



**TRANSPARENCY  
INTERNATIONAL  
RWANDA**



# **GENDER BASED CORRUPTION IN PUBLIC WORKPLACES IN RWANDA**

February, 2018



**german  
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DEUTSCHE ZUSAMMENARBEIT

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## **Gender Based Corruption in Public Workplaces in Rwanda**

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# Gender Based Corruption in Public Workplaces in Rwanda

February, 2018



## ACKNOWLEDGEMENTS

Corruption can be described as a gender-specific phenomenon, as its effects very much differ between men and women. In Rwanda, promoting gender equality and fighting corruption are key matters on the political agenda and many laws and policies have been put in place and considerable results have been achieved already. However, there are still many loopholes to be addressed in specific areas of interventions.

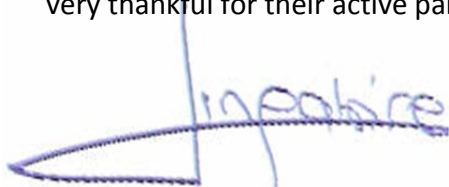
The report on Gender Based Corruption at Public Workplaces in Rwanda was made possible by a coordinated effort and contributions of persons and institutions for which we are sincerely grateful.

Firstly, we would like to express our thanks to GIZ and the Decentralization and Good Governance Program (DGG) for their financial and technical support provided to Transparency International Rwanda to undertake and complete this study.

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This study has been successful with the support of enumerators who also provided their opinions and information on the questionnaire administered to them. We are very thankful for their active participation in this endeavor.



**Marie Immaculée Ingabire**

**Chairperson of Transparency International Rwanda**

## **EXECUTIVE SUMMARY**

Transparency International Rwanda considers this ‘gendered’ form of corruption as “Gender Based Corruption” (GBC), which includes different forms such as sexual harassment or gender discrimination. Despite an impressive legal and institutional development, so far the notion of “Gender Based Corruption” did not attract the legislator’s attention in Rwanda. In this study, gender based corruption is considered when someone is demanding favors, 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.

So far, evidence about corruption at workplace which occurs due to gender differences is limited in Rwanda. Accordingly, still only a few actions and policies are in place to fight this form of corruption. In 2011, TI-RW published a study on GBC at workplaces and revealed that in all sectors of employment (public, private and civil society), GBC exists with about 5% of respondents having experienced GBC in their work environment. The publication of the research findings in 2011 created a huge attention on the magnitude of this form of corruption and it was discussed at high level forums. This study puts a particular focus on civil servants’ attitudes and awareness of GBC at workplace, the level and prevalence (encounter) of this type of corruption as well as causes and consequences in Rwanda. The overall objective of this survey is to investigate the state of GBC in public work places in Rwanda.

### **METHODOLOGY**

The GBC report 2017 relies on a mix method approach, using primary quantitative and qualitative data. In total, 1200 employees in 120 public institutions (17 %) were surveyed. Qualitative data were taken from 6 Focus Group Discussions, key informants and in-depths interviews to complement the survey.

### **RESULTS**

The GBC 2017 study provides evidence that GBC is not only perceived as one major form of corruption, but it is also experienced. Still it is considered for many people as a taboo to talk about it or victims do not see another solution than agreeing to it. The criminal nature of corruption and the taboo nature of sexual topics in the Rwandan culture hampered to some extent the optimal disclosure of personal experience with GBC both at the individual and institutional level.

The study has found out that 96 % of the respondents are aware of GBC at workplace and have knowledge of some of its forms, causes and consequences.

According to the study, nearly 1 in 10 respondents, personally or at least one of their workmates, experienced cases of gender-based corruption at workplace in their current institutions over the past 12 months. For all GBC forms examined, personal encounter is less than 1%, while it nearly reached 10% when it came to workmate's experience. Especially women are prone to be induced to sexual intercourses.

Interestingly, unlike the high proportions of respondents who would report GBC to relevant officials in their institutions (45.3%) or to relevant anti-corruption bodies (43.5%), the survey reveals that only close to 2 in 10, reported about it to a formal authority. A large share is ignoring GBC. Fear of reprisal and other consequences, the belief that reporting would be vain, and lack of sufficient evidence to back one's complaint emerges as the most dominant hindrances to reporting cases of GBC at workplace by those who encountered it.

### **RECOMMENDATIONS**

Based on the findings, TI-RW issues recommendations in order to address some challenges identified. Given the loopholes observed in the definition of corruption in the existing penal code, ongoing reform of the penal code of Rwanda should clearly define "gender-based corruption" in order to clarify its forms. Moreover, in the "Law Regulating Labor in Rwanda", Art. 9, consequences and compensation schemes for termination of employment contracts after losing the job due to GBC should be defined.

The report also recommends that the Government of Rwanda should enhance open space office policy as a way to contribute to eradicating private moments that can lead to or favor GBC at workplace. The Office of Ombudsman and Gender Monitoring Office (GMO) should double their effort in monitoring, especially how GBC complaints are examined and handled in order to redress potential irregularities among others.

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# 1. INTRODUCTION

## 1.1. Context

It is widely recognized that gender inequality as well as corruption are closely interlinked and hamper the development, increase social inequalities, and exacerbate poverty. Corruption is often described as a gender-specific phenomenon, as its effects vary much between men and women. In the attempt of many countries to achieve good governance, fighting corruption and promoting gender equality are key preconditions. These preconditions have to be met at all levels, where people interact and power relations can be abused.

One example, where people face corruption in their daily life is at workplace. Here, the prevalence of corruption can cause discrimination, where an employee or job applicant is treated unfavorably, for instance, because of his or her gender. Transparency International Rwanda considers this 'gendered' form of corruption as "Gender Based Corruption" (GBC), which includes different forms such as sexual harassment or gender discrimination.

Since early 2000, Rwanda has made enormous efforts to promote good governance, particularly in the promotion of gender (equality) and the fight against corruption. However, there is still a need to further link corruption and gender. According to the Corruption Perception Index (2016) by Transparency International, Rwanda ranks as the 3<sup>rd</sup> least corrupt country in Africa.

An impressive institutional and legal apparatus has been put in place, with the aim of preventing and fighting corruption and promoting transparency.

### How to define a "gendered" form of corruption?

Transparency International defines corruption as "the abuse of entrusted power for private gains".

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 favors, 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 (see also section 1.4)

In addition to the legal instruments, also new institutions have been introduced and existing institutions have been strengthened to effectively tackle corruption in its various forms.

However, despite such robust anti-corruption machinery, corruption is still present in many sectors as shown by various assessments which include among others Transparency International Rwanda annual Rwanda Bribery Index survey, complaints received through Advocacy and legal advices centers or by anti-corruption institutions namely the office of ombudsman, Rwanda National Police, National Public Prosecution Authority, ....,

As far as gender equality is concerned, important progresses have been made in Rwanda, both from an institutional and a legal perspective. Rwanda has for instance achieved an outstanding level of women participating in public life and decision making (e.g. 64 % of all seats in national parliament by women) and overall, more and more women enter higher positions as new windows of opportunities have been opened. For example, in 2016, 27 % of employees with managerial skills were women (NISR 2017). However, overall, women earn 8.9 % less than men in the same position; this gap mainly comes from the private sector (NISR 2017). A World Bank Report in 2001 has indicated that higher rates of women's participation in governments are correlated with lower levels of corruption. However, a vast amount of research, such as Sung (2006) disproved this thesis, stating that the number of women in public offices alone does not resolve the problem of corruption.

So far, evidence about corruption at workplace which occurs due to gender differences is limited in Rwanda. Accordingly, still only a few actions and policies are in place to fight this form of corruption. In 2011, TI-Rw has made a first attempt to inform on the status of gender based corruption at the working place in Rwanda. The report revealed that in all sectors of employment (public, private and civil society), GBC exists with about 5% of all respondents declared to have experienced GBC in their work environment.

Other findings revealed that young women searching for jobs are most affected and the majority of victims did not report their cases. The publication of the research findings in 2011 created a huge attention on the magnitude of this form of corruption and it was discussed at high level forums. For example, as a response to a gap in reporting mechanisms, the Office of the Ombudsman put in place one person in charge of GBC and the parliamentarians grouped in anti-corruption network organized field campaigns to mobilize citizens to take actions against this form of corruption.

Despite the impressive awareness activities organized as a result of TI-RW report, the notion of GBC remains taboo and victims prefer to keep silent due to side effects of reporting which include stigma they may be victims of if their identity is revealed. Furthermore, GBC as a form of corruption remains deluded in other existing Gender Based Violence or anti-corruption laws which reduce the attention that would be deserved to this crime.

Considering the negative effects of GBC especially on the victims, their families and the society as a whole, TI-RW, with the financial support of GIZ under the Decentralization and Good Governance Programme, conducted a new study on Gender Based Corruption focusing this time on gender-based corruption at the public work place.

The latter, with a more comprehensive regulatory framework and clear check and balance mechanisms, were chosen to assess to which extend the perception and the prevalence evolved since 2010, when the study of this kind was carried out by TI-RW.

## **1.2 . Objective of the study**

As described in the previous section, the present study which focused for this time on public institutions, wants to sharpen again the debate on GBC in Rwanda and putting it back on the agenda, as still, many people in workplace face GBC.

The overall objective of this survey is to investigate the state of GBC in public work places in Rwanda. Specifically, this survey aims to:

1. Determine the level of awareness and knowledge of gender based corruption in the public work place in Rwanda;
2. Examine the level of personal perception and/or experience of gender based corruption in the public work places in Rwanda;
3. Identify the causes, forms and consequences of gender based corruption in the public work places in Rwanda;
4. Formulate actionable recommendations, based on the research findings, to prevent and fight against corruption at work place.

### **1.3 . Relevance and scope of the study**

Corruption in the everyday work life has become omnipresent in some workplaces. In some countries, it is even not perceived as corruption as it became a common practice and domesticated in social norms. At the end of 2017, there were many media headlines worldwide about workplace harassment, known as the **#metoo** social media movement. Workplace sexual harassment is considered as a misbehavior that can lead to corrupt practices based on gender differences. In Rwanda, a lot of effort is made to put gender on the agenda and to promote gender equality, also at workplace. However, perception on gender equality differs, not only between men and women also between generations. This is also reflected in the daily work routine, where discrimination based on gender is often happening.

With the new Sustainable Development Goals (SDG) agenda 2030, this study provides an important input about the status quo of the key actions undertaken to promote SDG 16 “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels” as well as SDG 5 “Achieve gender equality and empower all women and girls”. It is even relevant in this regard, that further recommendations can be drawn on the interlinking effects of both SDGs.

The importance of this study is threefold:

1. To further raise awareness on GBC in general and specifically on reporting mechanisms,
2. To build synergies of stakeholders being involved in the fight against corruption, specifically concerning GBC,
3. To provide evidence for specific advocacy actions.

### **1.4 . Gender Based Corruption: A multi-dimensional concept**

#### **1.4.1 General overview of the concept of “corruption”**

Transparency International defines corruption as “the abuse of entrusted power for private gain” which focuses on the activities of government agencies and their interaction with the general public. Corruption can be classified as grand, petty and political, depending on the amounts of money lost and the sector where it occurs (TI, 2017).

In the Rwandan context, the Organic Law No. 01/2012/OL of 02/05/2012, which establishes the penal code, defines corruption and the corrupt actions that are punishable under this legal provision. In this regard, corruption is defined as:

- Any act of abuse of a position, power or honor one enjoys within a state organ, in a public or private institution, in a foreign company or in an international organization working in the country, or power conferred by any other function which is used contrary to the law, by giving to oneself, giving to others or requiring an illegal benefit or a service contrary to the law.
- Any act leading to the accumulation of property without legal justification;
- Using a person with position, power or honor in order to benefit from an illegal advantage or a service contrary to the law.
- Giving or agreeing to give a gift in cash or any other illegal benefit, for the provision of a service or act in an unlawful way, or to reward the provider of the service or act rendered, either by the recipient or an intermediary.
- Requiring, receiving or accepting to receive a gift in cash or any other illegal benefit for the provision of a service in an unlawful way, or to be rewarded, either by the recipient or an intermediary, once the service is provided or the act is done.

### Forms of corruption

Corruption appears under numerous forms. The most important forms of corruption are defined by Transparency International as follows in the table below:

**Table 1**      **Forms of corruption**

Form of corruption	Description
<b>Bribery</b>	The offering, promising, giving, accepting, or soliciting of an advantage as an inducement for an action which is illegal, unethical, or a breach of trust. Inducements can take the form of gifts, loans, fees, rewards, or other advantages (e.g., taxes, services, donations, favors).
<b>Clientelism</b>	An unequal system of exchanging resources and favors based on an exploitative relationship between a wealthier or more powerful “patron” and a less wealthy or weaker “client.”

<b>Collusion</b>	A secret agreement between parties, in the public or private sector, to conspire to commit actions aimed to deceive or commit fraud with the objective of illicit financial gain.
<b>Embezzlement</b>	When a person holding office in an institution, organization, or company dishonestly and illegally appropriates, uses, or traffics the funds and goods they have been entrusted with for personal enrichment or other activities.
<b>Extortion</b>	Act of using, either directly or indirectly, one's access to a position of power or knowledge to demand unmerited cooperation or compensation as a result of coercive threats.
<b>Facilitation Payment</b>	A small bribe, also called a facilitating, speed, or grease payment, made to secure or expedite the performance of a routine or necessary action to which the payer has legal or other entitlement.
<b>Fraud</b>	The offense of intentionally deceiving someone in order to gain an unfair or illegal advantage (financial, political, or other)
<b>Grand corruption</b>	The abuse of high-level power that benefits the few at the expense of the many, and causes serious and widespread harm to individuals and society.
<b>Nepotism</b>	A form of favoritism based on acquaintances and familiar relationships, whereby someone in an official position exploits his power and authority to provide a job or favor to a family member or friend, even though he may not be qualified or deserving.
<b>Patronage</b>	A form of favoritism in which a person is selected, regardless of qualifications or entitlement, for a job or government benefit due to affiliations or connections.
<b>Petty corruption</b>	Everyday abuse of entrusted power by public officials in their interactions with ordinary citizens, who often are trying to access basic goods or services in places like hospitals, schools, police departments, and other agencies
<b>State capture</b>	A situation where powerful individuals, institutions, companies, or groups within or outside a country use corruption to influence a nation's policies, legal environment, and economy to benefit their own private interests.

Source: Transparency International, Anticorruption Glossary, <http://www.transparency.org/glossary>, accessed Nov. 20th 2017



Palmier (2000) and Duperouzel (2005) say that there are several factors that cause corruption, like lack of transparency; over-regulation; lack of enforcement; poverty; lack of democracy; prohibition; peer group pressures; political turbulence; weak institutional controls and supervision; moral decay; greed and excessive ambitions; inadequate remuneration to civil servants.

Corruption is believed to have a detrimental effect on economic development and growth as well as on social welfare. According to the World Bank (1997), corruption reduces economic growth by reducing incentives for productive investment, both by domestic residents and by foreigners. Bribes can act as an unpredictable tax, disrupting economic activity and leading to inefficiencies. Corruption can also slow economic growth by lowering the quality of public infrastructure and services, as funds intended for these public goods are diverted to private pockets.

*The former UN Secretary General, Mr. Kofi A. Annan (2004) emphasized that “corruption is an insidious plague that has a wide range of corrosive effects on societies. It undermines democracy and the rule of law, leads to violations of human rights, distorts markets, erodes the quality of life and allows organized crime, terrorism and other threats to human security to flourish. This evil phenomenon is found in all countries—big and small, rich and poor—but it is in the developing world that its effects are most destructive”. Moreover, Annan highlights that “Corruption hurts the poor disproportionately by diverting funds intended for development, undermining a Government’s ability to provide basic services, feeding inequality and injustice and discouraging foreign aid and investment. Corruption is a key element in economic underperformance and a major obstacle to poverty alleviation and development”.*

As to conclude, one can argue that corruption stands among the major critical challenges that jeopardise current development and governance efforts and commitments in the World.

#### **1.4.2 Locating and defining Gender Based Corruption**

Considering the diversity of forms of corruption as discussed above, in this study, a focus is put on GBC at workplace in Rwanda. TI-Rw considers GBC as another form of corruption, which is, to our knowledge, rarely covered by previous research and assessments on workplace corruption.

As described in some anti-corruption laws which are somehow more comprehensive, TI-RW subscribes to the definition of GBC as: Favours demanded or received by someone in a position of entrusted power, such as of sexual nature, in exchange for a service, where a person who explicitly or implicitly demands or benefits from, or accepts favours due to gender differences as a promise in order to accomplish a duty, or to refrain from carrying out his/her duties. Forms of GBC are sexual harassment, exploitation and the use of sex as a form of 'payment', gender related discrimination.

Although the concept of GBC seems to be hardly available in corruption related literature, various aspects of GBC have been investigated in research. For example, the issue of gender discrimination at work has been analyzed in different context. As Bobbit-Zeher (2011) states, the reasons for gender discrimination at work also relate to gender stereotyping as well as cultural, structural, and interactional influences.

Occupational choices of women have diversified over the past years and the choices become less gender stereotypical. Depending on the job, this also leads to more competition on the job market. There are many scientific papers on gender and corruption, focusing on the incorruptibility of women. Many findings suggest that the greater the representation of women working in one institution, the less corruption is present in this institutions. However, researcher such as Sung (2006) state that gender diversity in institutions does not alone account for less corruption, only in combination with liberal democratic institutions, fighting corruption is possible.

Nancy Hendry (2013), discussed the issue of sextortion and urged that sextortion is a form of sexual exploitation by people in positions of authority and public trust who abuse their power in seeking to extort sex from those who are dependent on their favor. One of the major challenges regarding sextortion is that it often remains invisible with victims remaining silent.

### **1.4.3 Laws and responsibilities regarding GBC in Rwanda**

To understand, how Rwanda is currently addressing GBC from a legal perspective, which responsibilities and mechanisms are in place, the following tables below provide insights on the progress made so far and in how far some of the laws already, partly implicitly, refer to gender and corruption jointly. With this also the legal and institutional loopholes that need to be addressed to effectively tackle issue of GBC in Rwanda are presented.

**Table 2 Regulatory framework**

Laws	Corruption	Gender
<p><b>Rwandan Law No. 23/2003 of 07/08/2003, on the prevention, suppression and punishment of corruption and related offences:</b></p> <p><b>Punishment of corruption and related offences</b></p>	<p>It provides measures relating to prevention of corruption and related offences and punishments according to each type of corruption.</p>	<p>Article 11 and 12 of this law: A person who will have explicitly or implicitly demanded, benefited, from or carried out sexual act of unconsented nature or who will have accepted it as a promise in order to accomplish or refrain from carrying out his or her duties shall be sentenced to a term of Imprisonment between 5 and 10 years, and a fine ranging from 50,000 to 100,000 frw.</p>
<p><b>The law n° 23/2003 of the 07/08/2003 on prevention and repression of corruption and related offences:</b></p> <p><b>Prevention of corruption and related offences</b></p>	<p>It has the merit of being conceived as a regulation tool for corruption-associated behaviors in all spheres of the national life. The law explicitly recommends institutions and public bodies, private institutions, international organizations and non-governmental organizations operating in Rwanda, to put in place preventive mechanisms guaranteeing an environment hostile to corruption.</p>	<p>Although not specified, this law also includes the prevention and fight against discrimination or sex-extortion at workplace implicitly as it says <b><i>“preventive mechanisms guaranteeing an environment hostile to corruption”</i></b></p>
<p><b>Organic Law No. 01/2012/OL of 02/05/2012, instituting the penal code</b></p>	<p>Article 633, b. provides the definition of corruption, as:“any act of abuse of a position, power or honor one enjoys within a state organ, in a public or private institution, in a foreign company or international organization working in the country, or power conferred by any other function which is used contrary to the law, by giving to oneself, giving to others or requiring an illegal benefit or a service contrary to the law”. Article 634-636: provide punishment of other forms of corruption.</p>	<p>Art. 637: Demanding favors of sexual nature in exchange for a service: Any person who explicitly or implicitly demands or benefits from, or accepts favors of sexual nature as a promise in order to accomplish a duty, or to refrain from carrying out his/her duties, shall be liable to a term of imprisonment of 3 years to five years and a fine of Rfw 50,000 to 1,000,000</p>

<p><b>The law n° 59/2008 of 10/09/2009 determining prevention and repression of gender based violence embraces a series of provisions favorable to the promotion of the gender equality in Rwanda.</b></p>	<p>The law has no article related to gender based corruption</p>	<p>The law aims to prevent gender based violence and punish cases related to gender based violence</p>
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**Table 3 Institutions**

<b>Institutions</b>	<b>Corruption</b>	<b>Gender</b>
<b>Office of the Ombudsman</b>	<p>The mission is leading the fighting against corruption and injustice through public education, prevention and law enforcement.</p>	<p>GBC is among forms of corruption punished under the law no 23/2003 of 07/08/2003, on the prevention, suppression and punishment of corruption and related offences. One person is in charge of Gender based corruption (GBC)</p>
<b>Office of the Auditor general</b>	<p>Built on the belief that those who are entrusted with public resources should be brought to account and are expected to use the resources transparently, efficiently, and there should be value for money within the laws of Rwanda</p>	<p>No specific measures to fight against gender based violence or gender based corruption</p>
<b>Rwanda Public Procurement Authority</b>	<p>set up procurement standards, guidelines, and procedures, building capacity and monitoring procurement proceedings in order to ensure competition, economy, transparency, fairness, efficiency, accountability and zero tolerance to corruption in all public procurement activities</p>	<p>No specific measures to fight against gender based violence or gender based corruption</p>
<b>Rwanda Revenue Authority</b>	<p>Its mission is to mobilize revenue for economic development through efficient and equitable services that promote business growth</p>	<p>No specific measures to fight against gender based violence or gender based corruption</p>

<b>National Commission of the Public Service</b>	Provide independent oversight public service recruitment and appeals over grievances, to ensure public servants are selected and supported to act on the highest principles of equity, transparency, good governance and integrity	No specific measures to fight against gender based violence or gender based corruption
<b>Rwanda Education Board</b>	To fast-track education development in Rwanda by enabling education sector growth	Gender equality is ensured in schools. REB enforces the Girls Education Policy, and emphasizes on affirmative action's known as "positive discrimination" but no specific measures to deal with gender based corruption in schools
<b>National Human Rights Commission</b>	The Commission has as an objective to investigate and follow-up on human rights violations committed by anyone on the Rwandan territory, especially State organs and individuals under the cover of the State organs as well as any national organisation working in Rwanda	The commission deals with violations of human rights cases in general  No specific measures to fight against GBV and GBC

**Note:** Institutions whose mandate should include "preventing and fighting gender based corruption" by law and through other regulatory instruments (Internal rules and regulation, code of ethics,)

**Table 4 Reporting mechanisms**

<b>Reporting mechanism /Responsibility</b>	<b>Corruption</b>	<b>Gender</b>
<b>Rwanda Revenue Authority</b>	Its mission is to mobilize revenue for economic development through efficient and equitable services that promote business growth	No specific measures to fight against gender based violence or gender based corruption
<b>National Commission of the Public Service</b>	Provide independent oversight public service recruitment and appeals over grievances, to ensure public servants are selected and supported to act on the highest principles of equity, transparency, good governance and integrity	No specific measures to fight against gender based violence or gender based corruption
<b>Rwanda Education Board</b>	To fast-track education development in Rwanda by enabling education sector growth.	Gender equality is ensured in schools.REB enforces the Girls Education Policy, and emphasizes on affirmative action’s known as “positive discrimination” but no specific measures to deal with gender based corruption in schools
<b>National Human Rights Commission</b>	The Commission has as an objective to investigate and follow-up on human rights violations committed by anyone on the Rwandan territory, especially State organs and individuals under the cover of the State organs as well as any national organisation working in Rwanda.	The commission deals with violations of human rights cases in general  No specific measures to fight against GBV and GBC



## **2 METHODOLOGY**

### **2.1. Approach and methods**

The GBC study 2017 relies on a mix method approach, using primary quantitative and qualitative data. In addition, secondary data, from a desk review, were also included. A questionnaire was used to collect quantitative data while the qualitative data were taken from FGDs and key informants and in-depths interviews to complement the survey related data with qualitative information.

#### **Questionnaire**

In the context of this study, a close-ended questionnaire was conducted to civil servants, both men and women, in 120 selected public institutions in Rwanda. The questionnaire covered key aspects of the study, including respondents' knowledge and attitudes on gender-based corruption in the public workplace, personal perception and experience of gender based corruption in the public work place, as well as causes and consequences of gender-based corruption in the public workplace.

#### **Desk review**

The study reviewed the key literature on gender based corruption in public workplace to provide key concepts and current findings on this particular topic. This include definitions on corruption, gender based corruption, forms, causes and consequences of corruption, existing reports, laws and policies in relation to the topic under study.

#### **Focus Group Discussions (FGDs)**

FGD is a participatory technique to collect information of a group and to get insights of the range of opinions, variations and experiences within one group. This information collected via FGD, complement the survey information as they cannot be expressed in numerical terms, but contain important insights. FGDs were conducted with selected civil servants from sampled institutions, in homogeneous groups such as women and men.

## **Key Informants Interviews (KII)**

This method was used to collect data from “people who know what is going on in the community”<sup>1</sup> and to get first-hand information on this topic. KIIs were conducted with selected human resource managers in government institutions (ministries, public institutions, anti-corruption bodies, civil society organizations). The discussions focused on their experiences with GBC cases possibly reported to them and those they may have personally witnessed in their institutions.

### **In-depth interview**

The in-depth interviews were exclusively conducted with selected victims of GBC. They aimed at digging deeper into victims’ personal experience with this type of corruption. This method helped to understand the circumstances in which GBC takes place, the causes and consequences as well as their reactions to this problem.

## **2.2 . Sample size and sampling strategy**

The primary target population of this study consists of civil servants in Rwanda. The determination of the sample size was done at two levels. The first level involves the size of civil servants to be interviewed, while the second one relates to the number of institutions to be included in the sample.

The sample size of the civil servants was computed using the Raosoft sample size calculator. Considering the total population of 39 228 civil servants, as per the official gazette determining the number, status and salaries of employees (October 2017) and the 2016 Education Statistical Year Book, the sample size of the study was 1,188 with a confidence level of 95% and the margin of error of 2.8 %.

Currently, 2 272 institutions (697 public institutions and 1575 secondary public schools) exist, from which 120 institutions were selected. Public institutions were selected randomly from the list provided by MIFOTRA; in addition, 3 secondary public schools were selected randomly from each of the districts (15) that were included in the sample of public institutions. At the institution level, 10 employees (5 males and 5 female) were selected randomly from the lists of employees which were provided by the human resource managers (for public institutions) and head-teachers (for secondary schools). Regarding the selection of schools, the sampling frame was provided by the district education officers. While the desired sample size was placed at 1200, only 1031 questionnaires (i.e. 86%) were successfully completed.

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<sup>1</sup>UCLA Center for Health Policy Research, Section 4: Key Informant Interviews, available at [http://healthpolicy.ucla.edu/programs/health-data/trainings/documents/tw\\_cba23.pdf](http://healthpolicy.ucla.edu/programs/health-data/trainings/documents/tw_cba23.pdf)



This was largely due to the fact that the bureaucracy related to getting the lists of employees and accessing the selected employees for interviews took longer than expected, which delayed the starting time for interviews. Hence, this had an impact on the target number of interviews to conduct in each institution. The actual sample size for this study is distributed as follows:

**Table 5 Sample distribution**

<b>Category of the institution</b>	<b>Frequency</b>	<b>Percent</b>
Ministries	56	5.4%
Public institutions affiliated to ministries	251	24.3%
Universities	121	11.7%
Local government offices at province level & City of Kigali	33	3.2%
Local government offices at district level	171	16.6%
Districts hospitals	164	15.9%
Public secondary schools	235	22.8%
<b>Total</b>	<b>1031</b>	<b>100.0%</b>

Source: GBC Survey 2017

With regard to the qualitative approach, purposive sampling was applied to select people from institutions, who have a mandate in the area of corruption, gender and employees' management. These include; Members of Trade Union (CESTRAR), Women's Associations, GMO, Anti-corruption bodies such as the Office of the Ombudsman, the Rwanda National Police, MIFOTRA, CSOs, PSC, Etc. It is important to recall that the sample size for qualitative studies (FGDs and interviews) is guided by the principle of saturation or redundancy, meaning that the researcher conducts interviews, until he/she realize that there are no new concepts emerging. Based on this principle, the number of FGDs and interviews conducted is indicated as follows:

- FGDs (2 groups only with female staff and 2 groups only with male staff), in Kigali city and in two provinces,
- Key Informants Interviews with human resource managers from ministries and public institutions,
- In-depth interviews with staff who experienced GBC.

### **2.3 . Data processing and analysis**

Data entry clerks were recruited and trained to enter the data. Based on the questionnaire, a specific data entry application was designed by the IT/statistician using Statistical Package for Social Science (SPSS).

After the data entry, data cleaning took place followed by a tabulation plan to facilitate the analysis. As far as qualitative data is concerned, data was analyzed by the TI-RW's researchers using the content analysis method. The data analysis used the scoring methodology where a numeric value was assigned to each response option. The scoring methodology was applied on scale questions on a five-point scale as indicated in the scoring logic below.

**Formula used 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 x1, x2... xn are quantitative scores (0, 2, 3, 4) and w1, w2... wn are frequency scores corresponding to respective qualitative scores.

**Formula used 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:

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

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

$$\text{Overall score } x, i = \frac{\sum_{k=1}^n I \text{ Score } x, i}{n}$$

Where:

Q: Question

SI: Sub-indicator

I: Indicator

N: Number of questions, sub-indicators and indicators

## 2.4 . Quality control

For the purpose of quality control, the following measures were observed:

- Involvement of key stakeholders in the implementation process including the validation of tools, methodology and draft report;
- Assessment and approval of the survey tools and methodology by the NISR;
- Recruitment of skilled enumerators and supervisors;
- Training of enumerators and supervisors;
- Testing of the questionnaires;
- Supervision of data collection activity;
- Overall coordination of the field work;
- Use of SPSS software for data analysis;
- Data cleaning prior to analysis

## 3 PRESENTATION OF KEY FINDINGS

While the previous chapters covered issues pertaining to the study background, objectives and methodology, this chapter presents key findings from the survey. In addition to respondents' demographics, it also provides a detailed picture of respondents' knowledge of and attitudes regarding gender-based corruption (GBC) in the workplace, the level of perceived and prevalence of GBC in the public workplace in Rwanda, as well as forms, causes and effects of this type of corruption in the same sector.

### 3.1. Demographics

This section presents the respondents' profile with a focus on selected characteristics including gender, age, current position in the institution, and highest level of education.

**Table 6. Demographics**

Variable	Response	Frequency	Percentage
Gender	Male	527	51.1%
	Female	504	48.9%
	<b>Total</b>	<b>1031</b>	<b>100.0%</b>
Age	18-24	15	1.5%
	25-29	173	16.8%
	30-34	236	22.9%
	35-39	259	25.1%
	40-44	156	15.1%
	45-49	102	9.9%
	50-54	57	5.5%
	55-59	21	2.0%
	60+	12	1.2%
	<b>Total</b>	<b>1031</b>	<b>100.0%</b>
Current position in the institution	Senior Manger	66	6.4%
	Director	139	13.5%
	Professional	184	17.8%
	Support staff	642	62.3%
	<b>Total</b>	<b>1031</b>	<b>100.0%</b>
Highest education level attained	None	1	0.1%
	Primary only	7	0.7%
	Vocational Training	2	0.2%
	Lower Secondary	15	1.5%
	Upper Secondary	72	7.0%
	Tertiary (University)	934	90.6%
	<b>Total</b>	<b>1031</b>	<b>100.0%</b>

Source: GBC Survey 2017

The data show that male and female respondents are almost equally distributed in the sample (51.1% and 48.9% respectively). Gender balance in the sample distribution was deliberately decided at the sampling stage to ensure that perception and experience of both sexes are captured and analyzed. However, through cross tabulation analysis, the survey did not reveal any significant differences both in perception and experience with GBC at workplace in the public service.

Concerning the age of respondents, the study shows that, cumulatively, close to 9 in 10 respondents are aged between 25 and 49. Nearly a similar proportion was observed in a study on “rates, causes and effects of staff turnover in public service” conducted by Public Service Commission<sup>2</sup> in 2014 in Rwanda. Based on this, the sample is representative from the age viewpoint.

As far as the current positions of respondents are concerned, it is observed that 8 in 10 respondents, cumulatively, hold professional and support staff positions. Top and senior managers and directors account for 2 in 10 of all. For lack of relevant official data on staff distribution across these categories in the public service in Rwanda, one can simply argue that the distribution in the table above reflects to some extent a picture of proportions of employees in a typical pyramidal structure of public service in Rwanda. We can therefore assume that all categories of employees were fairly represented in the sample and that their perceptions and experiences were captured by the survey.

It is interesting to notice that the very large majority of respondents (90.6 %) hold a university degree. Close to 1 in 10 have at least completed lower secondary school. This distribution of respondents based on education is nearly representative of the staff in the public service in Rwanda.

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<sup>2</sup> Public Service Commission (2014) *A Study on Rates, Causes and Effects of Staff Turnover in Public Service. Final Report*, Kigali

### 3.2. Awareness and attitudes on gender-based corruption in the public workplace in Rwanda

Having relevant knowledge and positive attitudes regarding corruption is vital in behavioral change communication. This holds true for the fight against corruption in general and gender-based corruption in particular. This section assesses the extent to which civil servants are aware and have positive attitudes towards GBC.

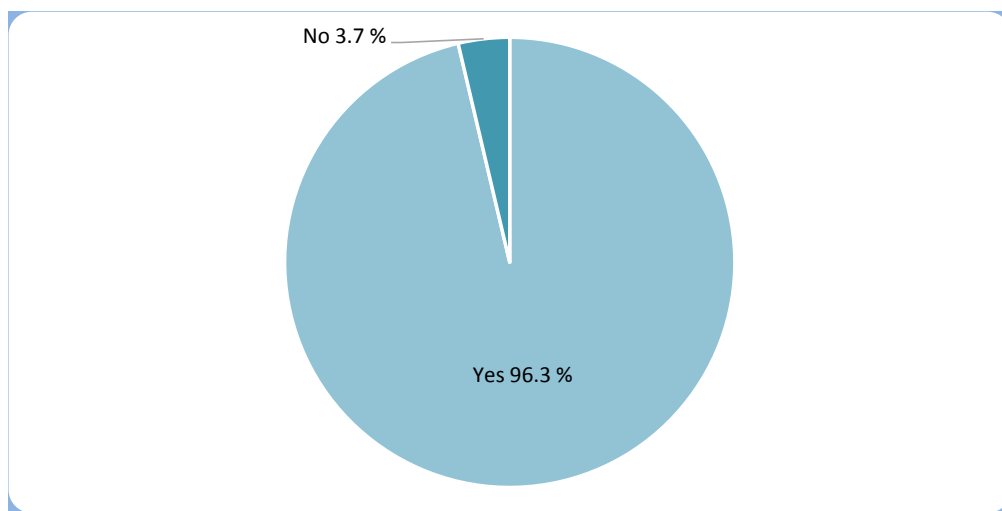
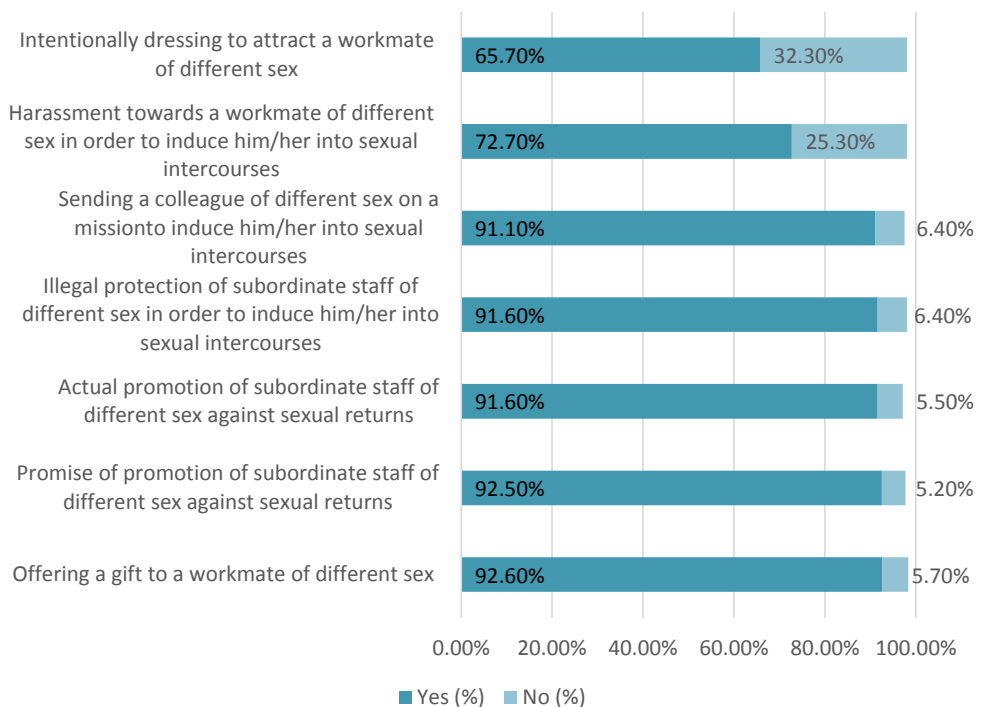


Figure 1 Awareness of gender-based corruption in the public workplace (n=1031)  
Source: GBC Survey 2017

Figure 1 illustrates whether the respondents are aware of GBC or not. About 96 % of the respondents are aware of GBC at their workplace in **general**, not necessarily linked to their own experience. This proportion stands very high, which may imply that gender-based corruption is a topic that workers in public services are either familiar with or concerned about.

This finding was also supported by participants in FGDs who maintained that they often hear of GBC both in their respective institutions and other public institutions. However, in the words of a participant, *“even though we constantly hear of it [GBC], we cannot confirm whether or not those allegations are always true as it is not easy to get their evidence”*.

This implies that the level of awareness should not be equated neither with the actual perceived level nor the prevalence of this corruption in the Rwandan public service. In addition to this significant proportion of awareness of GBC at workplace, one can wonder the extent to which civil servants are aware of various forms or manifestations of this type of corruption. This is examined in the table below.



**Figure 2** Awareness about forms of GBC

Source: GBC Survey 2017

Overall, the large majority of respondents are aware of various forms of gender-based corruption in the workplace Figure 2. However, the data reveals an important discrepancy between some categories of behaviors in terms of considering them by the respondents as gender-based corruption. For example, around 96 % consider as gender-based corruption behaviors such as “offering a gift to a workmate of different sex in order to get a favor from him/her at the workplace” or “a promise of promotion of a supervised/subordinate staff of different sex against sexual returns as a gender-based corruption”. However, around 7 in 10 are aware of GBC in form of “dressing intentionally aimed at attracting a workmate of different sex in order to get a favor from him/her at workplace” or “harassment towards a workmate of different sex in order to induce him/her into sexual intercourses”. It emerged from some participants in FGDs that dressing mini-skirts by girls/women is perceived by some Rwandans as “intentionally attracting men”, while those who wear them simply take it as a normal and smart way of dressing. Those participants consider that men should withhold their instinct and therefore not turning women them into a scapegoat because of the way they have dressed. This shows that the dress code is an issue, where individuals have subjective expectations and intentions, difference occur not only between men and women, but also between generations.

Table 7. Acceptability of selected forms of GBC

	Yes (N)	No (N)	Total (N)	Yes (%)	No (%)
Deliberate partiality in the performance appraisal of supervised/subordinate staff of a different sex in order to induce him/her into sexual intercourses	8	101 3	102 1	0.8 %	99.2 %
Induce a supervised or a subordinate staff of a different sex to unwanted sexual intercourses in the workplace in exchange of employee's rights or benefits in the workplace	9	101 8	102 7	0.9 %	99.1 %
Denying work-based advantages to a supervised or a subordinate staff of a different sex in order to induce him/her into sexual intercourses	10	101 3	102 3	1.0 %	99.0 %
Illegal protection of a supervised/subordinate staff of different sex in order to induce him/her into sexual intercourses	11	100 9	102 0	1.1 %	98.9 %
Sending a workmate or a supervised/subordinate staff of a different sex on a mission in order to induce him/her into sexual intercourses	11	101 1	102 2	1.1 %	98.9 %
Granting training or further education opportunity to a workmate or a supervised/subordinate staff of a different sex in order to induce him/her into sexual intercourses	12	100 9	102 1	1.2 %	98.8 %
Illegal/sentimental increase of a different sex workmate or a supervised/subordinate staff's salary in order to induce him/her into sexual intercourses	12	101 0	102 2	1.2 %	98.8 %
Denying of work-based rights to a supervised or a subordinate staff of a different sex in order to induce him/her into sexual intercourses	12	101 3	102 5	1.2 %	98.8 %
Harassment towards a workmate of different sex in order to induce him/her into sexual intercourses	12	101 4	102 6	1.2 %	98.8 %
Harassment/persecution towards a supervised or a subordinate staff of a different sex in order to induce him/her into sexual intercourses	12	101 4	102 6	1.2 %	98.8 %
A promise of promotion of a supervised/subordinate staff of different sex against sexual returns	16	100 7	102 3	1.6 %	98.4 %
Offering a gift to a workmate of different sex in order to get a favor from him/her at the workplace	16	100 9	102 5	1.6 %	98.4 %
Actual promotion of a supervised/subordinate staff of different sex against sexual returns	17	100 6	102 3	1.7 %	98.3 %



Sex advance to a line-manager/supervisor or institutional manager of different sex in order to get a favor from him/her at the workplace	20	100	102	1.9	98.1
		7	7	%	%
Offering a gift to a line-manager/supervisor or institutional manager of different sex in order to get a favor from him/her at the workplace	29	997	102	2.8	97.2
			6	%	%
Offering a gift to a workmate of different sex in order to get a favor from him/her at the workplace	32	994	102	3.1	96.9
			6	%	%
Dressing intentionally aimed at attracting a workmate of different sex in order to get a favor from him/her at workplace	48	977	102	4.7	95.3
			5	%	%

Source: GBC Survey 2017

Nearly all respondents (above 9 in 10) have a negative attitude concerning the various forms of gender-based corruption in the public workplace (see Table 7). The data suggests that most of them would take the various forms of GBC as unacceptable. However, the data suggests a slightly higher proportion of respondents who consider it an acceptable behavior if “dressing intentionally aimed at attracting a workmate of different sex in order to get a favor from him/her at workplace” (4.7%) and “offering a gift to a workmate of different sex in order to get a favor from him/her at the workplace” (3.1%).

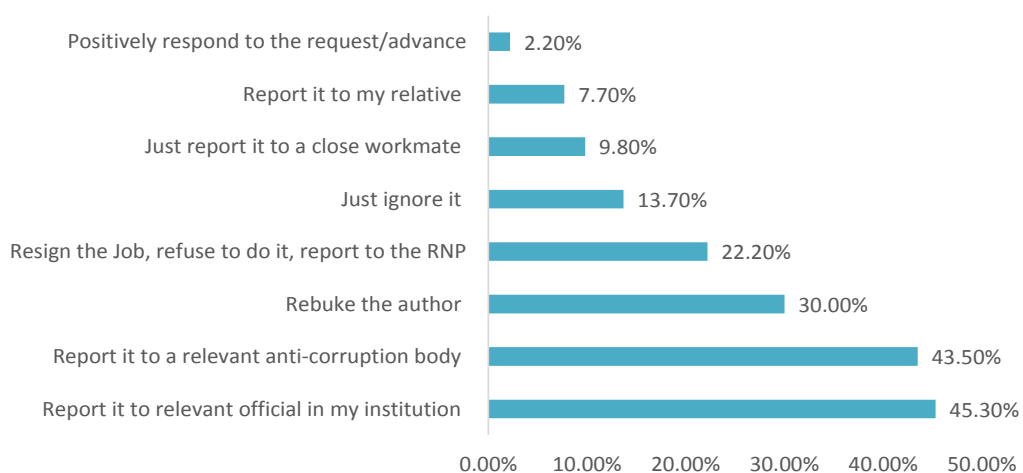
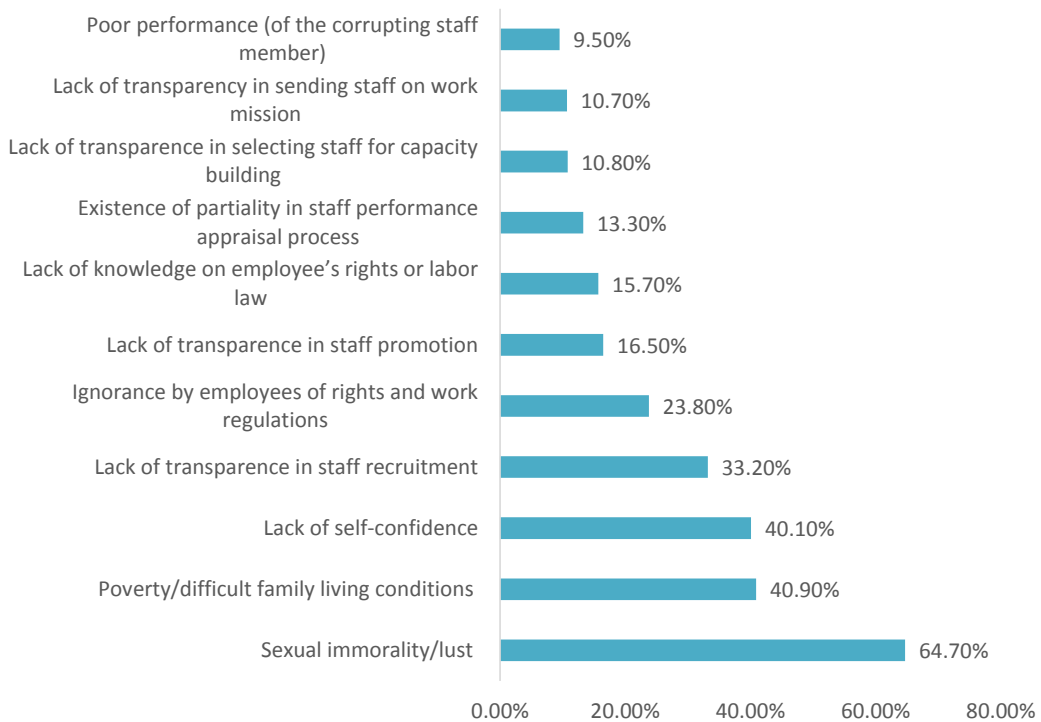


Figure 3. Expected reactions if GBC would be encountered in public workplace

Source: GBC Survey 2017

Figure 3 illustrates that the reactions, if GBC would be encountered, are diverse. It is encouraging to note that the possibility of reporting GBC to a relevant official in their institutions (45 %) and/or to a relevant anti-corruption body (43 %) as well as to relatives and workmates (17% cumulatively) is considered as opportunities.

However, a considerable share of the respondent would not necessarily report it, but simply ignore it (14 %) or resign from their positions (22 %). The attitudes of the latter categories of respondents may imply that some civil servants, despite they awareness of GBC, are not ready to report about cases of GBC to disapprove this form of corruption.



**Figure 4. Awareness of causes for GBC in the public workplace**

Source: GBC Survey 2017

It emerges from the survey that respondents are aware of various potential reasons behind some civil servants indulging in GBC in the workplace. The potential causes can be divided in a) internal/personal causes (e.g. lack of self-confidence by the one experiencing GBC) and b) externally driven causes (e.g. sexual immorality by the one performing GBC).

Sexual immorality or lust (65 %) as well as hard family living conditions (41 %) stand to be the most known reasons by the respondents. Interestingly, the lack of self-confidence, a personally driven factor, has one of the highest proportions causing GBC. At least 4 in 10 respondents are aware of these causes. Lack of transparency in staff recruitment and ignorance by employees of their rights and work regulations were also cited by respondents as possible causes of GBC.

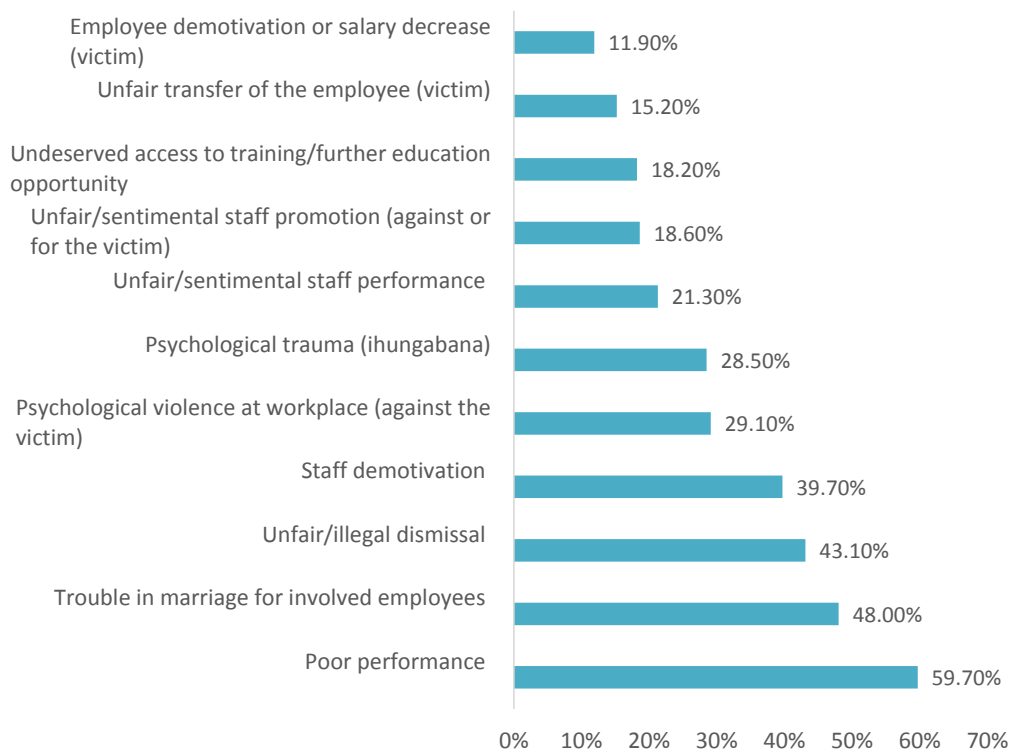


Figure 5. Awareness of potential consequences of GBC in the public workplace

Source: GBC Survey 2017

Potential consequences of GBC are displayed in the figure above, show that trouble in marriage for involved employees, unfair or illegal dismissal of the GBC victims, and employees' demotivation stand as the top three potential effects of the gender-based corruption in the workplace. Other important potential effects include psychological violence committed in the workplace against the victims, psychological trauma, unfair or sentimental performance appraisal and or promotion of the victims, among others. Actual effects of GBC in the workplace are explored below.

As to conclude on this section, one can argue that, overall, the majority of civil servants are aware of GBC in the workplace and have a sound amount of knowledge of major forms, and its potential causes and consequences.

### 3.3. Perception and prevalence of gender based corruption in the public work place

Perception relates mainly to what people think about corrupt malpractices and their subjective level in particular. In contrast, prevalence of corruption involves an objective measurement of corruption cases, each participant in the survey encountered personally over a given period of time. Despite its subjective nature, examining corruption through participants', perception may not only provide an indicative picture or evaluation of comfort or otherwise fear of corruption in their constituency.

In addition, given the criminal, sensitive nature of corruption in many societies, it may be challenging for some participants to report their personal experience with corruption to researchers they meet for the first time, even when efforts to grant them anonymity or confidentiality are made. This is another reason for including perception among the measurement parameter. This issue becomes more challenging when it comes to gender-based corruption in societies where discussing sex issues openly remains a taboo. To mitigate these challenges, not only perception-based questions were asked, but also questions concerning to employee's personal and workmates experience with corruption in their respective institution.

#### 3.3.1. Perception of gender-based corruption in the public workplace in Rwanda

In contrast to the previous section, here the perception of GBC is presented. As described above, the perception was measured to indicate GBC encounter (indirectly). In this section, only selected results are presented, the complete results tables are provided in the Annex 6. The survey shows that nearly all respondents (94.3 %) have heard of gender-based corruption in public workplace in Rwanda (see Figure 6). Regardless of the level and prevalence, this finding implies that GBC is a phenomenon that exists in Rwandan public workplace.

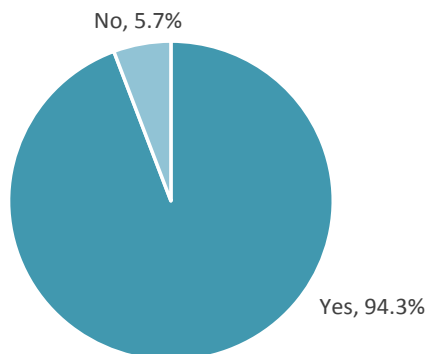


Figure 6 Awareness of GBC in the public workplace in the last 12 months  
Source: GBC Survey 2017

Table 8 Perception of selected forms of GBC

		Total	Score	DK	Overall Total
Dressing intentionally aimed at attracting a workmate of different sex in order to get a favor from him/her at workplace	N	832	<b>2.00</b>	140	972
	%	100.0	<b>50.1</b>	14.4	100.0
	%	%	%	%	%
Offering a gift to a line-manager/supervisor or institutional manager of different sex in order to get a favor from him/her at the workplace	N	969	<b>1.48</b>	214	1183
	%	100.0	<b>37.1</b>	18.1	100.0
	%	%	%	%	%
Sex advance to a line-manager/supervisor or institutional manager of different sex in order to get a favor from him/her at the workplace	N	968	<b>1.39</b>	207	1175
	%	100.0	<b>34.9</b>	17.6	100.0
	%	%	%	%	%
Induce a supervised or a subordinate staff of a different sex to unwanted sexual intercourses in the workplace in exchange of employee's rights or benefits in the workplace	N	971	<b>1.42</b>	201	1172
	%	100.0	<b>35.6</b>	17.2	100.0
	%	%	%	%	%
Harassment towards a workmate of different sex in order to induce him/her into sexual intercourses	N	965	<b>1.64</b>	143	1108
	%	100.0	<b>40.9</b>	12.9	100.0
	%	%	%	%	%
Harassment/persecution towards a supervised or a subordinate staff of a different sex in order to induce him/her into sexual intercourses	N	961	<b>1.70</b>	135	1096
	%	100.0	<b>42.5</b>	12.3	100.0
	%	%	%	%	%
Denying work-based advantages to a supervised or a subordinate staff of a different sex in order to induce him/her into sexual intercourses	N	965	1.78	117	1082
	%	<b>100.0</b>	<b>44.4</b>	<b>10.8</b>	<b>100.0</b>
	%	%	%	%	%
Denying of work-based rights to a supervised or a subordinate staff of a different sex in order to induce him/her into sexual intercourses	N	967	1.74	121	1088
	%	<b>100.0</b>	<b>43.6</b>	<b>11.1</b>	<b>100.0</b>
	%	%	%	%	%
Offering a gift to a workmate of different sex in order to get a favor from him/her at the workplace	N	965	1.99	102	1067
	%	<b>100.0</b>	<b>49.9</b>	<b>9.6%</b>	<b>100.0</b>
	%	%	%	%	%
A promise of promotion of a supervised/subordinate staff of different sex against sexual returns	N	957	<b>1.77</b>	137	1094
	%	100.0	<b>44.3</b>	12.5	100.0
	%	%	%	%	%
Actual promotion of a supervised/subordinate staff of different sex against sexual returns	N	970	<b>1.74</b>	145	1115
	%	100.0	<b>43.5</b>	13.0	100.0
	%	%	%	%	%
Deliberate partiality in the performance appraisal of supervised/subordinate staff of a different sex in order to induce him/her into sexual intercourses	N	970	<b>1.83</b>	115	1085
	%	100.0	<b>45.7</b>	10.6	100.0
	%	%	%	%	%
Granting training or further education opportunity to a workmate or a supervised/subordinate staff of a different sex in order to induce him/her into sexual intercourses	N	970	<b>1.86</b>	128	1098
	%	100.0	<b>46.4</b>	11.7	100.0
	%	%	%	%	%

Sentimental increase of a different sex workmate or a supervised/subordinate staff's salary in order to induce him/her into sexual intercourses	N	958	<b>1.39</b>	214	1172
	%	100.0	<b>34.8</b>	18.3	100.0
Sending a workmate or a supervised/subordinate staff of a different sex on a mission in order to induce him/her into sexual intercourses	N	959	<b>1.85</b>	120	1079
	%	100.0	<b>46.2</b>	11.1	100.0
Illegal protection of a supervised/subordinate staff of different sex in order to induce him/her into sexual intercourses	N	956	<b>1.85</b>	114	1070
	%	100.0	<b>46.2</b>	10.7	100.0

Table 8 displays that many different forms of GBC considered in this study are perceived to exist in Rwandan public service.

Dressing intentionally aimed at attracting a workmate of different sex in order to get a favor from him/her at workplace (50.1%) scored highest, while sex advance to a line-manager or institutional manager of different sex in order to get a favor from him/her at the workplace (34.9%) and unfair or sentimental increase of salary of a different sex workmate or a supervised/subordinate staff in order to induce him/her into sexual intercourses (34.8%) stand as lowest.

The existence of GBC at workplace in the Rwandan public service was also supported by many participants in both FGDs and key informants' interviews. While some of them have only heard of it, others maintained that they have personally experienced it, or have either relatives or workmates who encountered. This was also verified by some human resource managers interviewed in this study.

Disaggregating the data on personal GBC experience by gender shows very interesting results. Overall, this shows that women are more prone to GBC that correlates with sexual intercourses. Namely, in 3 of the GBC forms, only women are apparently prone to GBC: 1) illegal protection of a staff to induce her into sexual intercourses, 2) sending staff on a mission to induce her into sexual intercourses, 3) sex advance to e.g. a line-manger in order to get a favor from him at workplace. When it comes to offering a gift to get a favor or dressing intentionally men are equally or even more experiencing GBC than women.

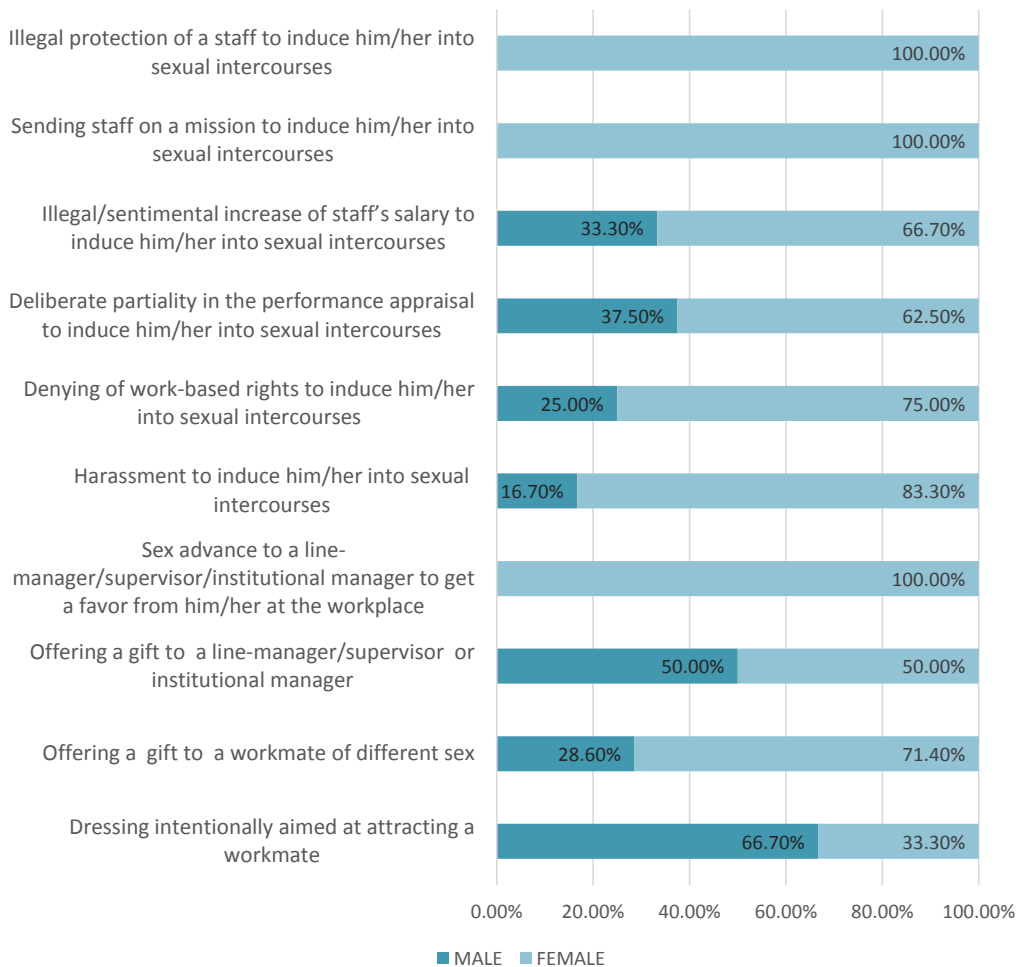


Figure 7 Personal experience of GBC disaggregated by gender

Source: GBC Survey 2017

When it comes to perceived GBC at workplace in selected institutions (see Figure 8 below), public universities/higher learning institutions, local governments and public secondary schools stand as most vulnerable to this type of corruption (i.e. 65.3%, 63.4% and 59.6% respectively), while the Judicial organs are seen as less corrupt (i.e. 40%, 50.6% and 50.9% respectively) compared to the other types of institutions. Overall, the data suggests that the levels of perceived gender-based corruption at workplace of public institutions stand slightly higher than those of GBC in the public service in general. This finding can be supported by findings of the FGDs.

As far as primary and secondary schools are concerned, it was claimed that recruitment, transfer, courses/ subjects allocations are most prone to GBC. In the words of a secondary teacher, *“given the high number of applications for teaching positions in secondary schools, some girls and young women indulge head-teachers or are induced by the latter in sexual matters as a way to get their support in the recruitment process, especially at the district level”*. Another participant suggested that in one secondary school he worked with *“when there were beautiful teachers with low competence, the headmaster used to intentionally allocate only one “minor subject” as a way of easing their workloads in exchange for sexual favors”*. In the same vein, some participants claimed that some female teachers sometimes engage in sexual matters with some relevant district officials for hiring or transfer purposes. However, there was a feeling among some participants in FGDs and human resource managers interviewed that the new recruitment approach which involves independent companies could be reducing to some extent the magnitude of this malpractice.

With regard to GBC in health institutions (hospitals, health centers), participants argued that this type of corruption is sometimes occurring when it comes to selecting and sending employees in training and in scheduling weekend and night shifts *“amazamu”*. The following testimony from a male nurse also head of health center, illustrates this reality: *“The head of a health center I previously worked for used to deliberately schedule night shifts for specific female nurses with the purpose of having sex with them as a reward for granting them training opportunities at the expenses of their fellow nurses”*. This kind of malpractice was also echoed by another participant, a male nurse, who claimed that in his health center, *“the head would schedule fewer night shifts for some female than other nurses in exchange for sexual favors among other things”*.

This problem was reported to exist even in some hospitals and some participants attributed it partly to the fact that many hospitals and health centers are headed by male doctors, while nurses are reportedly largely female who are de facto in weaker positions (compared to the heads of those health entities).



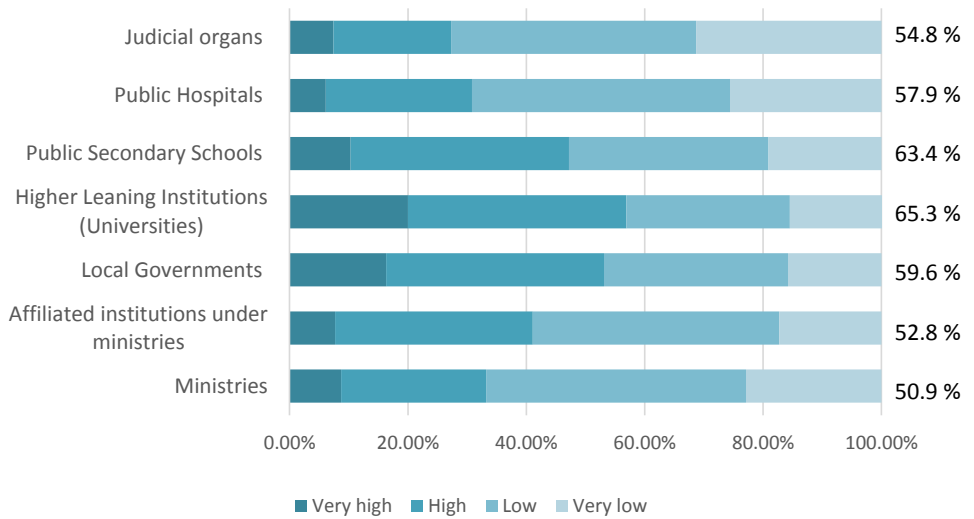


Figure 8 Perception of GBC in selected public institutions

Source: GBC Survey 2017

Unlikely, the perceptions of GBC at the workplace in the public service in general, it emerges from Table 9 that respondents' perceptions of GBC in their respective institutions are slightly lower than the general perception of GBC forms. But still, also GBC in their respective institutions reach considerable values (varying between 34.2 % and 30.8 %). "Illegal protection of a supervised/subordinate staff of different sex in order to induce him/her into sexual intercourses" scores highest.

Table 9. Comparison of perceived GBC forms in the respective institution versus general perception of GBC forms (selected results)

	Perceived forms of GBC in their respective Institution	Perception of selected forms of GBC (in general)
	Score	
Dressing intentionally aimed at attracting a workmate of different sex in order to get a favor from him/her at workplace	33.00%	50.10%
Granting training or further education opportunity to a workmate or a supervised/subordinate staff of a different sex in order to induce him/her into sexual intercourses	33.10%	46.40%
Denying work-based advantages to a supervised or a subordinate staff of a different sex in order to induce him/her into sexual intercourses	33.10%	44.40%
Offering a gift to a workmate of different sex in order to get a favor from him/her at the workplace	33.60%	49.90%
Deliberate partiality in the performance appraisal of supervised/subordinate staff of a different sex in order to induce him/her into sexual intercourses	33.60%	45.70%
Sending a workmate or a supervised/subordinate staff of a different sex on a mission in order to induce him/her into sexual intercourses	33.70%	46.20%
Illegal protection of a supervised/subordinate staff of different sex in order to induce him/her into sexual intercourses	34.20%	46.20%
<b>Overall</b>	<b>32.70%</b>	<b>42.50%</b>

Source: GBC Survey 2017

Table 10 specifies the results of GBC forms to the personal level, or the workmates experiences. Close to 1 in 10 respondents, personally or at least one of their workmates, experienced cases of gender-based corruption at workplace in their current institutions over the past 12 months.

The top five forms of GBC encountered include “dressing intentionally aimed at attracting a workmate of different sex in order to get a favor from him/her at workplace’ (10.3%), illegal protection of a supervised/subordinate staff of different sex in order to induce him/her into sexual intercourses (9.5%), harassment/persecution towards a supervised or a subordinate staff of a different sex in order to induce him/her into sexual intercourses (8.7%), offering a gift to a workmate of different sex in order to get a favor from him/her at the workplace (8.1%), deliberate partiality in the performance appraisal of supervised/subordinate staff of a different sex in order to induce him/her into sexual intercourses (7.7%), and sending a workmate or a supervised/subordinate staff of a different sex on a mission in order to induce him/her into sexual intercourses (7.7%).

Some participants also experienced other forms of GBC at workplace though in lower proportions. It is worth noting that for all these forms of GBC, the prevalence is far higher for a workmate’s encounters than for respondents’ personal experience. One could argue that given the criminal nature of corruption and the particular shame and consequences associated with GBC when it goes public, some people definitely prefer to not disclose it or if this should not be the case, just report it as a workmate’s experience. This argument was supported by some respondents during side discussions after interviews were completed. In the words of an employee of one district, *“It can therefore be less difficult and less embarrassing to attribute to a workmate than to report it as a personal experience”*.

However, few “victims” were willing to share their personal experiences. The two testimonies below illustrate what GBC looks like.

“All started in the institution I previously worked for. Neither I nor he [author] were living with our respective spouses. They were living away from our workplace. So we would go home on weekends. [...] He “author” started by insistently calling me to visit him at his home in our workplace zone in vain. Later on he used to invite me for working sessions at a hotel but I always refused. [...] More unfortunately, when I was transferred to my current institution, I bitterly noticed that he was also in the same institution as my direct supervisor. [...] We would go together on a couple of field work missions and he asked me to sleep with him, in vain. [...] He resumed persecuting me psychologically and publicly including during staff meetings. [...] He infringed on my rights including denying me my annual leave, field working missions, etc. and often told me that he would hasten the termination of my contract.

[...] I tried to report and seek the support of the head of our institution on this issue, but eventually noticed that he [author] had already tarnished my image. The former (head of the institution) was already biased about me and would not let me express freely my stance. As that was not enough, he even called my husband and gossiped about me, claiming that I am professionally incompetent. [...]", a female participant from a national public institution.

"My current direct supervisor often asked me to have sex with him. He insistently used phone calls, short messaging system, and many other suggestive ways, but I flatly refused. [...] This took around two years. Since then, he started persecuting psychologically and infringed on my rights. I eventually reported him to his direct supervisor and called for a meeting to which I provided all the evidence I had. [...]

It was decided that matter should be taken to the institutional Discipline Committee. The Committee investigated on the matter and noticed that I was not even the only female victim of that guy. [...] They recommended us to come to an amicable agreement/solution and asked him to beg pardon. He got stubborn about it. With such a high dissatisfaction, I resolved to take the matter to relevant anti-corruption bodies that are currently examining it thoroughly. After noticing that the matter had reached relevant anti-corruption bodies, the author eventually resigned from the institution. [...] Following this reporting, one of the top leaders of our institution kept persecuting me psychologically, blaming me for "attempting to induce the dismissal of that man". [...]", a female participant from a national public institution.

Although the prevalence of these forms of GBC is low, one can argue that this type of corruption is not a trivial problem in Rwanda, a country that is committed to zero tolerance of corruption. The encounter rate of bribe in Rwanda stands at 23.9% (Transparency International Rwanda, 2017), which is close to 2 and 3 times higher than that some forms of GBC at workplace as revealed by this study. These forms of gender-based corruption at workplace are worth fighting especially due to the fact that most of them can even be considered to some extent as forms of gender-based violence at workplace.

Table 10 Personal and workmate’s experience with various forms of GBC in current public institutions in the past 12 months

	<b>Me personally</b>	<b>My workmate</b>	<b>Overall</b>
Dressing intentionally aimed at attracting a workmate of different sex in order to get a favor from him/her at workplace	0.70%	9.60%	10.30%
Illegal protection of a supervised/subordinate staff of different sex in order to induce him/her into sexual intercourses	0.20%	9.30%	9.50%
Harassment/persecution towards a supervised or a subordinate staff of a different sex in order to induce him/her into sexual intercourses	1.10%	7.60%	8.70%
Offering a gift to a workmate of different sex in order to get a favor from him/her at the workplace	0.50%	7.50%	8.10%
Deliberate partiality in the performance appraisal of supervised/subordinate staff of a different sex in order to induce him/her into sexual intercourses	0.90%	6.80%	7.70%
Sending a workmate or a supervised/subordinate staff of a different sex on a mission in order to induce him/her into sexual intercourses	0.30%	7.40%	7.70%

Source: GBC Survey 2017

Figure 9 illustrates the results, that the large majority of respondents and/or workmates who experienced various forms of GBC at workplace (9 in 10 of higher) were targets or victims. Interestingly, close to 2 in 10 respondents with such an encounter declared having personally dressed intentionally to attract a workmate of different sex in order to get a work related favor from him/her. Considering the issue of disclosing personal experience with GBC as emphasized under the table above, one can be tempted to believe that even disclosing one’s “author” status is neither less difficult. In turn, this leads to assume that the latter status may have been underreported.

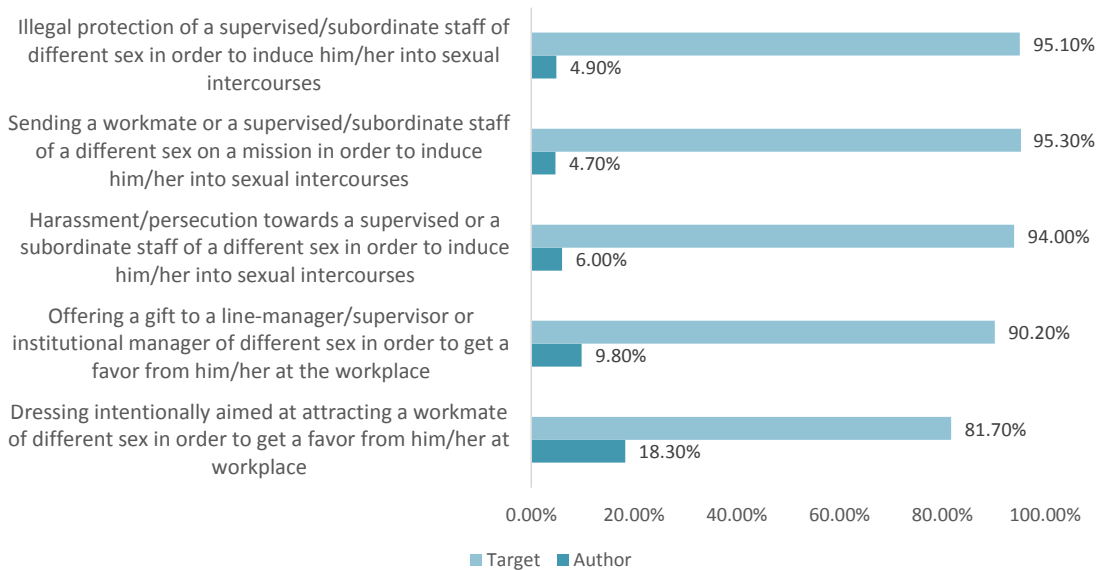


Figure 9. Author or target of the person experienced gender (selected results)

Source: GBC Survey 2017

Authors of the GBC at workplace in the public service are largely in the position of power in the surveyed institutions (see Figure 10). Around 5 in 10 of authors (cumulatively) hold top or senior management positions while close to 4 in 10 are direct line-managers. Authors in same or lower level positions are cumulatively below 3 in 10 of all, and those in lower/subordinate positions alone accounting for close to 2%.

This may imply that abuse of power is a key factor driving gender-based corruption at workplace. In other words, employees in lower positions (depending on the level of the author’s position in the institution) are most likely to be victims of such malpractices. This is supported by most of the testimonies mentioned in various sections of this present report, and by all participants in FGDs and interviews. The power factor is also supported by Transparency International in its definition of corruption as “the abuse of entrusted power for private gain”<sup>3</sup>.

This calls for clear measures that ensure that not only employees are aware of their rights and obligations but also that authors are punished on the basis of existing anti-corruption law.

<sup>3</sup> <https://www.transparency.org/glossary/term/corruption>

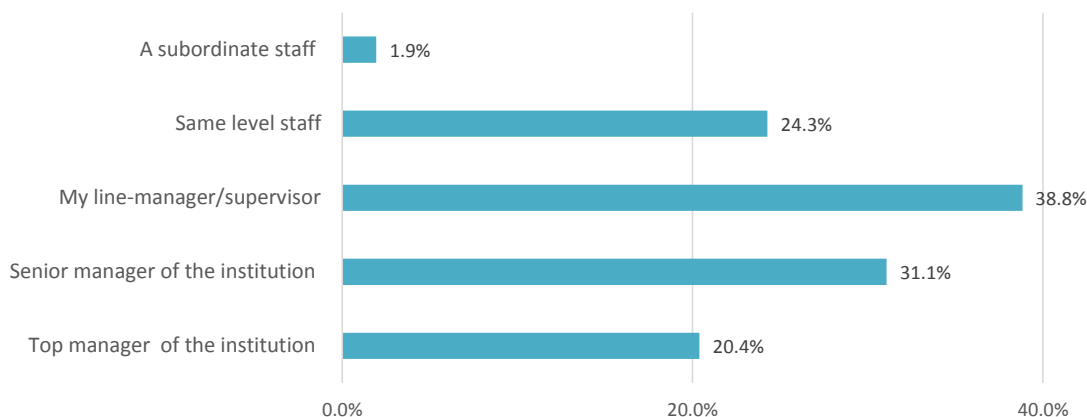


Figure 10. Relationship between victim and author of the GBC experienced

Source: GBC Survey 2017

An interesting picture is presented in Table 11, for the disaggregated data with regard to the positions of the authors and the gender of the victims. In case an author has a more powerful position, in 60 – 65 % of the cases, the victims are women. The same holds true if the author is working at the same level. Only in cases where the author is a subordinate staff, male victims are more prone to GBC – however, as the figure above has shown, GBC in this relationship form is very rare.

Table 11 Relationship of the victims with the authors of the GBC encountered x gender

Author	Victim	
	Male(%)	Female(%)
Top manager of the institution	38.1%	61.9%
Senior manager of the institution	37.5%	62.5%
My line-manager/supervisor	35.0%	65.0%
Same level staff	36.0%	64.0%
A subordinate staff	100.0%	0.0%

Source: GBC Survey 2017

Reporting about corruption proves to be a big challenge in Rwanda. Although the survey revealed high proportions of respondents with encouraging attitude of reporting GBC at workplace should they encounter any of its forms, the data in the figure 10 below shows that in practice, victims of GBC at workplace are not eager to report about it neither to relevant anti-corruption mechanisms nor to relevant officials in their respective institutions. If 6 in 10 victims of this type of corruption “just ignored it” and that only close to 2 in 10 (cumulatively) reported about it to a formal authority, one can argue that there is still a long way to go on the anti-corruption journey with regard to GBC.

The very few who eventually reported it approached their institutions' leaders, Rwanda National Police, Office of the Ombudsman, Public Service Commission and Transparency International Rwanda.

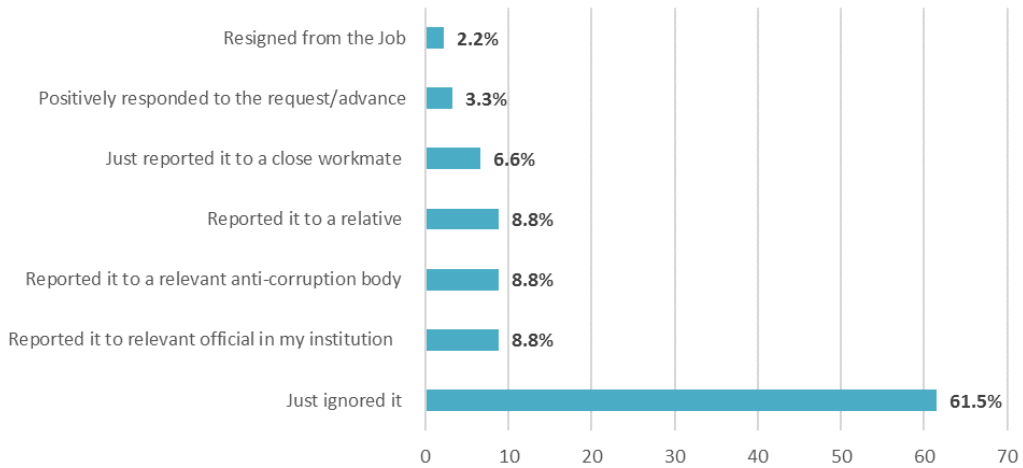


Figure 11. Respondents' reactions in case of GBC encounter

Source: GBC Survey 2017

A couple of other reporting hindrances were provided by participants in this study as shown in Figure 12. Fear of reprisal and other consequences emerges as the most dominant hindrance to reporting cases of GBC at workplace. Five in ten respondents who experienced but did not report this type of corruption claimed it. This should not be considered as a trivial issue given that some participants alluded to cases where victims preferred to resign from their positions, while others reportedly faced psychological violence at workplace as a result of disclosing GBC cases.

Moreover, the belief that reporting would be vain, and lack of sufficient evidence to back one's complaint are other important reasons expressed by respondents. More interestingly, the survey reveals that some victims simply take GBC at workplace as normal hence acceptable as evidenced by around 2 in 10 of those who encountered it. This is even more challenging as respondents with such an attitude are most likely to indulge or induce their workmates in this type of corruption.





Figure 12. Reasons for not reporting GBC at workplace

Source: GBC Survey 2017

Most of these reasons were also echoed by participants in FGDs. For example, lack of tangible evidence was highlighted by civil servants interviewed, including the two mentioned below.

“A friend of mine was harassed by her direct supervisor who wanted to have sex with her. The latter sent her a lot of short messages such as “I love you, you are beautiful, you dress smartly, I want to enjoy sex with you, etc.” She reported it to the Police and provided evidence, which was eventually rejected by the police, arguing that that evidence does not constitute a crime. Do you think she would have any other motivation to report it in the future should she encounter it again?”, a female in a FGD in Kigali.

Another female participant argued:

“suppose that your supervisor or your institution leader asks you verbally to have sex with him, kisses you or strokes your breasts, which evidence would you provide if there was no one else to testify it? Given that it is my supervisor who victimizes me while I can’t have evidence, I rather prefer to keep quiet to safeguard my job. After all the person still exert power upon me”.

Keeping quiet for the sake of protecting one’s position, especially economically vulnerable women, was emphasized by many participants in FGDs. Similarly, other participants said that reporting such a disclosure may open a Pandora’s box as it can easily leak out to the marriage partners who would hardly believe that the victimized partners effectively resisted sexual intercourses. This finding questions the trustworthiness of existing reporting mechanisms to grant optimal confidentiality to victims or witnesses after disclosing informing.

### 3.4. Causes of gender-based corruption at workplace in the public service in Rwanda

To be able to fight gender-based corruption effectively, one should first understand the causes of this problem. This section examines major causes of GBC at workplace as perceived and experienced by employees who encountered this type of corruption in the past 12 months. Manifestly, some of those causes expressed by respondents prove to more perception-based than factual. Though not quite factual, they remain both indicative and informative, hence, useful in taking action to curb this type of corruption.

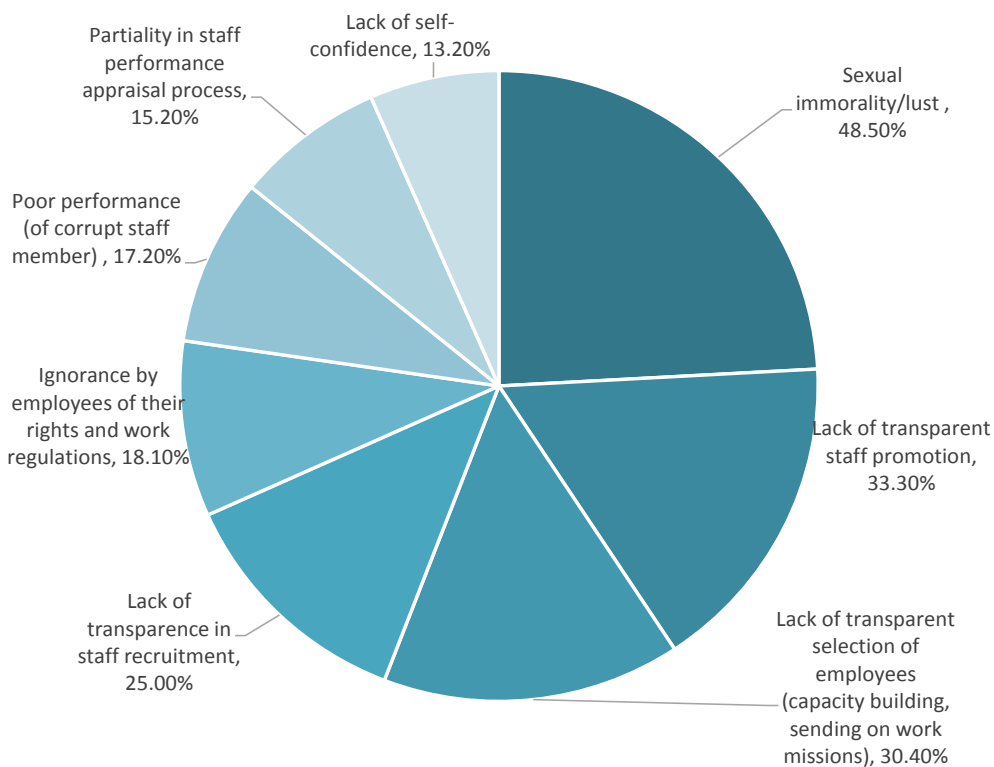


Figure 13 Causes of GBC  
Source: GBC Survey 2017

Sexual immorality or lust (48.5%), lack of transparency in staff promotion (33.3%) and in recruitment (25%) as well as lack of transparency in selecting employees for capacity building and in sending them on work missions (30.4%) stand as top four causes of GBC at workplace in public service as suggested by participants who experienced it over the past 12 months. Other causes include ignorance of employees by their rights and work regulations, poor performance of employees, partiality in staff performance appraisal, lack of self-confidence. One can argue that lust or excessive sexual immorality may be pathological, hence addressed medically/psychologically.

However, when it is coupled with abuse of power, it is likely to get worse and more devastating at workplace. As far as other causes mentioned are concerned, most of them involves both power relations and abuse in the institutions. Despite the existence of clear legal and policy frameworks<sup>4</sup> for recruitment, promotion, performance appraisals, capacity building needs assessment, official work missions in the Rwandan public service, and the findings in the table above suggests that the enforcement of those frameworks have not been fully effective.

This calls for increased efforts and commitment to ensure that human resource management process is transparent and that relevant and safe reporting mechanisms are in place and effective with regard to abuse of entrusted power, particularly GBC at workplace. Some illustrations of this type of corruption are reflected through the following participants' statements.

As regards lust, some participants in FGDs maintained that there are some men who, at every time they see women, they are immediately taken by sexual desires. As one male participant claimed:

*“A workmate of mine once told me that when he sees a woman, he feels attracted by her in a way that his mind goes to engaging in sexual intercourse with her.”*

One can therefore argue that when such men are in positions of power at workplace they are most likely to indulge in GBC. Should there be some women with similar problem, the same is also likely to happen. In addition to the reasons shown in the figure above, a couple of other drivers of GBC at workplace were shared by participants in FGDs. Some female participants maintained that hard living conditions and joblessness do push some women to indulge in GBC at workplace.

In the words of a female civil servant:

*“For the sake of ensuring family livelihoods, some employees have no choice but to accept sexual advances proposed by their bosses or supervisors. For example, a widow employee can notice that if she doesn't accept, her boss or supervisor will plot her dismissal, which will lead to her children's starvation. She eventually submits”.*

In the same vein, it was argued that some economically vulnerable women are always victims but sometimes authors of GBC at workplace.

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<sup>4</sup> See table 2

*“While some economically vulnerable women suggest sexual favors to their male supervisors or leaders through provocative dressing and look, special care, flattering words, and, as you know, not all men do resist such behaviors. In return, favors granted to such women include going on work missions, partiality in staff performance appraisal, small personal loans which are never paid back, etc.”, a female participant.*

The same view was echoed by a human resource manager in one national institution in these words:

*“The author is sometimes the victim. Consider a leader or supervisor who asks a female subordinate or secretary to come and work with him on an urgent work-related matter in his office. You notice that that lady wears a mini-skirt, her breasts almost outside, and at times rubbing smoothly her breasts on her supervisors’ bodies as she shows him a passage in the file. What else would you expect in such a situation?”*

Similarly, the following testimonies emerged from FGDs with civil servants:

*“a friend of mine[female] who has been in unemployment situation for a long time often tells me that she was not lucky yet to meet an employer who needs sex favors in exchange of employment”.*

*“My close workmate once told me that “ukena ufite itungo rikakugoboka’ [when you get economically vulnerable, you turn to your livestock which eventually rescues you]”, arguing that she can’t deny sexual favors to a supervisor or leader who would grant her sound professional favors in return”, a female participant.*

*“Here, some girls get professional internship because of sexual favors to our senior managers. Later on, the latter grant them all support they can to get employment contracts”, a male employee in a district hospital.*

*“I was asked to pay Frw 300,000 when reforms were ongoing and I was told that shouldn’t I have money I could use sexual favors. I know many who eventually had sex with persons in charge during those reforms”, female employee in a public academic institution. “Some of contributors to our newspapers use sexual favors to get their stories published”, an employee in public media house.*

Despite increasing poverty alleviation and economic development programs<sup>5</sup> implemented by the government of Rwanda and various stakeholders, some participants emphasized that unemployment, especially for university graduates, remains challenging hence driving GBC at workplace.

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<sup>55</sup> Include Ubudehe, Vision 2020 Umurenge Programme, Hanga Umurimo, Kora Wigire, EDPRS, etc.

There was a feeling that in spite of recently observed sound improvement and rigor in staff recruitment in the public service, sex still plays a role in some recruitment processes, though evidence proves hard to find out especially when their mutual consent among the two parties involved. Similarly, the fear of losing one’s position/job pushes some civil servants, particularly women, to not resist sexual advances from their leaders and supervisors who exert power upon the former. In addition, as discussed above, in some cases, some women, especially those who are economically vulnerable do initiate sex advances in search of protection and various favors at workplace. This calls for doubling effort in creating employment opportunities; empowering people, especially youth to effectively become job creators; and enhance more transparency in staff recruitment processes in the public service in Rwanda.

**3.5. Consequences of gender-based corruption at workplace in the Rwandan public service**

In the light of other types of corruption, gender-based corruption at workplace does not go without negative effects in public services and on individual employees. This section examines major consequences of this type of corruption in Rwanda.

Table 12 Consequences faced by respondents/workmates who encountered GBC at workplace in the public service

	Frequency	%
Permanent psychological violence (verbal ; persecution/)	30	30.9%
Unfair dismissal	29	29.9%
Staff demotivation (victim)	23	23.7%
Unfair transfer of the staff	20	20.6%
Discrimination from other staff benefits	15	15.5%
Denial of training/further education opportunity	10	10.3%
Denial of promotion opportunity	6	6.2%

Source: GBC Survey 2017

Participants who encountered GBC at workplace in their current institutions witnessed a couple of consequences related to rebuking, resisting and reporting the authors of this type of corruption (see Table 12).

Major consequences include permanent psychological violence inflicted by authors on victims at workplace, unfair dismissal, partiality in performance appraisal (against the victims), staff demotivation (both victims and workmates affected) and unfair transfer of the victims, discrimination from other staff benefits, denial of training and promotion opportunities. In the same vein, it is worth noting that in some cases, employees may face double, triple or multiple victimization in the same institution.

As a matter of fact, while encountering GBC itself constitute a victimization, some of the above consequences are concurrently experienced by some victims, hence adding on the initial victimization.

A couple of testimonies below illustrate some consequences of GBC at workplace.

*“I know a case where a girl did an exam on the lawyer position and she got high marks and after interview, the chief of department informed her that they will meet at Marriott Hotel and he told her that jobs are now scarce and if she is willing to get it, they can plan and do something since both are not married no one will break a promise.” He told her that he is the one who is behind her success and he gave her one day to think about the proposal. The girl reported the case and eventually got the job but she faced continuous harassment by the same person. She has now requested to change the department, she even has recordings”, an employee of a public institution*

*“She was my boss, sometimes she invited me to share a meal with her and other times she called me in her office pretexting that we need to work together on something. Once in her office, she complimented me on how smart I am dressed and then she played pornography. I once recorded her, she noticed and took my phone and erased the recordings. After realizing that I won’t accept to sleep with her, she framed me that I had put on fire on the Rwandan constitution. I got imprisoned for a while before I eventually got released and resumed working in this institution”, a male employee in a public institution.*

*“I was sexual harassed by my boss, he wanted us to indulge in sexual intercourse but I refused, since then I was denied to go in trainings”, an employee in a district hospital. “GBC is a real challenge for the public service. Most of employees that are recruited through GBC do not prove to be productive as they occupy positions they are not qualified for”, a human resource manager.*

*“Gender-based corruption at workplace does not impact negatively on our institutions only. Sometimes, repeated sexual relationships end up leaking hence reaching up to their respective spouses. I have heard of cases where this resulted in conjugal conflicts that eventually led to divorce”, a human resource manager*

*“Women that are involved in sex matters with their supervisors or bosses do neither respect their workmates nor their direct supervisors; they also behave as bosses.*

*This brings about frustration, demotivation and conflicts among and between staff members, which does not go without negative effects on both institutional and personal performance and productivity”, a human resource manager.*

*“Gender-based corruption at workplace is a driver of poor service delivery. Unqualified employees hired on the basis of sexual matters are most likely to deliver poor service. Some of them do even carelessly handle customers because they know their bosses whom they are in love with can hardly hold them accountable”, a male participant*

Moreover, participants emphasized the psychological effects of GBC at workplace, especially when sexual requests have been flatly rejected by the victims. It was argued that in many cases, employees who did not submit to sexual requests from their supervisors and bosses were often insulted openly, treated as incompetent, unfairly evaluated, denied some of the professional rights or advantages such as trainings, going on work missions, etc. This proved to be so psychologically traumatizing that some employees eventually decided to resign from their positions.

Manifestly, gender-based corruption at workplace has critical consequences on employees’ morale and performance, institutional productivity and service delivery, as well as on the stability of employees’ families. Ultimately, as other forms of corruption, GBC affects negatively the country economy and heavily impacts on the vulnerable groups (poor people, widows, orphans,).



## 4. CONCLUSION AND RECOMMENDATIONS

This study examined the state of gender-based corruption (GBC) at workplace in Rwandan public institutions. With this report, TI-Rw first of all wanted to provide new evidence of GBC and thus bring the policy makers and the public as whole to more general debate on GBC, sexual harassment and gender discrimination at workplace back on the agenda. Further, the results also shed light on the need to tackle the GBC as pre-requisite to the achievements of two SDGs (16 and 5). Overall, the nexus between the two SDGs is highly relevant for the future debate of GBC in Rwanda.

A particular focus was put on civil servants' attitudes and awareness of GBC at workplace, the level and prevalence (encounter) of this type of corruption as well as causes and consequences of GBC in Rwanda. Using a mixed methods approach, this countrywide study targeted 120 public institutions, from which 1031 employees were selected for the survey. For the sake of data triangulation and interpretation, FGDs and interviews were also conducted with resource persons and key informants.

This research yielded a number of key findings related to GBC in public workplaces:

### **Awareness of GBC**

1. 96 % of the respondents are aware of GBC at workplace and have knowledge of some of its forms, causes and consequences in theory.
2. Nearly all respondents consider GBC at workplace as unacceptable malpractice and the majority of respondents have a positive attitude towards reporting it in case of encounter.

### **Perception and Encounter of GBC**

3. Compared to the awareness, also the perception (encounter) of GBC stands very high: 94.3 % have heard of GBC in public workplace in Rwanda. The major forms of GBC are: 50.1% dressing intentionally aimed at attracting a workmate of different sex in order to get a favor from him/her at workplace: and 34.6% sentimental increase of a different sex workmate or a supervised/subordinate staff's salary in order to induce him/her into sexual intercourses.



4. Overall, GBC in their respective institutions is at 32.7%; with “illegal protection of a supervised/subordinate staff of different sex in order to induce him/her into sexual intercourses” as the highest (34.2%), while “induce a supervised or a subordinate staff of a different sex to unwanted sexual intercourses in the workplace in exchange of employee’s rights or benefits in the workplace”, scores lowest (30.0%).
5. Nearly to 1 in 10 respondents, personally or at least one of their workmates, experienced cases of gender-based corruption at workplace in their current institutions over the past 12 months. The criminal nature of corruption and the taboo nature of sexual topics in the Rwandan culture hampered to some extent the optimal disclosure of personal experience with GBC both at the individual and institutional level. For all GBC forms examined, personal encounter was disclosed at the rate of less than 1%, while it nearly reached 10% when it came to workmate’s experience. Manifestly, it was easier to report a workmate’s encounter than personal one, as some interviewees actually claimed.

### ***Reporting of GBC***

6. Interestingly, unlike the high proportions of respondents who would report GBC to relevant officials in their institutions (45.3%) or to relevant anti-corruption bodies (43.5%), the survey reveals that only close to 2 in 10 (cumulatively) reported about it to a formal authority. 6 in 10 victims of this type of corruption “just ignored it”.
7. Fear of reprisal and other consequences, the belief that reporting would be vain, and lack of sufficient evidence to back one’s complaint emerges as the most dominant hindrances to reporting cases of GBC at workplace by those who encountered it.

### ***Causes of GBC***

8. As regards the causes of GBC at workplace in the Rwandan public service, participants who experienced it over the past 12 months listed sexual immorality or lust (48.5%), lack of transparency in staff promotion (33.3%) and in recruitment (25%) as well as lack of transparency in selecting employees for capacity building and in sending them on work missions (30.4%) among top four.

9. Besides, provocative dressing (for some female civil servants), economic vulnerability of some female civil servants, limited employment opportunities among university graduates in Rwanda, and fear of losing one's job/position were almost unanimously mentioned among other causes, by participants in FGDs and interviews.

### ***Consequences of GBC***

10. As far as GBC consequences are concerned, the survey shows that, depending on whether the victims rebuke, resist or report the authors of this type of corruption, major consequences include permanent psychological violence inflicted by authors on victims at workplace, unfair dismissal, partiality in performance appraisal (against the victims), staff demotivation (both victims and workmates affected) and unfair transfer of the victims, discrimination from other staff benefits, denial of training and promotion opportunities. In addition, participants in FGDs and interviews cited examples of conjugal conflicts (of one of spouse involved in GBC at workplace) that eventually led to divorce; and poor service delivery.

Considering the key findings of the survey, especially the causes, the consequences and the challenges/gaps related to reporting cases of GBC at workplace, the following actions are recommended as measures to contribute in curbing this malpractice.

### ***Policy recommendations***

1. Given the loopholes observed in the definition of corruption in the existing penal code, ongoing reform of the penal code of Rwanda should clearly define "gender-based corruption" in order to clarify its forms. Hence, this eases the process of investigating, prosecuting and punishing it. Relevant anti-corruption bodies should collaborate with the Law Reform Commission to this end.
2. In the "Law Regulating Labor in Rwanda", Art. 9, consequences and compensation schemes for termination of employment contracts after losing the job due to GBC should be defined.
3. The Government of Rwanda should enhance open space office policy as a way to contribute to eradicating private moments that can lead to or favor GBC at workplace.

### ***Recommendations for public institutions to raise awareness and facilitate reporting schemes***

4. The Office of Ombudsman and Gender Monitoring Office (GMO) should double their effort in monitoring, especially how GBC complaints are examined and handled in order to redress potential irregularities.
5. Public institutions should introduce a focal person/representative in charge of GBC, representing the staff members and who has the authority to report. This person can be elected by staff members and should be empowered. This person can also collaborate with other anti-corruption bodies.
6. Sensitizing girls and women to build their confidence at workplace, to maintain ethical/cultural values.
7. Revisiting the performance appraisal to reduce subjectivity in the results based management system.

### ***Recommendations to increase accountability***

8. The Public Service Commission, Rwanda Management Institute (RMI), MIFOTRA, CESB, should double efforts to oversee the staff recruitment, transfer, promotion, training, work mission and dismissal processes to ensure that there is increased transparency and fairness. This will contribute in minimizing the likelihood of corruption, including GBC.
9. In order to enhance the reporting of GBC at workplace, anti-corruption bodies including Rwanda National Police, Office of the Ombudsman, MIFOTRA, PSC, Trade Unions, GMO, National Public Prosecution Authority and Transparency International Rwanda should increase anti-corruption awareness campaigns on GBC with a particular emphasis on reporting mechanisms and related protective measures. In addition, such campaigns should aim at empowering potential victims of GBC with regard to gathering evidence in case of encounter of corruption including GBC.
10. TI-Rw and Ombudsman should put in place a service charter on forms of GBC and reporting mechanisms.



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## 6. ANNEX

**Table 13** Indicator framework

OBJECTIVE	INDICATOR	SUB-INDICATOR	SOURCE OF DATA	METHOD
Determine the level of awareness and knowledge of gender based corruption in the public work place in Rwanda	Proportion of civil servants who are aware of gender-based corruption in public workplace (disaggregated by gender)		Civil servants	Questionnaire
	Proportion of civil servants who are aware of various forms of gender-based corruption in public workplace		Civil servants	Questionnaire
	Civil servants' attitudes vis-à-vis various forms of gender-based corruption in public workplace (disaggregated by gender)		Civil servants	Questionnaire , FGDs
	Proportion of civil servants who are aware of causes (at least 3) of gender-based corruption in public workplace (disaggregated by gender)		Civil servants	Questionnaire , FGDs, Interviews, Desk
	Proportion of civil servants who are aware of consequences (at least 3) of gender-based corruption in public workplace (disaggregated by gender)		Civil servants	Questionnaire , FGDs, Interviews, Desk

	Proportion of civil servants who have heard of gender-based corruption in public workplace in Rwanda over the past 12 months (disaggregated by gender).		Civil servants	Questionnaire , FGDs, Interviews, Desk
Examine the level of personal perception and/or experience of gender based corruption in the public work places in Rwanda	Level of perceived gender-based corruption in the public workplace in Rwanda (disaggregated by form of corruption)	Extent of perceived gender-based corruption in the public workplace in Rwanda (disaggregated by form of corruption)	Civil servants	Questionnaire , FGDs, Interviews, Desk
		Extent of perceived gender-based corruption in the public workplace in Rwanda (disaggregated by category of institutions)	Civil servants	Questionnaire , FGDs, Interviews, Desk
		Extent of perceived gender-based corruption in the public workplace in Rwanda (disaggregated by public sectors)	Civil servants	Questionnaire , FGDs, Interviews, Desk
		Frequency of perceived gender-based corruption in the public workplace in Rwanda (disaggregated by gender)	Civil servants	Questionnaire , FGDs, Interviews, Desk
	Prevalence of gender-based corruption in public workplace in Rwanda	Proportion of civil servants who personally experienced gender-based corruption in public workplace in the last 12 months (disaggregated by	Civil servants	Questionnaire , FGDs, Interviews, Desk

		gender)		
		Proportion of civil servants whose workmates experienced GBC in public workplace in the last 12 months(disaggregated by form of corruption)	Civil servants	Questionnaire , FGDs, Interviews, Desk
		Reasons for not reporting the GBC in the public workplace	Civil servants, Key informants	Desk, Questionnaire, FGDs, Interviews
		Effectiveness of existing mechanisms (institutions) in charge of preventing, fighting and reporting GBC in public institutions in Rwanda	Civil servants, Key informants	Desk, Questionnaire, FGDs, Interviews
	Formulate actionable recommendations to curb gender based corruption in the public work places in Rwanda	Actions to be taken to prevent and fight the GBC in the public workplace in Rwanda	Civil servants, Key informants	Desk, Questionnaire, FGDs, Interviews

## Annex 1 Awareness of GBC forms

	Yes (N)	No (N)	DK (N)	Total (N)	Yes (%)	No (%)	DK (%)
Offering a gift to a workmate of different sex in order to get a favor from him/her at workplace	95 5	59	17	1031	<b>92.6</b> %	5.7%	1.6 %
A promise of promotion of a supervised/subordinate staff of different sex against sexual returns	95 4	54	23	1031	<b>92.5</b> %	5.2%	2.2 %
Actual promotion of a supervised/subordinate staff of different sex against sexual returns	94 4	57	30	1031	<b>91.6</b> %	5.5%	2.9 %
Illegal protection of a supervised/subordinate staff of different sex in order to induce him/her into sexual intercourses	94 4	66	21	1031	<b>91.6</b> %	6.4%	2.0 %
Sending a workmate or a supervised/subordinate staff of a different sex on a mission in order to induce him/her into sexual intercourses	93 9	66	26	1031	<b>91.1</b> %	6.4%	2.5 %
Sex advance to a line-manager/supervisor or institutional manager of different sex in order to get a favor from him/her at the workplace	93 5	57	39	1031	<b>90.7</b> %	5.5%	3.8 %
Granting training or further education opportunity to a workmate or a supervised/subordinate staff of a different sex in order to induce him/her into sexual intercourses	93 1	69	31	1031	<b>90.3</b> %	6.7%	3.0 %
Deliberate partiality in the performance appraisal of supervised/subordinate staff of a different sex in order to induce him/her into sexual intercourses	90 4	102	25	1031	<b>87.7</b> %	9.9%	2.4 %
Denying of work-based rights to a supervised or a subordinate staff of a different sex in order to induce him/her into sexual intercourses	89 5	121	15	1031	<b>86.8</b> %	11.7 %	1.5 %
Denying work-based advantages to a supervised or a subordinate staff of a different sex in order to	89 2	127	12	1031	<b>86.5</b> %	12.3 %	1.2 %



induce him/her into sexual intercourses								
Offering a gift to a line-manager/supervisor or institutional manager of different sex in order to get a favor from him/her at the workplace	85 7	153	21	1031	<b>83.1</b> %	14.8 %	2.0 %	
Illegal/sentimental increase of a different sex workmate or a supervised/subordinate staff's salary in order to induce him/her into sexual intercourses	84 5	112	74	1031	<b>82.0</b> %	10.9 %	7.2 %	
Harassment/persecution towards a supervised or a subordinate staff of a different sex in order to induce him/her into sexual intercourses	78 9	222	20	1031	<b>76.5</b> %	21.5 %	1.9 %	
Offering a gift to a workmate of different sex in order to get a favor from him/her at the workplace	78 6	216	29	1031	<b>76.2</b> %	21.0 %	2.8 %	
Induce a supervised or a subordinate staff of a different sex to unwanted sexual intercourses in the workplace in exchange of employee's rights or benefits in the workplace	76 2	240	29	1031	<b>73.9</b> %	23.3 %	2.8 %	
Harassment towards a workmate of different sex in order to induce him/her into sexual intercourses	75 0	261	20	1031	<b>72.7</b> %	25.3 %	1.9 %	
Dressing intentionally aimed at attracting a workmate of different sex in order to get a favor from him/her at workplace	67 7	333	21	1031	<b>65.7</b> %	32.3 %	2.0 %	

Source: GBC Survey 2017

## Annex 2 Perception of GBC at workplace in selected institutions

		Very High	High	Low	Very Low	Total	Score	DK	Overall Total
<b>Ministries</b>	N	49	138	247	129	563	2.19	431	994
	%	8.7%	24.5%	43.9%	22.9%	100.0%	54.8%	43.4%	100.0%
<b>Affiliated institutions under ministries</b>	N	47	203	253	105	608	2.32	357	965
	%	7.7%	33.4%	41.6%	17.3%	100.0%	57.9%	37.0%	100.0%
<b>Local Governments</b>	N	126	284	240	122	772	2.54	200	972
	%	16.3%	36.8%	31.1%	15.8%	100.0%	63.4%	20.6%	100.0%
<b>Public Universities</b>	N	165	305	228	129	827	2.61	159	986
	%	20.0%	36.9%	27.6%	15.6%	100.0%	65.3%	16.1%	100.0%
<b>/Higher Learning Institutions</b>									
<b>Public Secondary Schools</b>	N	83	296	271	153	803	2.38	184	987
	%	10.3%	36.9%	33.7%	19.1%	100.0%	59.6%	18.6%	100.0%
<b>Public Hospitals</b>	N	41	167	295	173	676	2.11	311	987
	%	6.1%	24.7%	43.6%	25.6%	100.0%	52.8%	31.5%	100.0%
<b>Judicial organs</b>	N	41	110	229	173	553	2.03	431	984
	%	7.4%	19.9%	41.4%	31.3%	100.0%	50.9%	43.8%	100.0%

Source: GBC Survey 2017

### Annex 3 Perception of GBC forms at the respective institutions

		Total	Score	DK	Overall Total
Dressing intentionally aimed at attracting a workmate of different sex in order to get a favor from him/her at workplace	N %	733 100.0%	<b>1.32</b> <b>33.0%</b>	232 24.0 %	965 100.0%
Offering a gift to a workmate of different sex in order to get a favor from him/her at the workplace	N %	671 100.0%	<b>1.30</b> <b>32.6%</b>	294 30.5 %	965 100.0%
Offering a gift to a line-manager/supervisor or institutional manager of different sex in order to get a favor from him/her at the workplace	N %	648 100.0%	<b>1.31</b> <b>32.6%</b>	318 32.9 %	966 100.0%
Sex advance to a line-manager/supervisor or institutional manager of different sex in order to get a favor from him/her at the workplace	N %	641 100.0%	<b>1.25</b> <b>31.2%</b>	324 33.6 %	965 100.0%
Induce a supervised or a subordinate staff of a different sex to unwanted sexual intercourses in the workplace in exchange of employee's rights or benefits in the workplace	N %	625 100.0%	<b>1.23</b> <b>30.8%</b>	340 35.2 %	965 100.0%
Harassment towards a workmate of different sex in order to induce him/her into sexual intercourses	N %	667 100.0%	<b>1.29</b> <b>32.2%</b>	298 30.9 %	965 100.0%
Harassment/persecution towards a supervised or a subordinate staff of a different sex in order to induce him/her into sexual intercourses	N %	676 100.0%	<b>1.30</b> <b>32.5%</b>	288 29.9 %	964 100.0%
Denying work-based advantages to a supervised or a subordinate staff of a different sex in order to induce him/her into sexual intercourses	N %	669 100.0%	<b>1.33</b> <b>33.1%</b>	296 30.7 %	965 100.0%
Denying of work-based rights to a supervised or a subordinate staff of a different sex in order to induce him/her into sexual intercourses	N %	672 100.0%	<b>1.32</b> <b>33.0%</b>	294 30.4 %	966 100.0%
Offering a gift to a workmate of different sex in order to get a favor from him/her at the workplace	N %	664 100.0%	<b>1.34</b> <b>33.6%</b>	298 31.0 %	962 100.0%
A promise of promotion of a supervised/subordinate staff of different sex against sexual returns	N %	650 100.0%	<b>1.31</b> <b>32.7%</b>	314 32.6 %	964 100.0%
Actual promotion of a supervised/subordinate staff of different sex against sexual returns	N %	659 100.0%	<b>1.30</b> <b>32.5%</b>	304 31.6 %	963 100.0%
Deliberate partiality in the performance appraisal of supervised/subordinate staff of a	N %	682 100.0%	<b>1.34</b> <b>33.6%</b>	278 29.0 %	960 100.0%

different sex in order to induce him/her into sexual intercourses				%	
Granting training or further education opportunity to a workmate or a supervised/subordinate staff of a different sex in order to induce him/her into sexual intercourses	N	680	<b>1.32</b>	284	964
	%	100.0%	<b>33.1%</b>	29.5	100.0%
				%	
Illegal/sentimental increase of a different sex workmate or a supervised/subordinate staff's salary in order to induce him/her into sexual intercourses	N	658	<b>1.27</b>	307	965
	%	100.0%	<b>31.7%</b>	31.8	100.0%
				%	
Sending a workmate or a supervised/subordinate staff of a different sex on a mission in order to induce him/her into sexual intercourses	N	688	<b>1.35</b>	278	966
	%	100.0%	<b>33.7%</b>	28.8	100.0%
				%	
Illegal protection of a supervised/subordinate staff of different sex in order to induce him/her into sexual intercourses	N	695	<b>1.37</b>	269	964
	%	100.0%	<b>34.2%</b>	27.9	100.0%
				%	
<b>Overall</b>	N		<b>1.30%</b>		
	%		<b>32.7%</b>		

Source: GBC Survey 2017

#### Annex 4 Status (author or target) of the experienced GBC in their institution

		<b>Author</b>	<b>Target</b>	<b>Total</b>
Dressing intentionally aimed at attracting a workmate of different sex in order to get a favor from him/her at workplace	N <b>11</b> % <b>18.3%</b>	49	60	100.0%
Offering a gift to a workmate of different sex in order to get a favor from him/her at the workplace	N <b>3</b> % <b>6.0%</b>	47	50	100.0%
Offering a gift to a line-manager/supervisor or institutional manager of different sex in order to get a favor from him/her at the workplace	N <b>4</b> % <b>9.8%</b>	37	41	100.0%
Sex advance to a line-manager/supervisor or institutional manager of different sex in order to get a favor from him/her at the workplace	N <b>2</b> % <b>5.3%</b>	36	38	100.0%
Induce a supervised or a subordinate staff of a different sex to unwanted sexual intercourses in the workplace in exchange of employee's rights or benefits in the workplace	N <b>1</b> % <b>2.9%</b>	34	35	100.0%
Harassment towards a workmate of different sex in order to induce him/her into sexual intercourses	N <b>1</b> % <b>2.3%</b>	42	43	100.0%
Harassment/persecution towards a supervised or a subordinate staff of a different sex in order to induce him/her into sexual intercourses	N <b>3</b> % <b>6.0%</b>	47	50	100.0%
Denying work-based advantages to a supervised or a subordinate staff of a different sex in order to induce him/her into sexual intercourses	N <b>2</b> % <b>4.2%</b>	46	48	100.0%
Denying of work-based rights to a supervised or a subordinate staff of a different sex in order to induce him/her into sexual intercourses	N <b>1</b> % <b>2.1%</b>	47	48	100.0%
Offering a gift to a workmate of different sex in order to get a favor from him/her at the workplace	N <b>0</b> % <b>0.0%</b>	51	51	100.0%
A promise of promotion of a supervised/subordinate staff of different sex against sexual returns	N <b>0</b> % <b>0.0%</b>	44	44	100.0%
Actual promotion of a supervised/subordinate staff of different sex against sexual returns	N <b>0</b> % <b>0.0%</b>	41	41	100.0%
Deliberate partiality in the performance appraisal of supervised/subordinate staff of a different sex in order to induce him/her into sexual intercourses	N <b>2</b> % <b>3.8%</b>	50	52	100.0%
Granting training or further education opportunity to a workmate or a supervised/subordinate staff of a different sex in order to induce him/her into sexual intercourses	N <b>0</b> % <b>0.0%</b>	51	51	100.0%
Illegal/sentimental increase of a different sex workmate or a supervised/subordinate staff's salary in order to induce him/her into sexual intercourses	N <b>2</b> % <b>3.7%</b>	52	54	100.0%
Sending a workmate or a supervised/subordinate staff of a different sex on a mission in order to induce him/her into sexual intercourses	N <b>3</b> % <b>4.7%</b>	61	64	100.0%
Illegal protection of a supervised/subordinate staff of different sex in order to induce him/her into sexual intercourses	N <b>3</b> % <b>4.9%</b>	58	61	100.0%

Source: GBC Survey 2017



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