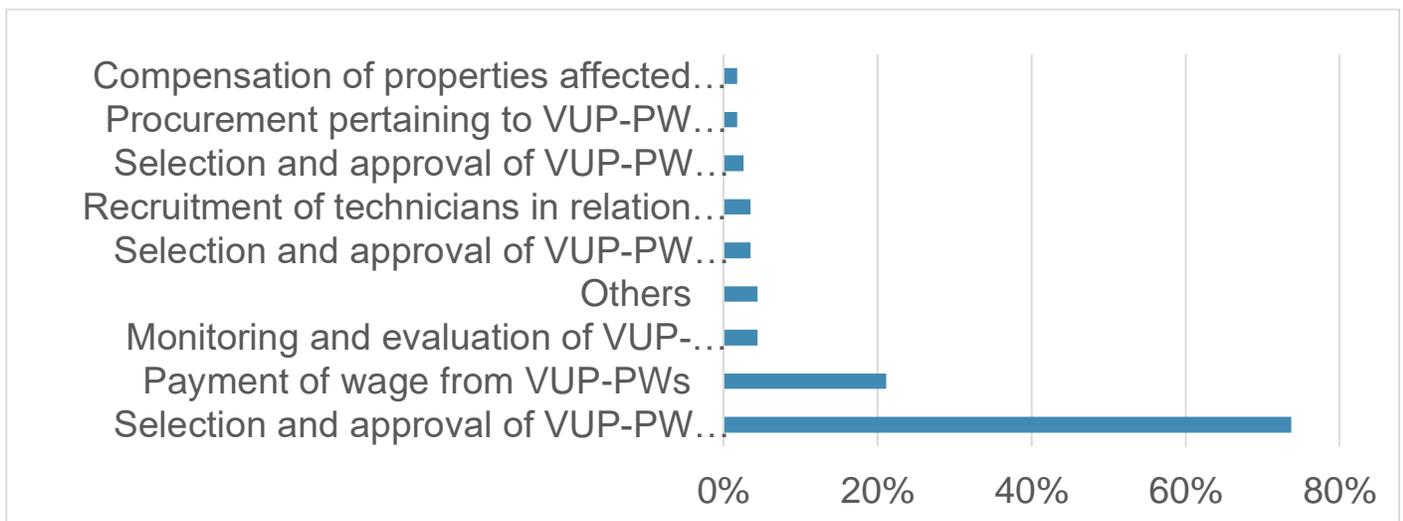
<sup>5</sup> <https://www.irwanda24.com/?p=8584&>

Transparency International Rwanda’s studies revealed that corruption prevails in the implementation of VUP projects. According to a recent study by TI-RW, perceived corruption in the implementation of VUP-PW projects stands at 7%, and that 3.4% of respondents have personally encountered cases of corruption over the past three years. Focus Group Discussions have almost unanimously concurred with this finding. As matter of fact, a participant in a FGD in Kirehe District, said: *“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.<sup>6</sup>

Moreover, the above mentioned study highlights the existence of corruption in the area of road construction under VUP-PWs. According to the study, a Land Officer who was interviewed affirmed that *“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”*.

The selection of beneficiaries of VUP-PWs was also reported as a critical stage in the implementation of the VUP-PW projects that corruption is likely to hinder the entire process (see figure 1).

**Figure 1: Areas affected by corruption in VUP-PWs related projects**



Source: TI-RW, Citizens Report Card in the implementation of VUP-PWs

It emerged from the qualitative data through an interview conducted with a member of Civil society Organization based in Kigali that beneficiaries of the Ubudehe first and second categories,

<sup>6</sup> Transparency International Rwanda, 2018: Citizen Report Card in the implementation of VU-PWS IN Rwanda

receive 1000 Rfw a day but they notice a lot of irregularities during the implementation of this policy such as a fictitious list of recipients. According to the interviewee, real cases occurred when payments were delayed up to 5 months due to the manipulation of ghost lists and thus ineligible people were benefiting from these wages. Furthermore, the interview indicated that some people may negotiate to be reallocated to a lower Ubudehe category with the purpose of benefiting this wage and this is done by offering a bribe to the concerned public officials.

The Auditor General Report of the FY 2015-206 revealed fraudulent expenditure in the implementation of VUP program as shown in the table 2.

**Table 2: Fraudulent expenditure by entity/programme**

Entity/programme	Amount (RWF)
District/City of Kigali	247,973,200
District Pharmacy	6,961,500
VUP	2,286,000
Ubudehe Program	1,213,180
Girinka	604,000
<b>TOTAL</b>	<b>259,037,880</b>

In Nyamagabe District VUP Funds were embezzled whereby some beneficiaries were given cows, yet they were not on the approved and validated list of the Girinka programme. Again in Nyanza District, the direct support had been paid to 30 ineligible beneficiaries contrary to the direct support operational framework and procedure manual.

Likewise, an important amount of money was not utilized in 18 Districts at the time of the audit. The reasons provided for this weakness include, but are not limited to:

- The funds for VUP financial services which were still kept by SACCO,
- Funds meant to support vulnerable persons kept on the Sectors' account for long without being disbursed to intended beneficiaries,
- Unutilized funds in respect of UBUDEHE Community projects and household projects
- VUP programme related funds had not been utilized after being transferred to sectors from the District.

It can be noted from the above findings that corruption has the potential to hinder development especially for poor citizens and can affect negatively the social protection aspect of pro-poor programs, hence contribute in worsening their poor condition rather than alleviating it.



## SDG 3: Ensure healthy lives and promote well-being for all at all ages

Since the 1980s, the Government of Rwanda has been implementing primary health care as the key strategy for improving the health of the population. In February 1995, the Ministry of Health began making reforms in the health sector according to the Lusaka declaration, which were later adopted by the Government of National Unity in March 1996<sup>7</sup>. However, the health sector faces unique corruption risks. Access to controlled drugs, complex employment agreements and billing structures, and multiple complaints systems present challenges specific to the health sector.

The strong hierarchical culture within the medical profession may enable behaviours that drive or obscure corrupt conduct<sup>8</sup>. But many integrity issues facing the health sector are not unique; for example, procurement and conflicts of interest have been identified as corruption risks affecting agencies across public sector in Rwanda.

This section explores the corruption vulnerabilities associated with the SDG3 - *Ensure healthy lives and promote well-being for all at all ages* –both those specific to the health sector and those it shares with the broader public sector. Highlighting such issues helps policy makers to identify corruption risks, and take appropriate prevention and detection actions to address them.

### 4.1. Policies related to SDG3

- **Health Sector Policy:**

The Health Sector Policy is the basis of national health planning and the first point of reference for all actors working in the health sector. It sets the health policy objectives, identifies the priority health interventions for meeting these objectives, outlines the role of each level in the health system, and provides guidelines for improved planning and evaluation of activities in the health sector.

- **Rwanda Pharmacy Policy**

Its mission is to provide and continually improve equitable availability of essential and affordable quality, safe and effective health commodities and technology through a sustainable management systems and ensuring proper use of health care providers and consumers for improved health of the population.

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<sup>7</sup> Health Sector Policy, Government of Rwanda

<sup>8</sup> Hospital Safety and Quality Assurance Review Panel

- **National Community Health Policy**

The mission of national Community Health Policy is to promote and sustain community health services that reduce child, infant, and maternal mortality rates, improve the general health of the population and enabling the entire population of Rwanda to contribute to the country’s sustainable development.

- **Health Financing Sustainability Policy**

The goal of the Health Financing and Sustainability Policy is to strengthen current health financing systems and guide the development of new initiatives and strategies to improve financial accessibility and resourcing towards a sustainable Rwandan health sector.

- **NCDs Policy (Non Communicable Diseases Policy)**

The overall goal of NCDs Policy is to alleviate the burden of NCDs and their risk factors and protect Rwandan population from premature morbidity and mortality related to NCDs.

#### 4.2. Risks of Corruption associated to SD3

The size, diversity and nature of the public health system creates corruption risks and vulnerabilities that are specific to the health sector. These include the theft of controlled drugs, covering up of clinical malpractice, fraudulent billing practices and bullying within the medical profession, which can enable or obscure corrupt conduct. The table below shows policies/program related to SDG4 in Rwanda, and related risks of corruption.

**Table 3: Risks of corruption in the health sector**

Policy/Program	Risks of Corruption
• Health Sector Policy	✓ Bribes, kickbacks and political considerations influencing the contracting process
• Rwanda Pharmacy Policy	✓ Contractors fail to perform and are not held accountable
• National Community Health Policy	✓ Bribes, kickbacks and political considerations influence specifications and winners of bids
	✓ Collusion or bid rigging during procurement
	✓ Lack of incentives to choose low cost and high quality suppliers
	✓ Unethical drug promotion
	✓ Suppliers fail to deliver and are not held accountable
	✓ Theft (for personal use) or diversion (for private sector resale) of drugs/supplies at storage and distribution points
	✓ Sale of drugs or supplies that were supposed to be free

<ul style="list-style-type: none"> <li>• Health Financing Sustainability Policy</li> <li>• NCDs Policy</li> </ul>	<ul style="list-style-type: none"> <li>✓ Bribes to speed process or gain approval for drug registration, drug quality inspection, or certification of good manufacturing practices</li> <li>✓ Biased application of sanitary regulations for restaurants, food production and cosmetics</li> <li>✓ Bribes to gain place in medical school or other pre-service training</li> <li>✓ Bribes to obtain passing grades</li> <li>✓ Nepotism in selection of candidates for training opportunities</li> <li>✓ Use of public facilities and equipment to see private patients</li> <li>✓ Unnecessary referrals to private practice or privately owned ancillary services</li> <li>✓ Informal payments required from patients for services</li> <li>✓ Procurement</li> <li>✓ Recruitment</li> </ul>
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Corruption practices in the health sector in Rwanda exist though at lower levels (see Transparency International Rwanda’ Bribery Index). However, a number of studies have shown that corruption affects a number of areas in the health sector in Rwanda. A recent study conducted by Basel Institute in 2017 revealed that four types of practices involving petty corruption take place in the Rwandan health sector: a) bribing during the health insurance card registration process, b) favoritism in the service provision (particularly in the rural areas probed), c) gift-giving d) bribery (more prevalent in the urban setting).

According to the study, participants noted that unsolicited bribery can take place during the ubudehe categorization process. Since category 1 insurance card holders are eligible for free health services, more affluent individuals in the rural area have been known to offer bribes to be assigned to that category. The study further highlight that urban focus group discussants in Kigali also reported instances where council officials solicit a small facilitation payment in cases where the applicants’ documentation has been incomplete, incorrect, or when the application processing or the issuance of the health insurance card have been delayed. For instance, one female participant recalled an experience involving the medical treatment of a child at King Faysal hospital that resulted in treatment costs of over 7 million Rwandan Franc (RWF). Although the health insurance card for the child had been paid, it had nevertheless not been activated in time. In view of that situation, the family then paid bribe for the card to be antedated<sup>9</sup>.

The Auditor General Report of decentralized entities identified cases of idle assets in eleven (11) district hospitals. The idle assets were mainly medical equipment. Examples include: Hospital beds, incubators, ultrasound, fetal monitors, Microscope, electronic micropipette accupipex,

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<sup>9</sup> Basel Institute, 2017, *Basel Institute, 2017 : Corruption, Social Norms and Behaviours A comparative assessment of Rwanda, Tanzania and Uganda*

Electrocardiogram (ECG) etc. Further analysis on idle assets by subcategory and type of asset indicates that at the time of 2016 audit, assets with the value worth RWF 1,352,148,604 were not functioning while idle assets of an amount equivalent to RWF 1,042,963,446 were not utilized and idle assets amounted to RWF 28,553,582 were utilized for non-intended purpose.

Procurement is also among the area which is reportedly affected by corruption in the health sector in Rwanda. In 2013, the Ministry of Health has blamed the rising rate of malaria incidences in the country due to substandard bed nets. The nets were procured in 2013 from Netprotect, a firm based in Denmark. The then Minister for Health, Dr Agnes Binagwaho, said that three million mosquito nets were procured in the country and were in use. Surprisingly, the nets were not efficient because they do not have enough medicine to kill mosquitoes, said the Minister<sup>10</sup>.

It emerged from the FGDs conducted with citizens in Musanze district that corruption occurs to secure one's job in some health centres. A participant in FGDs who experienced this form of corruption said: *"I was an Ambulance driver since 2010, it was recently on 30<sup>th</sup>, August, 2018 that my work was unfairly terminated. In 2015, I had a problem of residence because the neighborhood where I resided was much demanding in term of standard in the constructions which was not in my financial possibilities. As I did not have enough money, I approach the bank to request a loan for buying a plot. Since I only had a one-year contract in 2015, the bank told me that I would not get the loan t I was asking for unless the employer agreed to sign for me a contract that goes from three years to five years. I approached my employer to explain my problem. I had just spent five years signing each time the contract for a renewable year. I asked her if she could sign for me a long term contract to qualify for the loan and she told me she could do it with the condition to buy a "Fanta" for her( that is bribe). Since I needed the money to pay for the plot, which was about eight hundred thousand RWF (8,000,000), I had to accept it and ask her how much her Fanta value was worth. She told me 100,000 RWF. I of course accepted because I was in the need. She then signed me a three-year contract that would begin in 2015 and end on 10/08/2018. I had to send the contract to the bank which then gave me the loan of one million (1.000.000 RFW)". As I failed to get the RFW 100.000 on time, my employer was not happy at all and she immediately changed her mind about the three-year contract she had signed me. She told me that since that day the three-year contract was no longer applicable, and she got me back on the one-year contract that was going to end in 2016 and I was in possession of two contracts: one that would end in 2018 for three years and another that would end in 2016 for a period of one year, and I even have them with me here. The woman then began to harass until she decided to terminate my work"*

Notably, there is growing evidence that high levels of corruption impoverish populations, increase inequality, and cause health status to deteriorate, especially among the most vulnerable population groups. Corruption in the health sector can mean the difference between life and death. Poor people are worst affected. Corruption also costs lives when fake or adulterated medications are sold to

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<sup>10</sup> <https://www.newtimes.co.rw/section/read/184909>

health services. Without proper checks from regulators, public health funds can easily disappear which certainly undermine the achievement of the SDG4.



## SDG 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all

### 4.3.SDG4: Ensure inclusive and equitable quality education and promote life-long learning opportunities for all

#### 4.3.1. Introduction

The development of quality and adequate skilled human resources will be the cornerstone towards achieving desired levels of economic growth; reducing the rate of poverty; economic transformation; rural development; productivity and youth employment, and accountable governance. This means that the development of education does not only respond to the SDG4- *Ensure inclusive and equitable quality education and promote life-long learning opportunities for all*-but also to all sustainable development goals.

#### 4.3.2. Policies related to SDG4

Education sector in Rwanda had significant development. The government of Rwanda has established different policies and strategies to ensure inclusive and equitable quality education and promote life-long learning opportunities for all. These include:

- **Education Sector Policy**

The global goal of the Government of Rwanda is to reduce poverty and in turn to improve the well-being of its population. Within this context, the aim of education is to combat ignorance and illiteracy and to provide human resources useful for the socio-economic development of Rwanda through the education system<sup>11</sup>.

- **TVET Policy**

This policy was established with a vision to develop a regional and international TVET system that produces men and women quality graduates, with employability skills that respond to the changing demands of employers and the country's labour market, providing them with the opportunity to engage in decent work, work for themselves, be competent entrepreneurs and engage in life-long learning<sup>12</sup>.

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<sup>11</sup> Education Sector Policy, MINEDUC, Kigali, Rwanda, July 2003

<sup>12</sup> Special Needs Education Policy, MINEDUC, Kigali, Rwanda, July 2015

- **Nine Year Basic Education Policy**

Nine Year Basic Education is nine years of free compulsory education for all Rwandese school children. It consists of six years of primary education and the first three years of secondary school. It is defined as: “All children to be able to get education in nine years, this is made up of six years of primary education and three years of general cycle of secondary education without paying school fees<sup>13</sup>.”

- **Higher Education Policy**

The objective of Higher Education Policy is to establish higher education sector that meet the development needs of Rwanda for an educated and trained workforce research and knowledge transfer to support social and economic development and is internationally competitive<sup>14</sup>.

- **Teacher Development and management Policy**

The mission of this policy is to develop the teaching profession, provide and maintain leading resources and education institutions to ensure provision of sufficient numbers of professional teachers, and to formulate developmental policies for the entire sector<sup>15</sup>.

- **Girls Education Policy**

The mission of Girls Education Policy is to provide an enabling environment for the promotion of gender equality in education and training. It is intended to establish guiding principles in Rwanda’s endeavors to eliminate gender disparity and priorities for government and stakeholder action.

- **Special Needs Education Policy**

The Special Needs education Policy mission is to support, guide, co-ordinate, regulate and promote quality education to all Rwandans for national integration, individual and national development<sup>16</sup>.

- **Adult education Policy, December 2007,**

The Adult education Policy mission is to put in place the necessary national legal framework, conditions, programs and mechanisms that will enable the implementation, monitoring and evaluation of this policy at the various levels, with quality, efficiency and effectiveness<sup>17</sup>.

### **4.3.3. Level and risks of Corruption associated to SDG4**

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<sup>13</sup> Nine Year basic education Implementation, MINEDUC, Kigali, Rwanda, NOVEMBER 2008.

<sup>14</sup> Higher Education Policy, MINEDUC, Kigali, Rwanda, July 2008

<sup>15</sup> Teacher Development and management Policy in Rwanda, Kigali, Edition 2007

<sup>16</sup> Special Needs Education Policy, MINEDUC, Kigali, Rwanda, July 2007

<sup>17</sup> Adult education Policy in Rwanda, Kigali, December 2007

The Education sector shares other significant corruption risks with the broader public sector. These include risks associated with procurement and contract management, funding vulnerabilities, employment practices, and thefts of cash and smaller physical educational assets. In the table below, it is presented corruptions risks associated with SDG4 - *Ensure inclusive and equitable quality education and promote life-long learning opportunities for all* –both those specific to the education sector and those it shares with the broader public sector.

Policies	RISKS
<ul style="list-style-type: none"> <li>• TVET Policy</li> <li>• Nine Year Basic Education Policy</li> <li>• Higher Education Policy</li> <li>• Teacher Development Policy</li> <li>• Girls Education Policy</li> <li>• Special Needs Education Policy</li> <li>• Education Sector Policy</li> <li>• ICT in Education Policy</li> <li>• Rwanda National Science, Technology and Innovation Policy</li> <li>• Adult education Policy</li> </ul>	<ul style="list-style-type: none"> <li>• Extorting or accepting bribes in exchange for facilitating or providing educational service.</li> <li>• Soliciting or accepting bribes in exchange for providing prescriptions or other certificates.</li> <li>• Giving preference to particular students.</li> <li>• Provision of free extra education services to one group of students.</li> <li>• Soliciting or accepting bribes in exchange for interfering with the examination procedures.</li> <li>• Violation of conflict of interest standards: favouring certain results in which the teacher has a particular interest.</li> <li>• Favouring the sale of textbooks in which the staff-member has a particular interest (kick-back schemes, secondary income, business of close persons, intellectual property, etc.).</li> <li>• Payments in exchange for promoting the use of textbooks beyond their approval.</li> <li>• Ghost teachers and employees</li> <li>• Requiring payment for services that should be provided free</li> <li>• Withholding needed approvals and signatures to extort bribes</li> <li>• Directing the location of construction and services to locations that offer opportunities for gain by oneself, family, or friends</li> <li>• Requiring the use of materials as a way of creating a market for items on which oneself, family or friends hold an import or production monopoly</li> <li>• District/sector Overlooking school violations on inspector visits in return for bribes or favours</li> <li>• Diversion of school supplies to private market</li> <li>• Favouritism in personnel appointments (e.g., headmasters,</li> <li>• Diversion of school fees</li> <li>• Inflation of school enrolment data (in schools in which grants/funds are allocated to school on basis of enrolment)</li> <li>• Imposition of unauthorized fees</li> <li>• Diversion of monies in revolving textbook fund</li> </ul>

- Siphoning of school supplies and textbooks to local market
- Selling test scores and course grades
- Selling admissions (especially to higher education)
- Creating the necessity for private tutoring
- Teachers' persistent absenteeism to accommodate other income generating activities
- Several other forms of corruption: change order abuse; comingling of contracts; excluding qualified bidders; leaking of bid information; failure to meet contract specifications; false, inflated or duplicate invoices; false statements and claims; imprest fund abuse; manipulation of bids; fictitious vendor; product substitution; purchases for personal use or resale; rigged specifications; split purchases; unbalanced bidding; unjustified sole source awards; etc.

Corruption seems to be one of the critical obstacles to reaching the SDGs, also with regard to corruption in the education system. In Rwanda, the level of corruption in the education system is comparatively low as shown by the Global Corruption Report 2013, published by Transparency International. According to this report, about 3 % of the people paid bribe in education in Rwanda, compared to e.g. Ghana (38 %) or the global average (15 %), this figure is rather low. However, as the report further shows, especially disbursement of the funds allocated by the Rwandan Government and the compliance with the guidelines on how the money should be spend, are critical issues. Overall, 4 % of the people see the education system as corrupt or highly corrupt.

Also the 2017 Rwanda Bribery Index, published by Transparency International Rwanda, shows that bribes are being paid in the education sector, especially at universities and for vocational training, to get better grades from teachers (TI-RW, RBI 2017: pp25). Also, teacher recruitment is prone to bribery and is limiting the development of Rwandan education system.

In the Rwanda Public Expenditure Track survey conducted by TI-RW in 2012, even though citizens did mention that they haven't heard any problem related to the use of capitation grants in education where the share of respondents with this opinion is slightly higher among pupils (95.7%) than among parents (89.5%) and teachers (88.6%), some problems have been mentioned by respondents who fall in this category such as teachers' motivation allowance paid late, embezzlement of the CG, lack of transparency in CG-related tendering process and waste of the grant. The fact that most respondents have not heard of any problem suggests that either the CG is properly used in general or that teachers, parents and pupils do not have efficient mechanisms to be aware of problems pertaining to the usage of the grant.

The research on the use of capitation grant to support the 9YBE ( 9 Year Basic Education) revealed the following strengths like there were no leakage of funds identified, beneficiaries were highly aware of the existence of the programme, there was a high satisfaction with how the money was spent and good involvement of stakeholders in developing action plans on capitation grant use. The report also revealed that interviews with key resource persons permitted to add other strengths, namely the great reduction of costs for education, increase in the enrolment rate and transition rate from primary to secondary school, reduction of dropout rate as well as clear guidelines on capitation grant use. The research hasn't mentioned any type of corruption or any malpractices related to corruption in the 9YBE program.

However, the survey also identified a number of challenges, particularly delays in requesting and disbursing the CG, poor compliance with Ministerial guidelines of CG use and need to request parents to pay extra contributions as the CG is often insufficient to cover all costs. Interviews confirmed these issues and allowed to identify other challenges, such as weak reporting, lack of standard reporting templates, limited knowledge of tendering procedures by some head teachers, lack of skills in PFM, and partial understanding of all 9YBE-related rules (Transparency International Rwanda, 2012).

The Quantitative Service Delivery Survey on the community involvement in the management of school resources allocated to 9YBE Program also revealed that holding school leaders accountable in case of resources misuse remains problematic, given that only less than 30% of those who witnessed or heard of a case of school funds misuse did report it. However the report did not mention any case of corruption (Transparency International Rwanda, 2013).

Under the project entitled: " Transparency and accountability in the management of resources allocated to the 9 Years Basic Education programme in Rwanda", TI-RW conducted a Community Score Card in 2013 with the purpose of increasing transparency and accountability in the management of resources allocated to the 9YBE programme. The key findings of the CSC were that infrastructure assets supposed to be provided and funded by the capitation grant were not sufficient in the majority of the schools surveyed. The same applies with teaching materials (such as books and laboratories), students 'social welfare and the teaching system which were revealed as areas that needs more improvement in terms of performance (The community score card, TI-RW, 2013).

However, under the same project Transparency and accountability in the management of resources allocated to 9YBE, TI-RW conducted a citizen report card. Among the objectives of the CRC, there was one related to the identification of forms of corruption that exist in the use and management of the capitation grants in the 9YBE. The CRC revealed that almost all respondents (98.2% of parents and 96.1% of teachers) denied the existence of nepotism in the recruitment of accountants in charge of the daily management of the CG in collaboration with head teachers and Parent-Teacher Committees (PTCs) and the school management committees (SMCs). On the question related to teachers paying a bribe as a condition to receive a service from the school, the study (CRC) revealed that 99.1% of teachers have not paid a bribe as a condition to receive any service. This also confirms that corruption between teachers and the school leadership is

almost inexistent. On the question of corruption in capitation grant related tenders, the CRC findings revealed that around 8.6% of teachers have noticed that tenders were awarded to a company or an individual because of their relationship with someone involved in the tendering process. Only 91.0% of teachers have not witnessed any corruption based on the relationship of the bidder with some of those involved in a tender process with regard to the use of the Capitation grant (Transparency International Rwanda, 2013: pp 62).



## SDG 5: Achieve gender equality and empower all women and girls

### 4.4.SDG5: Achieve gender equality and empower all women and girls

#### 4.4.1. Introduction

Corruption and gender inequality are in many ways closely connected. Men and women are affected by corruption in different ways, and are subjects and objects of different corrupt practices and behaviours.

Evidence shows that women perceive and experience corruption differently than men, and that women suffer corruption to a greater extent due to the unequal power relations between men and women. Corruption exacerbates these power dynamics, limiting women's access to public resources, information and decision-making, thus reinforcing social, cultural, and political discrimination. There are forms of corruption such as sexual extortion and petty corruption which constitute a heavy burden for women.

Sexual extortion—one of the appalling gendered forms of corruption—can be defined as the abuse of power to obtain a sexual benefit or advantage. This phenomenon affects women and girls throughout worldwide, especially in low and middle-income countries and remote areas. Sexual extortion is rarely included in the definitions of corruption, despite the fact that it has been documented that women and girls are often forced to provide sexual favors rather than money to access public services.

According to the Transparency International, sexual harassment, exploitation and the use of sex as a form of 'payment' are some of the specifically 'gendered' forms of corruption. Here, Gender Based Corruption is considered when someone is demanding favours, such as of sexual nature, in exchange for a service. Any person who explicitly or implicitly demands or benefits from, or accepts favors due to gender differences as a promise in order to accomplish a duty, or to refrain from carrying out his/her duties<sup>18</sup>

This part extends the SD4- *Achieve gender equality and empower all women and girls*-, risks of corruption associated to it and level of gender based corruption in Rwanda.

#### 4.4.2. Policies and laws in response to SDG5

Rwanda has established Gender Monitoring Office (GMO) as its organ responsive to all matter related gender promotion and women and girls empowerment. It has also put in place laws, policies and strategies to achieve gender equality and empower all women and girls:

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<sup>18</sup> Gender Based Corruption in Public Workplaces in Rwanda, February 2018.

Policies related to gender promotion in Rwanda:

- **National Gender Policy**

The National Gender Policy highlights principal guidelines on which sectorial policies and programs will be based to integrate gender issues in their respective social, cultural, economic and political planning and programming.

- **National Policy for Family Promotion**

This policy is aimed at enhancing the welfare of all population through a change of socioeconomic conditions, thereby leading to the promotion of the welfare of the family, including gender parity while focusing on the welfare and protection of children.

- **National Policy against Gender Based Violence**

To enhance people’s ability to participate in all endeavours to end poverty and improve living conditions, without fear or threat of any form of gender-based violence.

- **Girls Education Policy:**

The mission of this policy is to provide an enabling environment for the promotion of gender equality in education and training. It is intended to establish guiding principles in Rwanda’s endeavours to eliminate gender disparity and priorities for government and stakeholder action

#### 4.4.3. Corruption risks associated to SDG5

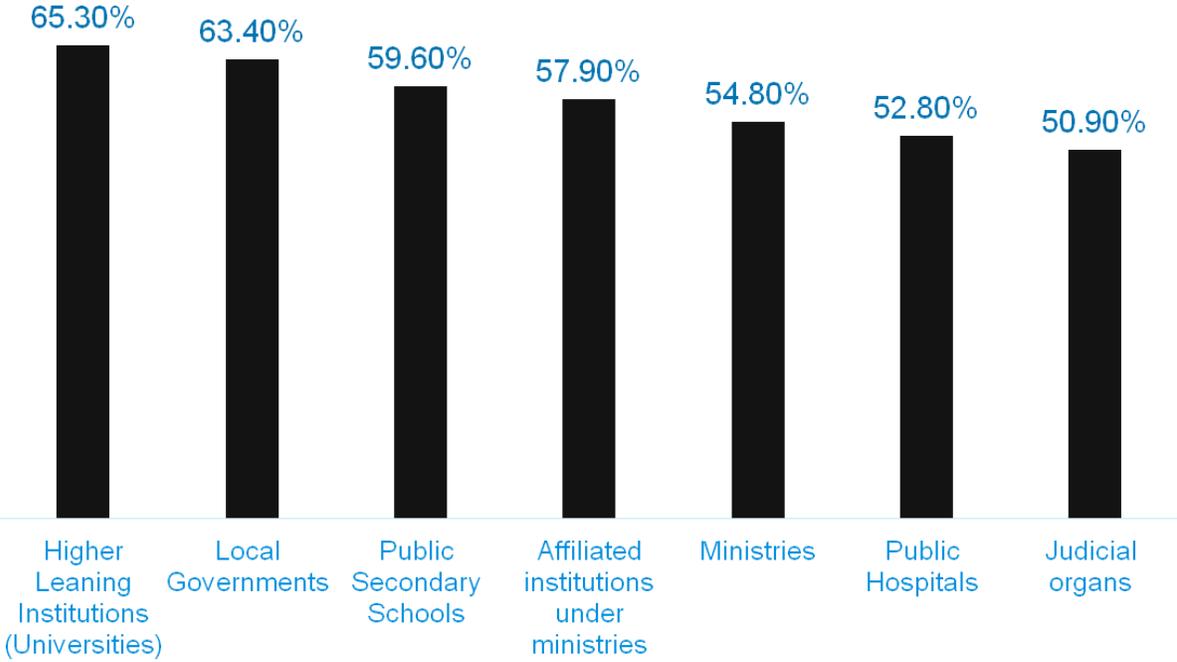
Reference to the definition given by Transparency International Rwanda, gender based corruption is described as favours demanded or received by someone in a position of entrusted power, such as of sexual nature, in exchange for a service.

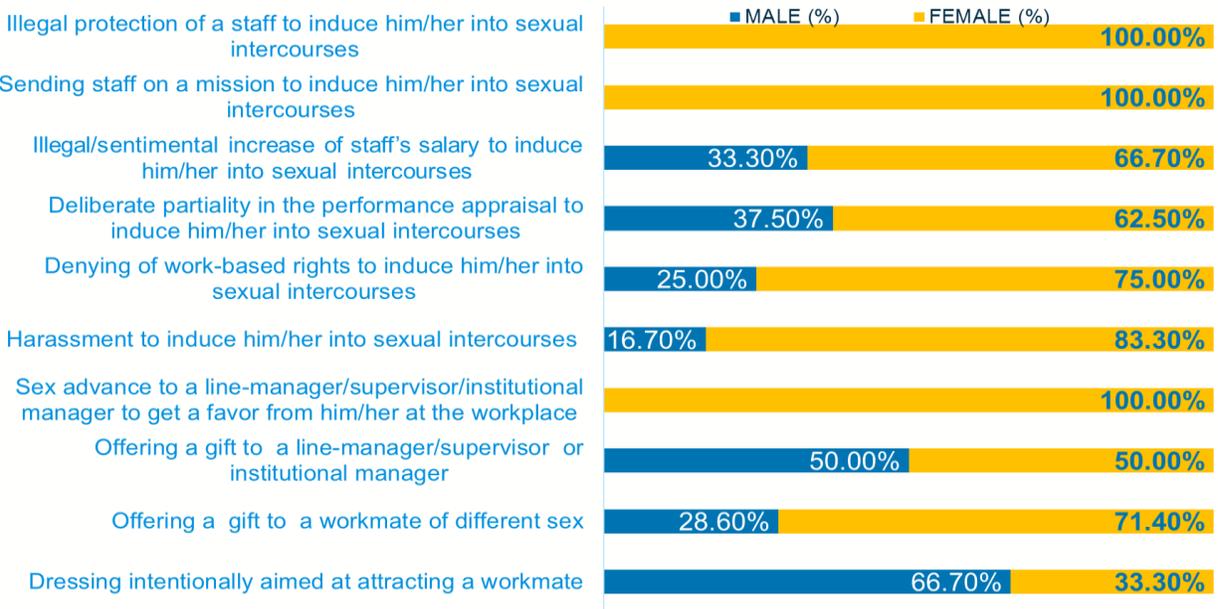
The following table shows policies related to SDG5, risks of corruption, level of corruption associated to gender equality and women and girls empowerment.

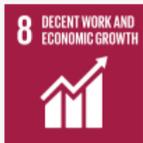
POLICY	RISKS OF CORRUPTION
<ul style="list-style-type: none"> <li>• <b>National Gender Policy</b></li> </ul>	<ul style="list-style-type: none"> <li>• Favouritism in hiring, appointments, and promotions decisions due to sexual difference</li> </ul>
<ul style="list-style-type: none"> <li>• <b>National Policy For Family Promotion</b></li> </ul>	<ul style="list-style-type: none"> <li>• Withholding needed approvals and signatures to extort sexual relations</li> <li>• Abuse of resources: using sexual favouritism at work for private business, friends or personal advantage;</li> </ul>
<ul style="list-style-type: none"> <li>• <b>National Policy Against Gender Based Violence</b></li> </ul>	<ul style="list-style-type: none"> <li>• Favouritism: giving preference to particular employs due to gender difference</li> <li>• Absenteeism: not showing up for work or working fewer hours than required, because of sexual favouritism.</li> </ul>
<ul style="list-style-type: none"> <li>• <b>Girls Education Policy</b></li> </ul>	<ul style="list-style-type: none"> <li>• Harassment towards a workmate of different sex in order to induce him/her into sexual intercourses</li> <li>• Intentionally dressing to attract a workmate of different sex</li> </ul>

- Illegal protection of subordinate staff of different sex in order to induce him/her into sexual intercourses
- Sending a colleague of different sex on a mission to induce him/her into sexual intercourses
- Deliberate partiality in the performance appraisal of supervised/subordinate staff of a different sex in order to induce him/her into sexual intercourses
- Harassment/persecution towards a supervised or a subordinate staff of a different sex in order to induce him/her into sexual intercourses
- Requesting or promising sex as bribes to obtain a service

Corruption affects gender equality in Rwanda. Gender equality at workplace (gender based corruption) was perceived between 1% and 10% of victims of GBC or know someone who has been victim of GBC. The tables below illustrate the Gender Based Corruption in selected public institutions in Rwanda as revealed by Transparency International Rwanda study on Gender Based corruption at work place in Rwanda in 2018.







## SDG 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all

### 4.5.SDG8: Promote Sustained, Inclusive and Sustainable Economic Growth, Full and Productive Employment and Decent Work for All

#### 4.5.1. Introduction

Rwanda, a developing country in East Africa has achieved a spectacular economic growth during the last two decades. That is after the 1994 Tutsi Genocide which devastated the country and ruin all development structures with more than a million lives lost.

#### 4.5.2. Policies related to SDG8

Different policies and programs have been developed and implemented to boost economic growth and employment. These include different programs aforementioned in SDG1 such as Economic Development and Poverty Reduction Strategy (EDPRS) I & II, the National Strategy for Transformation NST1 2017-2024, Vision 2020 Umurenge Program, Ubudehe Program, etc. However, the government of Rwanda has also established policies to rise employment and decent work in Rwanda. Some of them are noted below:

- **National Employment Policy in Rwanda**

The main purpose for this Policy is to realize as much as possible fully productive and freely chosen employment through economic growth in accordance with the dignity and respect of fundamental human rights<sup>19</sup>.

- **Workplace Learning Policy**

The vision of the Workplace Learning Policy (also known as National Policy on Workplace Learning to Prepare Rwandan Youth for Employment) is to unleash Rwanda's potential of workplace training and learning through the development of modern apprenticeship training, and increased internship and attachment opportunities, in order to ensure that skills development for new labour market entrants responds to the needs of the labour market and assists an increasing number of Rwandan youth to find employment and participate in the country's development<sup>20</sup>.

- **Policy on elimination of Child Labour**

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<sup>19</sup> National Employment Policy in Rwanda, Kigali, December 2007.

<sup>20</sup> Workplace Learning Policy in Rwanda, Kigali, 2015

The mission of the national policy for elimination of child labor is to provide an enabling environment for the prevention, protection, and progressive elimination of child labour, while guiding government and stakeholder actions towards total elimination of child labour.

- **Rwanda Public Sector Pay and Retention Policy and Implementation Strategy,**

The vision of the Public Sector Pay and Retention Policy is to provide competitive remuneration and incentive packages in the public sector that attract, retain and motivate competent personnel with the requisite skills and experience to achieve Government's development and growth objectives in a productive, efficient, affordable and sustainable manner, providing pay equity across the public sector, rewarding performance and delivering high quality service.

- **National Policy on Occupational Safety and Health in Rwanda**

The mission of the National Policy on Occupational Safety and Health is to provide an enabling environment for the protection and progressive prevention of occupational death, injury and ill-Health.

#### **4.5.3. Level of corruption and Corruption risks associated to SDG8**

In any economy, pervasive nature of corruption may cause economic malaise and wastage of public resource which is the overall degradation of that economy's socio-economic status.

The table below shows risks of corruption and risks of corruption related to Economic Growth and Employment programs.

Policies	Risks Of Corruption
<ul style="list-style-type: none"> <li>• National Employment Policy</li> <li>• Workplace Learning Policy</li> <li>• Policy on elimination of Child Labour</li> <li>• Rwanda Public Sector Pay and Retention Policy And Implementation Strategy</li> <li>• Occupational Safety and Health Policy (OSH)</li> </ul>	<ul style="list-style-type: none"> <li>• Bribery: extorting or accepting bribes in exchange for facilitating or providing service.</li> <li>• Favouritism: giving preference to particular workers.</li> <li>• Informal payments: soliciting or accepting bribes in exchange for providing prescriptions or other certificates.</li> <li>• Bribery: extorting or accepting bribes in exchange for facilitating or providing discharge, or for follow-up appointments.</li> <li>• Embezzlement: diverting user-fees for personal advantage.</li> <li>• Sale of positions: extorting or accepting bribes to influence hiring and promoting decisions, including extortion of a share of salaries.</li> <li>• Sale of accountability: offering and accepting bribes to interfere with disciplinary procedures.</li> <li>• Favouritism: interfering with disciplinary procedures for particular staff members.</li> <li>• Abuse of power: not enforcing disciplinary liability for irrelevant reasons (beautifying statistics, maintaining a culture of impunity, etc.)</li> <li>• Absenteeism: not showing up for work or working fewer hours than required, while being paid as if full time.</li> <li>• Abuse of resources: using public equipment, space, vehicles or budget for private business, friends or personal advantage; using paid time for the same purposes.</li> <li>• Informal payments: soliciting or accepting bribes in exchange for winning a tender (bribes, kick-backs, etc.).</li> <li>• Violation of conflict of interest standards: favouring a bidder in which the procurement official has personal interest.</li> <li>• Collusive bidding by contractors (bid-rigging) based on secret agreements.</li> <li>• Stealing public equipment for personal use, use in private practice or re-sale.</li> <li>• Diversion of public budget: procurement officials collude with suppliers in overcharging the public institution while both sides profit financially (kick-back schemes)</li> <li>• Ghost-staff: salaries are paid for fictitious workers and diverted to accounts of public officials.</li> <li>• Diversion of fee revenue: financial officials alter receipts showing in internal records a smaller amount than actually received.</li> <li>• Informal payments: soliciting or accepting bribes in exchange for interfering with the examination procedures.</li> </ul>

- Extortion: extorting or accepting bribes in exchange for providing goods from limited supply.
- Bribery: providing staff members with financial incentives in exchange for promotion in the next level of work.
- Diversion of funds from government accounts
- Diversion of funds from international assistance funds
- Requiring payment for services that should be provided free
- Withholding needed approvals and signatures to extort bribes (e.g., gifts, favours, outright payments)
- Requiring the use of materials as a way of creating a market for items on which oneself, family or friends hold an import or production monopoly
- Imposition of unauthorized fees



#### 4.6.SDG13: Take urgent action to combat climate change and its impacts

##### 4.6.1. Introduction

During the 1980s, the world faced the problem of world warming. Human activities, particularly industries and means of transport emit greenhouse gases which, in turn, cause the warming of the planet. In order to solve this problem, the countries of the world negotiated and signed the United Nations Convention of Climatic Changes in June 1992, and Rwanda signed this convention on 10 June 1992 and ratified it on 18 August 1998<sup>21</sup>.

Climate change is a threat to the present and much more to the future of human being and natural ecosystems. It's in everyone's interest to build on the historic commitments made in Paris so that we can all benefit today from cleaner air, energy security and sustainable jobs while at the same time protecting a sustainable and healthy future<sup>22</sup>.

<sup>21</sup> Rwanda Environmental Policy

<sup>22</sup> Rwanda Environment Management Agency,

<http://www.rema.gov.rw/climateportal/spip.php?article209#sthash.Ag6VJORR.dpbs>

Rwanda as a signatory of Paris Agreement, is designing strategies to implement its nationally determined contributions (NDCs) through various policies and actions. Following this, Rwanda will need to monitor the implementation of various achievements under these NDCs. This will be achieved through institutional capacity building and setting of framework which facilitates the effectively measure, report and verify (MRV) progresses.

#### **4.6.2. Policies related to SDG13**

The government of Rwanda has put in place policy and institutional framework on climate change. REMA (Rwanda Environment Management Agency) is the public institution dedicated to all environmental concerns including Climate change. An online climate portal was put in place to provide required information on climate<sup>23</sup>.

- **Rwanda Environmental Policy**

The overall objective of the Environment Policy is the improvement of man's well-being, the judicious utilisation of natural resources and the protection and rational management of ecosystems for sustainable and fair development.

- **Rwanda Biodiversity Policy**

The goal of this Policy is therefore: To conserve Rwanda's biological diversity, to sustain the integrity, health and productivity of its ecosystems and ecological processes, whilst providing lasting development benefits to the nation through the ecologically sustainable, socially equitable, and economically efficient use of biological resources.

- **National Strategy for Climate Change and Low Carbon Development**

The main objectives of the National Strategy for Climate Change and Low Carbon Development are to achieve Energy Security and a Low Carbon Energy Supply that supports the development of Green Industry and Services; to achieve Sustainable Land Use and Water Resource Management that results in Food Security, appropriate Urban Development and preservation of Biodiversity and Ecosystem Services and to achieve Social Protection, Improved Health and Disaster Risk Reduction that reduces vulnerability to climate change<sup>24</sup>.

- **Water and Sanitation Policy in Rwanda**

The aim of this policy is to create favourable conditions for fair and sustainable access for the population, men, women and children, to water and sanitation infrastructure and to the development of natural resources.

- **National Land Policy**

In the perspective of the harmonious and sustainable development of our Rwanda, the overall objective of the national land policy is to establish a land tenure system that guarantees tenure

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<sup>23</sup> idem

<sup>24</sup> Rwanda Green Growth Strategy, Kigali, November 2011.

security for all Rwandans and give guidance to the necessary land reforms with a view to good management and rational use of national land resources<sup>25</sup>.

#### 4.6.3. Level and risks of Corruption associated to SDG13

According to Transparency International, “Climate change, like corruption, is a matter of life or death<sup>26</sup>”. “Climate change and corruption share many symptoms. They hit the poorest first and worst. They are caused by powerful individuals or entities seeking short term gain. In the long term, they put livelihoods at risk and threaten entire economies. They thrive on the flaws of national governments: you need strong global cooperation to stop them.” – Vania Montalvo, Transparencia Mexicana.

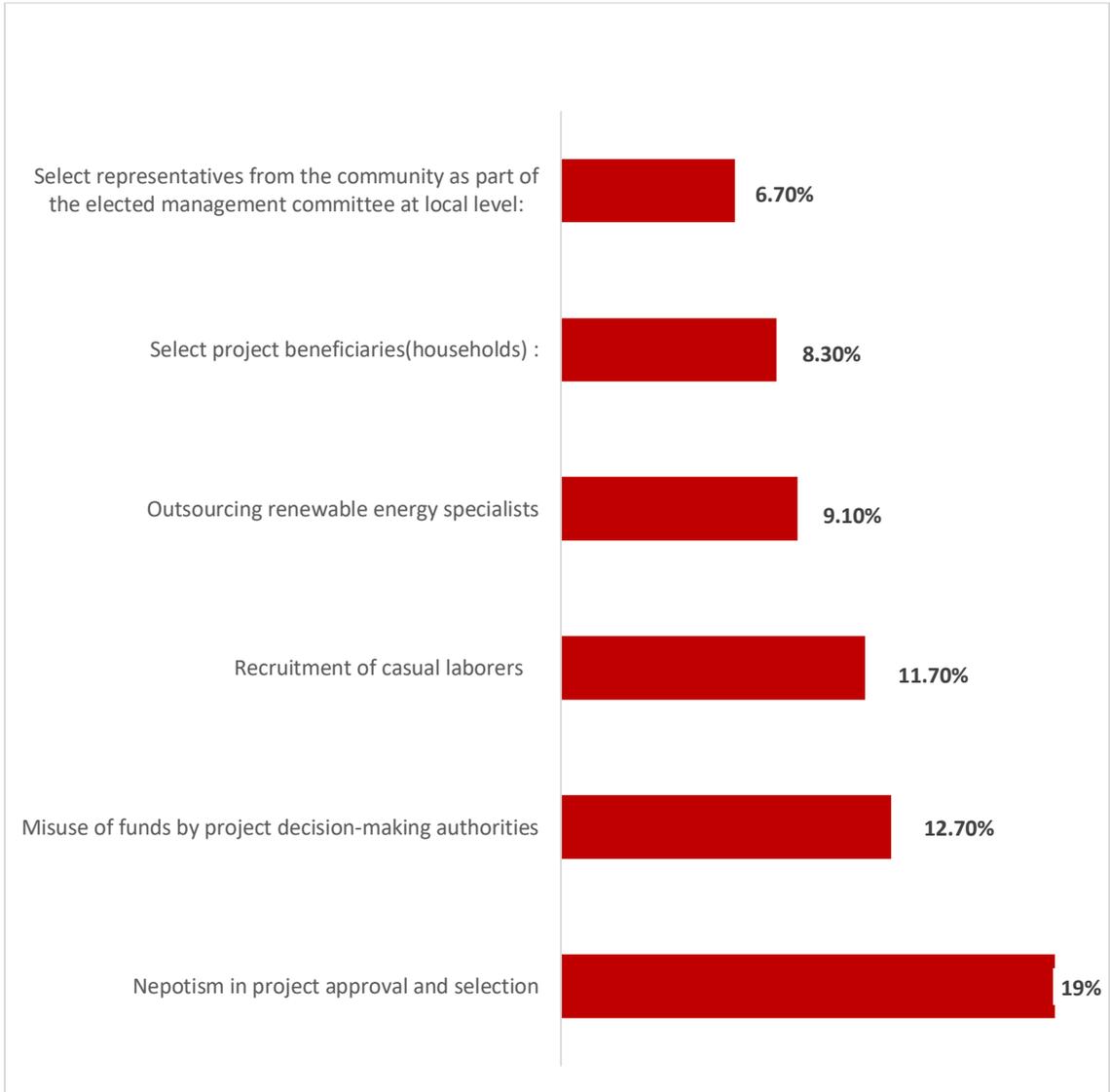
The following table shows the level and risks of corruption related to Climate change projects.

Policy/Program	Risks of Corruption
<ul style="list-style-type: none"> <li>• Rwanda Environmental Policy</li> <li>• Rwanda Intended Nationally Determined Contributions (INDCs)</li> <li>• Rwanda Green Growth and Climate Resilience Strategy (GGCRS)</li> <li>• Rwanda National Communication on Climate Change</li> <li>• Rwanda National Adaptation Programme of Action to Climate Change (NAPA)</li> </ul>	Select representative from the community as part of elected management committees of local level
	Select project beneficiaries (households)
	Outsourcing renewable energy specialists
	Recruitment casual laborers
	Misuse of funds by project by project decision-making authorities
	Neptotism in project approval and selection

Corruption undermines development and particularly reduces the ability to respond to climate change mitigation and adaptation initiatives. FONERWA’s core mission was to contribute to sustainable wealth creation and poverty reduction in Rwanda through sustainable management of natural resources, climate resilient and green economic growth. If nothing is done toward the prevention and the fighting against corruption among the projects funds managers that indulge in corrupt practices, FONERWA’s mission is likely to not successfully achieve its intended objectives. The figure below displays perceived corruption levels during the implementation of climate change projects in the selected district according to Transparency International Rwanda’s study on citizens report card on the implementation of projects related to climate change.

<sup>25</sup> National Land Policy in Rwanda, February, 2004

<sup>26</sup> [https://www.transparency.org/news/feature/how\\_corruption\\_affects\\_climate\\_change](https://www.transparency.org/news/feature/how_corruption_affects_climate_change) , accessed 20/10/2018



## **5. General Conclusion and Recommendations**

It is evident that Rwanda has set legal, policy and institutional framework to achieve sustainable development goals as well as to fight against corruption, but efforts of public, private and civil society organizations are highly recommended in making Rwanda free from corruption and successfully achieve Sustainable Development Goals.

It was found that data on status of corruption on each and every SDG goals are poor or not available at all, while corruption risks present. There is a need for further studies on the level of corruption at every sector of sustainable development goals.

In order to achieve Sustainable Development Goals, the following are recommended:

- Policy makers should be aware of their need to understand the rooms for corruption while designing policies and strategies responding to SDGs.
- Anti-corruption measures should be identified in line with programs and policies to implement sustainable development Goals.
- Corruption risk analysis in government programs should be regularly evaluated in order to successfully achieve SDGs.
- Independent researches on status of corruption in different sector of national development are highly needed many sector present higher corruption risks without data on corruption cases. This should be done by supporting the activities of CSOs working in the field of fighting against corruption.

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