



TRANSPARENCY
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RWANDA



Rwanda bribery Index 2016



ACKNOWLEDGMENTS

Rwanda Bribery Index is an annual survey through which Transparency International Rwanda (TI-RW) aims at establishing experiences and perceptions of this specific form of corruption in Rwanda. It constitutes a backbone of TI-RW's advocacy initiatives in the fight against petty corruption which continues to creep in service delivery within public, private and civil society institutions in Rwanda.

It's encouraging to find that there is an improvement in the fight against corruption among the public institutions, mainly the police and the Judiciary. According to the findings, Rwandans have hope that corruption is decreasing and will keep decreasing next year. It shows that the efforts made in the fight against corruption are fruitful and that we are on the right way towards our zero tolerance to corruption policy.

On behalf of TI-RW, I would like to warmly thank those who continuously made this study possible. Let me start with Norwegian People's Aid (NPA), a longstanding partner of our organisation, which funds the research through Public Policy Information Monitoring and Advocacy (PPIMA) project.

Furthermore, I would like to thank the consultant team, Mr. Binenwa Jean Bosco, Mr. Gasafari Willy and Mr. Mukwende Placide and all other dedicated research assistants (enumerators and data entry clerks) who provided their expertises in carrying out this survey. Similarly, I would like to thank TI-Rw's research team led by Albert Rwego Kavatiri, TI-Rw's Programme Manager who coordinated the field work, data analysis and report writing. My special thanks also go to TI-Rw's Executive Director, Mr. Apollinaire Mupiganyi, for his encouragement, guidance and quality control throughout the process of this research.

Last but not least, I do want to explicitly thank the citizens of Rwanda and the representatives of all interviewed institutions who took their valuable time to grant interviews and provided the opinions and information to supplement quantitative data in a bid to improve the quality of this report.

Marie Immaculée Ingabire

Chairperson of Transparency Rwanda

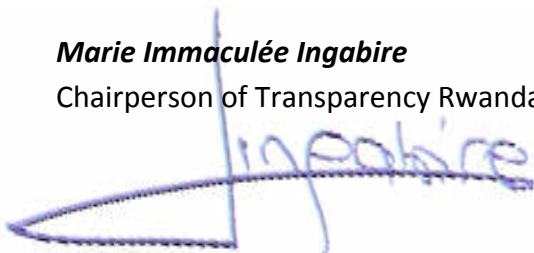


TABLE OF CONTENTS

ACKNOWLEDGMENTS.....	3
TABLE OF CONTENTS.....	4
LIST OF FIGURES.....	5
LIST OF TABLES.....	5
EXECUTIVE SUMMARY	6
1. INTRODUCTION.....	8
2. OBJECTIVES OF THE SURVEY	9
3. METHODOLOGY	10
3.1. Approach.....	10
3.2. Sampling frame and sample size.....	10
3.3. Demographics.....	13
4. PRESENTATION OF THE FINDINGS	14
4.1. Corruption perception.....	14
4.2. Government’s commitment to fight corruption.....	15
4.3. Personal Experience with Bribery.....	16
4.3.1. Bribes encountered	16
4.3.2. Likelihood of encountering bribe occurrence	17
4.4. Prevalence of bribery.....	19
4.5. Average size of Bribe.....	20
4.6. Share of Bribe.....	21
4.7. Perceived Impact of Bribe.....	22
4.8. Reporting of Corruption Cases.....	24
5. CONCLUSION AND RECOMMENDATIONS.....	26
6. Bibliography	28
7. Annex	29

LIST OF FIGURES

Figure 1: Mobile data collection mapping.....	13
Figure 2: Demographics.....	13
Figure 3: Perceived level of corruption.....	14
Figure 4: Government's commitment to fight corruption.....	15
Figure 5: Bribes encountered.....	16
Figure 6: Bribe encounter disaggregated by gender, education and income.....	17
Figure 7: Likelihood of bribery.....	17
Figure 8: bribe demand in recruitment processes.....	18
Figure 9: Prevalence of bribery.....	19
Figure 10: Bribery in construction related services.....	20
Figure 11: Average size of bribe.....	20
Figure 12: Ten top services with the highest average size of bribe.....	21
Figure 13: Share of Bribery.....	22
Figure 15: Bribe undermines development.....	24
Figure 16: Reporting of Corruption Cases.....	24
Figure 17: Trend of corruption reporting.....	25

LIST OF TABLES

Table 1: District sample allocation.....	11
Table 2: Impact of Bribe.....	23

EXECUTIVE SUMMARY

Transparency International Rwanda (TI-RW) publishes the annual Rwanda Bribery Index, a survey mapping incidences of bribe encounter in Rwanda. This year's edition marks a turning point in mapping not only bribe incidences in public and private institutions but also focusing on services, which are frequently a source of bribery in Rwanda.

The survey was conducted on the nationwide sample of 2373 adult citizens representing the adult population of Rwanda, which reaches 6,206,552 in 2016¹. The method employs a structured face-to-face questionnaire, which investigates true incidences of bribe encounter in the last 12 months prior the survey. Data quality assurance has included this year extensive training for data collectors, rigorous data supervision and, automatized geographic information system positioning on the 10% of the sample. The data sample is calculated at the significance level of 0.05 which provides 95% confidence in the data reliability.

This year reveals mixed messages on the success of the fight against corruption in Rwanda. **24.4% of adult Rwandans encountered bribe in the last 12 months, which marks an increase of 7 per cent compared to 2015. If extrapolated to the population nationwide, the absolute number of Rwandans being offered a bribe or demanding a bribe directly or indirectly has reached more than 1.5 million people in 2016!** When cross-checked with other indicators, the data suggests that petty corruption and bribery is on the increase in Rwanda.

It is estimated that corrupt transactions calculated as an average of bribe per transaction multiplied by corrupt transactions nationwide has reached staggering **35.5 billion RWF in last 12 months**. This amount represents financial resources that could be spent more productively on other vital services. For example, bribes in schools and universities amount to resources by the state for 12 year education of 605,437 students! If there was no bribe in the local government, **147,778 families of four persons** could have been provided with **Ubudehe category1 for one year** (240,000 RWF) with the total amount of bribes paid in the last 12 months! All bribes taken together in last 12 months amount to 94% of Agaciro development fund accumulated in last 5 years. These figures show that the cost of corruption on the Rwandan society is still huge.

When looking at institutions and services most endangered by bribery, services provided in traffic police, private sector especially in recruitment, Rwanda Revenue Authority, judicial police and universities take the lead.

Corrupted people in the high demanded services of Local government and police received almost two thirds of the total amount of bribes. It is also obvious that bribery aggravates social inequality and hampers access to services for the poor. Average bribe to judicial

¹ Projected population based on 2012 census | Source: NISR, 2012 Population and Housing Census, Thematic Report: Population Projections

police amounts 147 tsd RWF. Banks cash in on average 88tsd RWF per bribe. It takes further 32tsd RWF to get a service from a local government entity. Health and private sector come at the 'cheapest' price.

Given the fact that 43% of respondents indicate monthly income of less than 10tsd RWF per month, it takes four months for a poor person to 'save' for a bribe at a university or almost 9 months to haul enough money to bribe a bank!

An innovative approach this year has enabled to look at a selection of concrete services, which are prone to bribery. Getting a driving license, an aspiration of especially young people, would cost 155 tsd. FRW on bribe. Alarmingly, despite a lot of effort to make recruitment in the public and private sector transparent, recruitment is very prone to bribe in both private and public institutions. To get a job at the local government costs on average 150tsd RWF. One can also bribe out of being taxed. It costs on average 87tsd RWF. To reduce the tax level would come cheaper but still costs 62tsd RWF. ***Needless to say, these resources are stolen from the Rwandan society on the expense of personal enrichment of a few.***

The survey acknowledges that corruption in Rwanda remains in check. The accumulated amount of the bribery experienced in 2016 reaches around 0.5% of Gross Domestic Product of Rwanda. This is still quite a negligible number compared even to developed countries in Europe. However, the evidence suggests that bribery is still a problem that does not seem to be reducing over time, quite on the contrary.

To remedy the cost of corruption, a few simple measures can be put in place at little or no cost. Awareness campaigns against corruption need to be sustained towards different audiences. It is pertinent that key institutions, namely the Office of the Ombudsman lead the fight with evidence-based and targeted campaigns in institutions and in services which are most prone to corruption. Bottom-up accountability of institutions towards citizens needs to be strengthened. Meaningful citizen participation in planning and budgeting as well as responsiveness of the authorities to whistleblowers and complaints are the key for success.

New laws which will make embezzlement a punishment eligible under the anti-corruption legislation are commendably in the pipeline. These laws need to be passed urgently and asset recovery needs to be sped up. Again, police, prosecution and Ombudsman need to work on their investigation capacity to redouble the successes achieved in the field of asset recovery.

New tools need to be introduced to close or at least mitigate the loopholes in obtaining certain services. It must be made harder to bribe for a driving license or construction permit. E-solutions, cashless payments, service charters and other tools are a step in the right direction but they may not provide the ultimate solution. There needs to be a true zero tolerance to corruption, especially exercised by the public. Reporting of bribery is still a challenge and needs to be further supported by the authorities and the civil society. Unreported crime of bribery means committing a crime twice and aggravating the cost of corruption to all Rwandans.

1. INTRODUCTION

It is internationally documented that in Rwanda corruption has fallen sharply in recent years at a faster rate than other countries around the world, especially in Africa. The fight against corruption in the country is seen in the context of bringing efficiency in the public service and promoting conducive economic environment for doing business which is instrumental to bringing investments as to boost up the Rwandan economy.

However, Rwanda is not entirely corruption free. According to the Rwanda Bribery Index, the Private sector, Police, judiciary and local government are sectors recording the highest incidences of corruption in Rwanda. Despite the existence of appropriate laws and legal provisions protecting corruption witnesses and whistle-blowers, citizens willing to report corruption or associated crimes still need encouragement and more effective protection.

In Rwanda, political commitment in promoting good governance has been the driving force in preventing and fighting corruption. Zero tolerance motto under the Rwanda anti-corruption policy has been instrumental in supporting the coordination of actions against corruption. State and non-state actors widely agree that corruption in Rwanda is still a cause for concern, with the President himself acknowledging that the momentum on anti-corruption must be sustained. For example, the last National Leadership Retreat 2015, an executive body setting out the governmental priorities every year, concluded that corruption stalls big infrastructure projects, erodes a number of social schemes and disrupts service delivery by public institutions.

Rwanda Bribery Index shows that businesses such as banks, credit-lending institutions and providers of utilities are also frequently implicated in petty corruption. The extent of corruption, especially in awarding of public contracts and access to information leading to commercial advantages remaining challenging in Rwanda. It is worth noting that procurement suffers from the frequent lack of transparency and unintended and purposive procedural errors, especially in public tendering. The Government recently agreed to roll out electronic public procurement system² at all public entities, which should further reduce the face-to-face contact between bidders and contracting authorities, thus the corruption potential can be further reduced.

Nevertheless, the lack of culture from citizens to hold public authorities accountable proves hard to reverse. Despite *de jure* protection of whistleblowers, less than 1% of all corruption-related cases are logged by whistleblowers³. The reporting of corruption encounter is also relatively low. According to 2016 RBI, only around 15% of bribe encountered is reported, among other reasons of not reporting is due to fear of consequences (Transparency International Rwanda, 2016).

² Known as “Umucyo e-Procurement System of Rwanda,” Since the launch of the e-Procurement eight public entities, 81 procurement officers, and 275 bidders and suppliers have been registered and started using the system, according to RPPA as of July, 2016.

³ Data from the Transparency International Rwanda project Advocacy and Legal Advice Centers (2012-2016)

In a bid to monitor the progress of the anti-corruption effort by the government of Rwanda, Transparency International Rwanda undertakes each year Rwanda Bribery Index aimed to assess the incidence of corruption in different institutions and services that are perceived to be most prone to corruption. The 2016 RBI is the seventh edition of its kind.

2. OBJECTIVES OF THE SURVEY

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

The specific objectives of the survey were as to:

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

The Rwanda Bribery Index is analysed through five bribery indicators as follows:

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

3. METHODOLOGY

3.1. Approach

This survey used exclusively a quantitative approach and sought to establish the extent of bribe in Rwanda by seeking information from ordinary citizens while interacting with public officials. Furthermore, the survey used both random and purposive technique. The purposive technique aimed to enable urban districts to be included in the sample as they are more likely to provide more services than rural areas hence, higher risk of corruption. The questionnaire was the only instrument used to capture data on bribery incidences. The latter was administered face-to-face to Rwandan citizens aged 18 years and above by trained and skilled interviewers.

3.2. Sampling frame and sample size

Rwanda Bribery Index 2016 like the previous ones, is a nationwide survey. The sample size is computed on the basis of various parameters such as the desired degree of precision, target population size, timing and budget. Data from Population projection for 2016 based on 2012 census places the Rwandan population aged 18 and above at **6,206,552** (study population). The sample was calculated using the formula below.

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

Where:

$z = 1.96$ for 95% level of confidence

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

$e =$ desired margin of error

$N =$ population size

In this estimation the significance level is taken as 95% with a margin of error of 2 %. Such a sample size provides a base for meaningful comparison to undertake statistically valid sub stratifications that fall within acceptable confidence level. Based on the above formula the sample size for the RBI 2016 survey was 2400 respondents as far as the category of ordinary people were concerned. However, due to quality control measures during the data collection some invalid questionnaires were removed from the sample which made the total of 2373 respondents surveyed (99%). The table below presents the sample allocation by Province and District.

Table 1: District sample allocation

Province	District	Frequency (N)	Percent (%)
Kigali City	GASABO	138	5.8%
	KICUKIRO	84	3.5%
	NYARUGENGE	84	3.5%
		306	12.9%
South	HUYE	293	12.3%
	KAMONYI	236	9.9%
		529	22.3%
East	KIREHE	240	10.1%
	NYAGATARE	310	13.1%
		550	23.2%
North	GICUMBI	234	9.9%
	RURINDO	181	7.6%
		415	17.5%
West	NGORORERO	269	11.3%
	RUBAVU	304	12.8%
		573	24.1%
TOTAL		2373	100.0%

The survey on RBI 2016 was conducted in the four Provinces of the country and City of Kigali at the household level. In each province two districts were selected except in the city of Kigali where three districts were chosen. The selection of districts was based on both purposive and random sampling as mentioned earlier. The number of respondents in each district was proportionately computed according to the sample size of Districts as provided by the 2016 population projection data.

- **Data collection**

This exercise was carried out by skilled interviewers and team leaders recruited and trained on the matter under study. The training covered issues such as survey methods, questionnaire structure and content, interviewers/supervisors' responsibilities, as well as on survey ethics. Questionnaires were distributed face to face to respondents in the selected districts included in this study as shown in the above table and recorded bribery experiences as well as perception from respondents. Only those who interacted with any institution in the last 12 months were eligible to be interviewed. This year the study introduced new services that are likely prone to corruption than those included in the previous RBI. Those are for example : construction, recruitment, detention, driving licence, etc.

- **Pilot Survey**

Before starting the data collection process a “pilot survey” was organized in Kanombe sector which was not covered by the actual survey. The pilot survey allowed testing the research tools with regard to the clarity, wording, coherence and consistency of the questions. It also served as an opportunity for interviewers and supervisors to get used to the tools they have to use during the actual survey.

After this stage the research tools were submitted to an *ad hoc* workshop for validation of research tools and methodology by TI-RW stakeholders. After securing all required authorizations, the fieldwork has immediately started.

- **Data analysis**

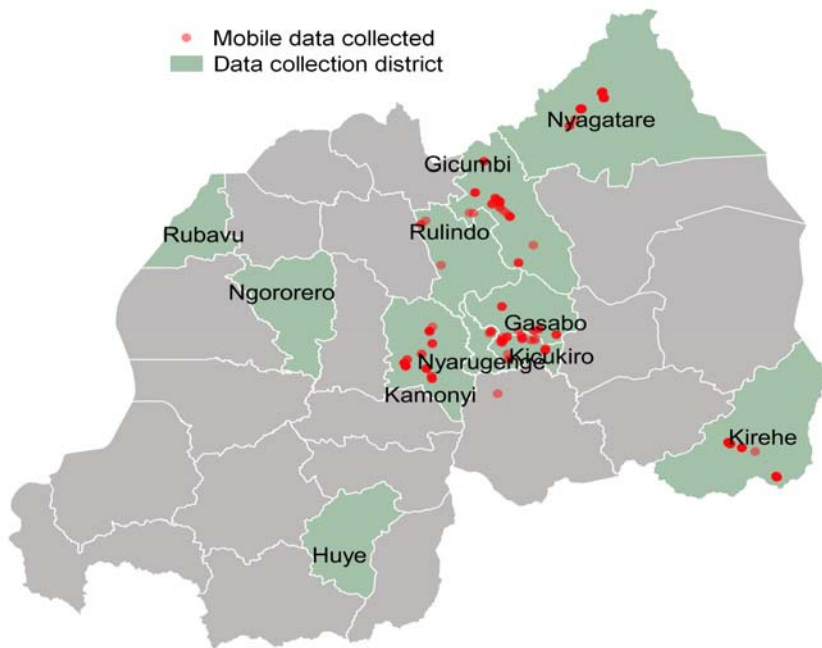
For the purpose of data entry, clerks were recruited and trained on the data base entry process by an IT specialist. Based on the questionnaire, a specific data entry application was designed using Statistical Package for Social Science (SPSS). A mask for the data entry was used to enter data from collected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

- **Quality control**

In a bid to ensure data quality, the data collection activity was supervised by skilled team leaders recruited based on their experience in carrying out such activity. Other quality control measures include:

- Extensive training of data collectors and data entry clerks;
- Two levels of supervision at the stage of data collection and data entry;
- Large data sample calculated at the significance level of 0.05 which provides 95% confidence in the data reliability
- Data cleaning: removing outliers, missing data interpolation to improve the data quality
- Pilot in RBI 2016: 10% of the data collected with support of mobile data collection (KoBoToolbox) tools for improved sampling quality assurance (see figure 1 below).
- Assessment and approval of the 2016 RBI tools and methodology by the NISR;
- Recruitment of skilled interviewers and supervisors

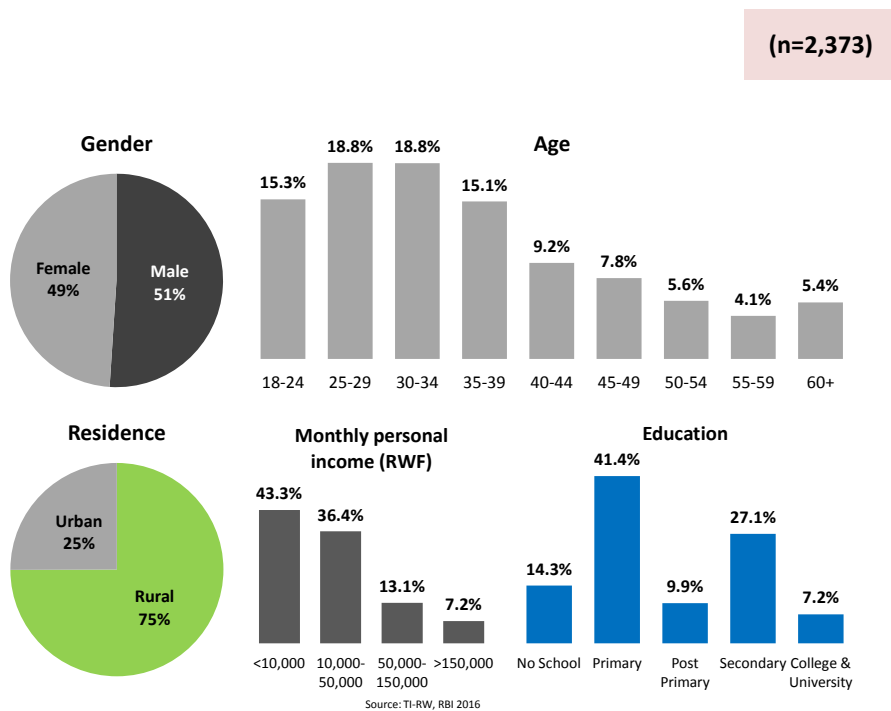
Figure 1: Mobile data collection mapping



3.3. Demographics

This section presents key characteristics of the respondents who participated in the survey such as: age, gender, type of residence, level of education and income as shown in the figure 2 below.

Figure 2: Demographics



The above figure shows that the majority(52.9%) of respondents are young (aged 18-34). Furthermore, adults population represent nearly 47% of the surveyed citizens meaning that people of all age category were given equal opportunity to express their perceptions and experience on the state of corruption in Rwanda.

The data above suggests that there is no significant difference between the proportions of men and women who participated in the 2016 RBI(49% of female and 51% of male) which also confirms a fair distribution of respondents in the sampling strategy. Similarly, the respondents' distribution by type of residence for 2016 RBI is not far from the national average⁴ with 25% urban and 75% rural.

It has emerged from the findings that the majority of the respondents(41.4%) have attained primary school level followed by those who had a secondary school education(27.1%) and those with no school attainment (14.3%). This finding also reflects the national average on education as the majority of Rwandans have attained primary education only.

With regard to the monthly personal income of respondents, the data above indicates that cummulatively 79.7% of respondents earn RFW 50.000 and below on monthly basis while only 7.2% earn above RWF 150.000. This indicates that most respondents fall in the low income category reflecting the nature of the study on bribe incidences which targets people who indulge in corruption with small amount of money.

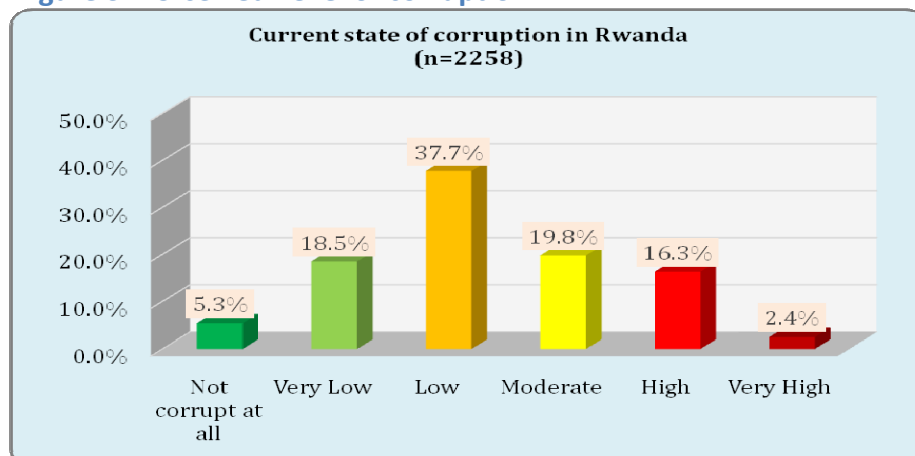
4. PRESENTATION OF THE FINDINGS

4.1. Corruption perception

4.1.1. Perceived level of corruption

The figure below shows the perceived level of corruption as reported by Rwandan citizens in the year under study.

Figure 3: Perceived level of corruption



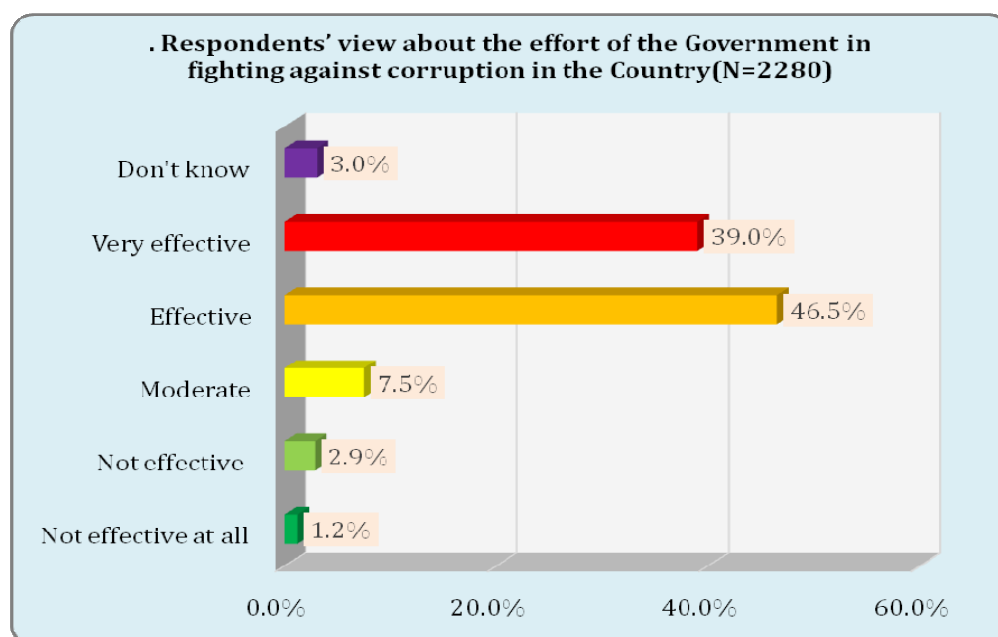
⁴ Urbanization rate in Rwanda is around 20% (DHS 2015)

The above figure indicates that the majority of respondents in Rwanda believe that the level of corruption in their country is low (61.5%), while a relatively small percent perceive it as high (18.7%). It is worth noting that in the previous RBI, the proportion of citizens who perceived corruption to be high was 8% implying that the perception of bribe incidence has increased in 2016.

4.2. Government's commitment to fight corruption

The respondents' perception on the effort of the government of Rwanda to fight against corruption is shown in the figure below.

Figure 4: Government's commitment to fight corruption



A vast majority of respondents (85.5%) recognize the effort of their government in fighting corruption. This strong confidence of Rwandans in their government to fight corruption is also supported by many observers including research institutions such as World Bank, World Economic Forum, Mo Ibrahim and Transparency International. The President of the Republic of Rwanda himself acknowledges that the momentum on anti-corruption must be sustained. According to him *“Everybody has to understand the consequences of diverting resources that were meant to deliver health, education, agriculture or infrastructural services. In our situation the consequences are huge.”*(H.E. Paul Kagame, 2016).

It is also known that the Government and all other stakeholders place a great emphasis on the work with the public in regards to anticorruption prevention. Public campaigns on this subject matter are relatively frequent. Office of the Ombudsman and other governmental and non-governmental institutions organize countrywide meetings with citizens to mobilize against and prevent petty corruption. CSOs and media have also an explicit mandate to fight corruption and injustice in Rwanda, address corruption through preventive mechanisms coupled with the fight against corruption.

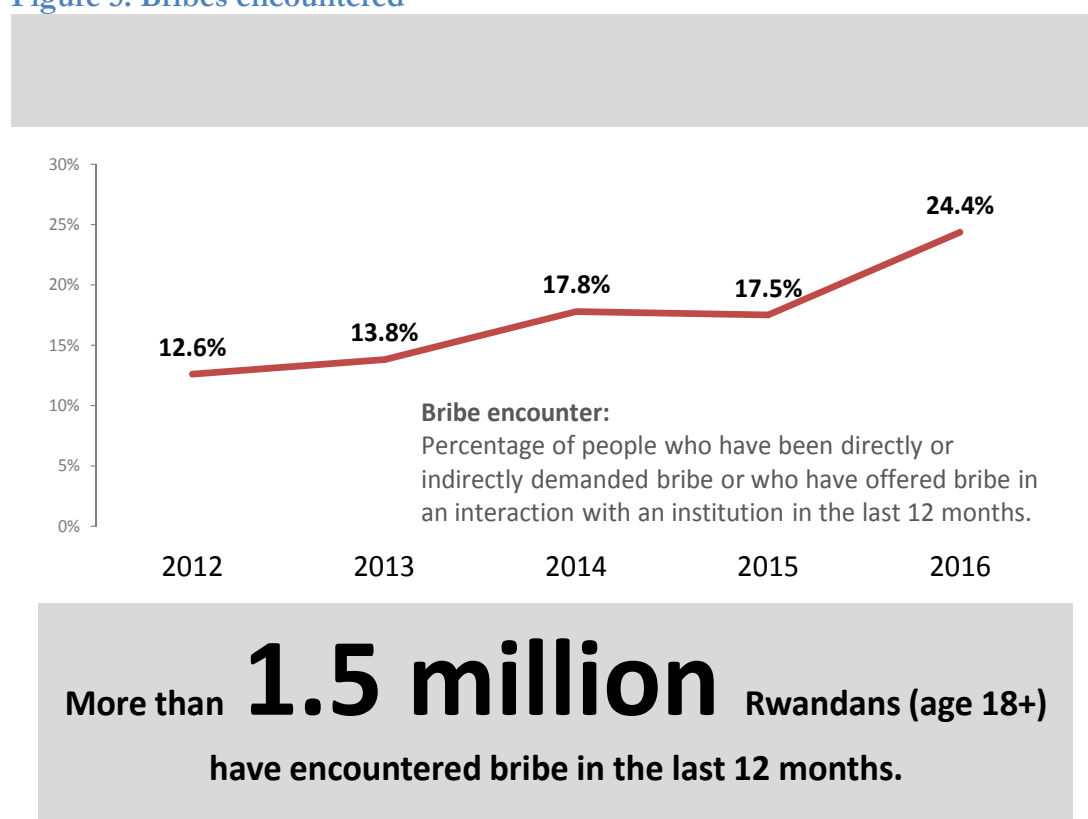
4.3. Personal Experience with Bribery

While the previous section has dealt with perceptions, this one discusses personal experience with bribes incidences in Rwanda. The experience of bribes is analysed in accordance with the level of interaction with service providers.

4.3.1. Bribes encountered

Bribe encountered refers to both bribe demanded and offered. The figure below presents a trend analysis on the proportion of citizens who have encountered bribes while interacting with service providers between 2012 and 2016.

Figure 5: Bribes encountered



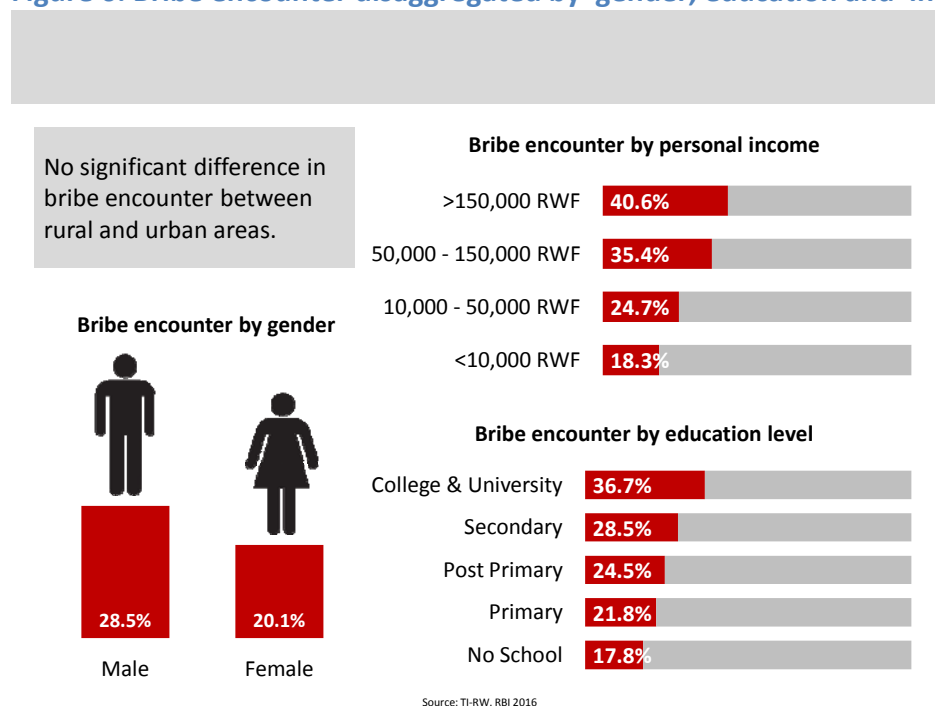
Source: TI-RW, RBI 2011-2016 | NISR, 2012 Population and Housing Census, Thematic Report: Population Projections

The 2016 RBI reveals that 24.4 percent of people who interacted with a service provider in the past 12 months in Rwanda have demanded or offered a bribe while seeking for a service. Notably, the current Bribery index indicates that bribe encounter has relatively increased by 6.9% from last year. This may be partly due to the fact that this year the study introduced new services that are likely prone to corruption than those included in the previous RBI. Those are for example : construction, recruitment, detention, driving licence, etc.

The extrapolation of the level of bribe encountered (24.4%) from the sample to the study population (6,206,552) implies that 1.5 million of Rwandans have encountered bribe in the last 12 months.

Moreover, the figure below suggests that highly educated, high income and male citizens are more likely to encounter bribe in Rwanda.

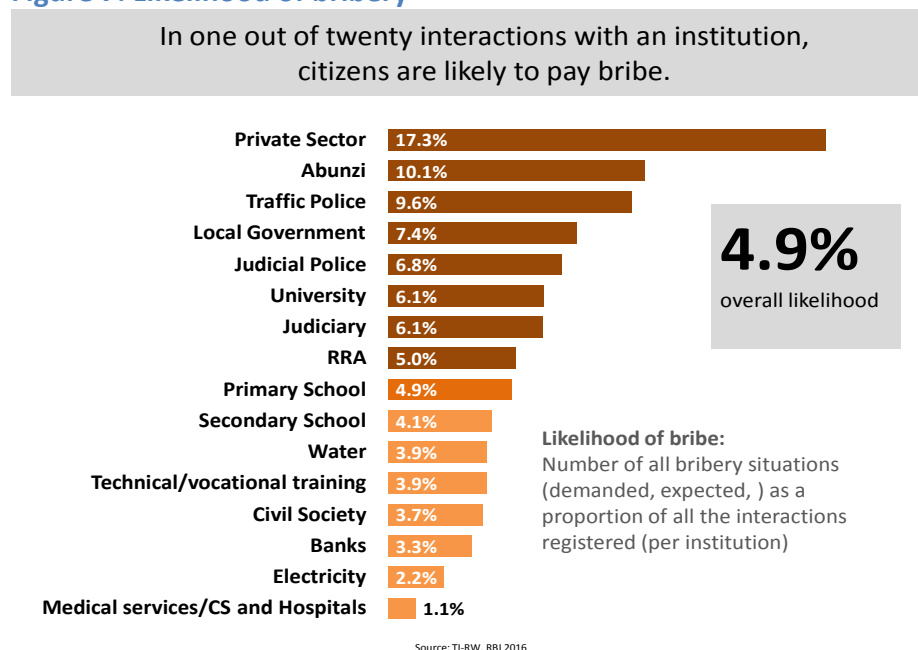
Figure 6: Bribe encounter disaggregated by gender, education and income



4.3.2. Likelihood of encountering bribe occurrence

This indicator is derived from the number of all bribery situations (demanded or offered), encountered by respondents while seeking for service. The table below presents the bribe likelihood among the following institutions.

Figure 7: Likelihood of bribery



The 2016 RBI reveals five institutions most prone to the likelihood of bribes incidences in Rwanda including the Private sector (17.3%), Mediators (Abunzi : 10.1%), Traffic Police (9.6%) , Local government (7.4%) and the Judicial Police (6.8%).

The private sector emerged as the institution most vulnerable to bribes demand in 2016. This is mainly due to a high level of bribes demand in recruitment process involving especially companies working in the infrastructure sector and temporary job seekers. This finding corroborates TI-RW work in 2016 on the Integrity Pact projects carried out in Rubavu, Musanze, Huye and Kayanza districts where 11% of temporary workers were victims of bribes in the recruitment process.

The vulnerability and practices of corruption within the human resource systems of private sector is mainly explained by the lack of transparency of the senior and top management in the recruitment process. The latter, are given unlimited powers to decide on matters of recruitment, hiring, transfer, promotions, rewards and punishments within the organization, which open up several avenues for unethical practices to emerge.

Beside the private sector, public sector is also reportedly involved in corrupt practices during the recruitment process. The data above show that primary schools are also vulnerable to corruption while dealing with recruitment process. According to TI-RW clients through IFATE (2015), some school management committees ask for bribe to teachers as a condition to get a job or a transfer near his/her residence.

The figure below illustrates the extent of bribe demand in the recruitment process as extrapolated from the survey findings to the national level.

Figure 8: bribe demand in recruitment processes

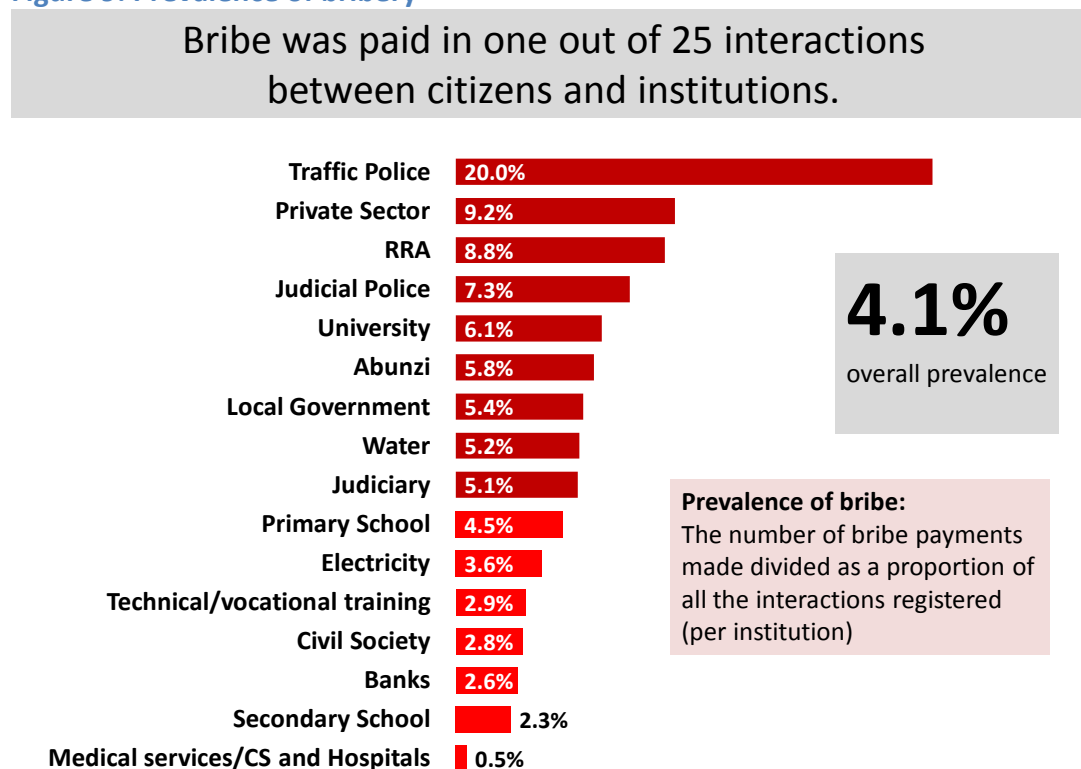


Source: TI-RW, RBI 2016

4.4. Prevalence of bribery

This indicator captures the probability that a bribe is paid to a service provider upon interaction with the service seeker. The table below shows the prevalence of bribe among the selected institutions.

Figure 9: Prevalence of bribery

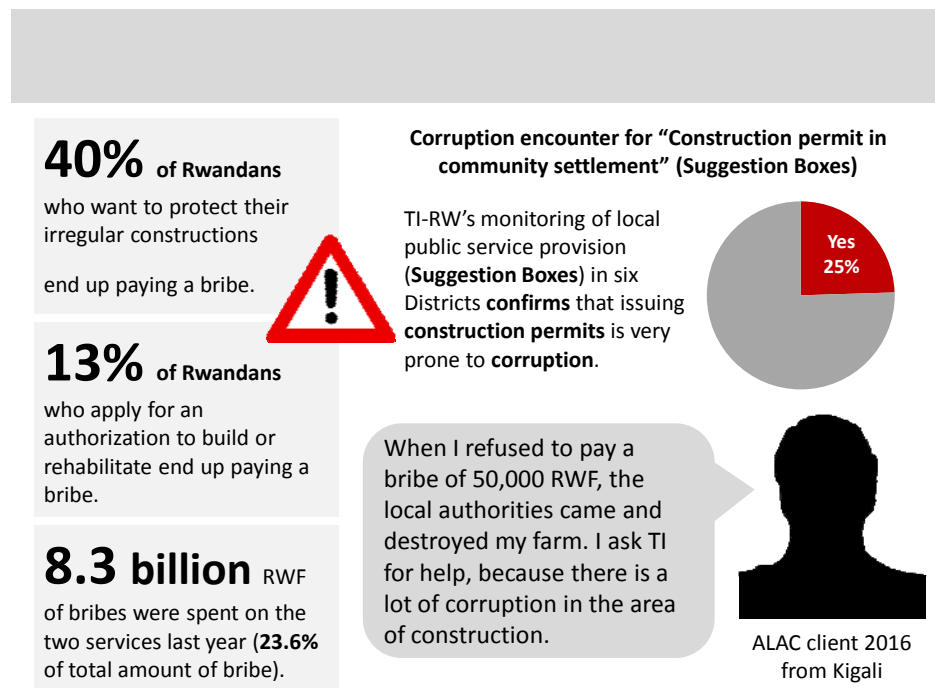


Source: TI-RW, RBI 2016

The figure above shows once again that the Traffic Police and the Private Sector remain most prone to bribes incidences. As shown in the figure above, these two institutions as well as RRA recorded the highest prevalence of bribes in 2016.

Moreover, the 2016 RBI indicates that public services issuing the construction permit (One stop centre at the district level) or those which authorise illegal constructions/rehabiliations (Cell and Sector executive secretaries and DASSO) were reported to be highly involved in receiving bribes from citizens who sought for construction related services. The figure below illustrates the magnitude of this particular concern.

Figure 10: Bribery in construction related services

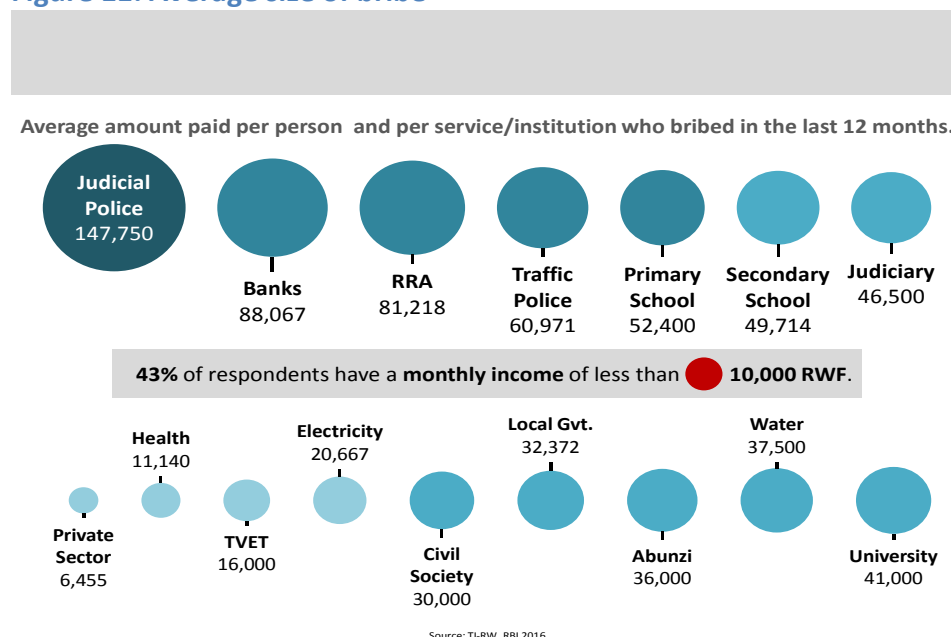


Source: TI-RW, RBI 2016 | ALAC database | Suggestion Boxes data

4.5. Average size of Bribe

The figure below presents the average bribe paid during the last 12 months by respondents who sought services in the identified institutions.

Figure 11: Average size of bribe



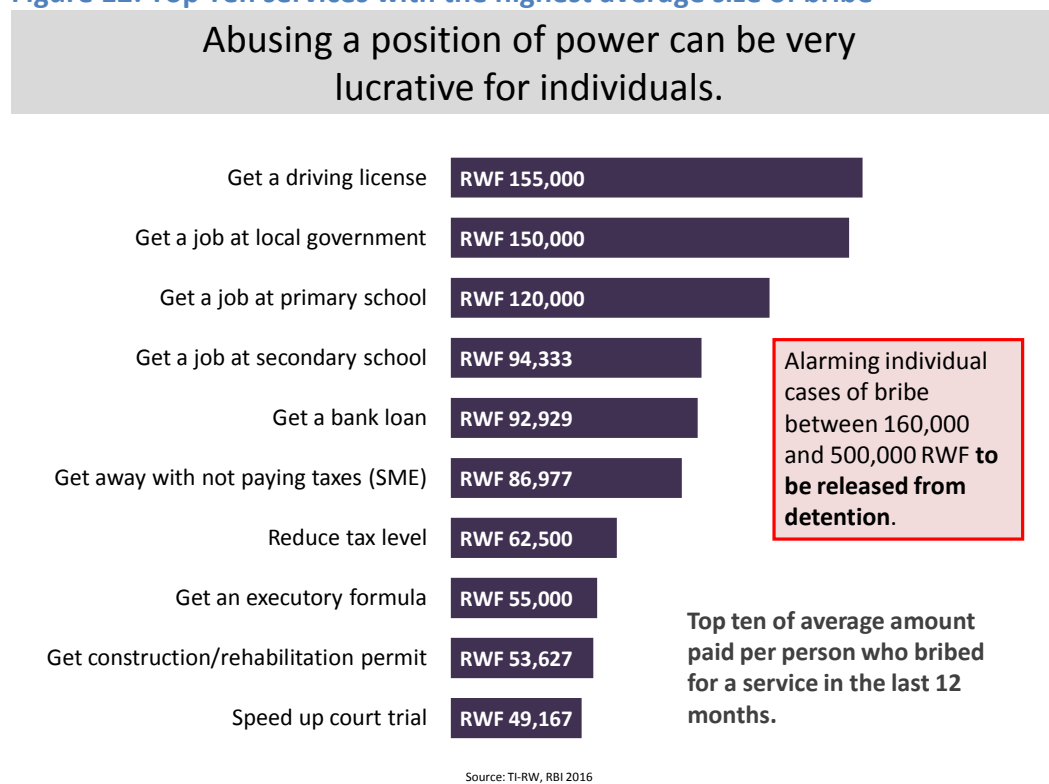
Source: TI-RW, RBI 2016

The data in the above figure show that the highest average size of bribe was found in Judicial Police with an amount equivalent to RWF 147,750 followed by Banks.

The average size of bribe paid by respondents amounted to RWF 43,743 while the Total amount paid by respondents was estimated at RWF 13,560,300(see in annex). It is noticeable that the average size of bribe paid by the judiciary has decreased from RWF 72,842 in 2015 to RWF 46,500 in 2016 while the national police(traffic and judicial police) has worsened for this indicator.

The reason behind the increase of the average size of bribe paid to Judicial police and traffic police are respectively related to outliers case of bribe paid to judicial police for being released from detention and to get a driving licence from traffic police. This study came up with 10 top services which registered the highest average size of bribe paid in the last 12 months as shown in the figure below.

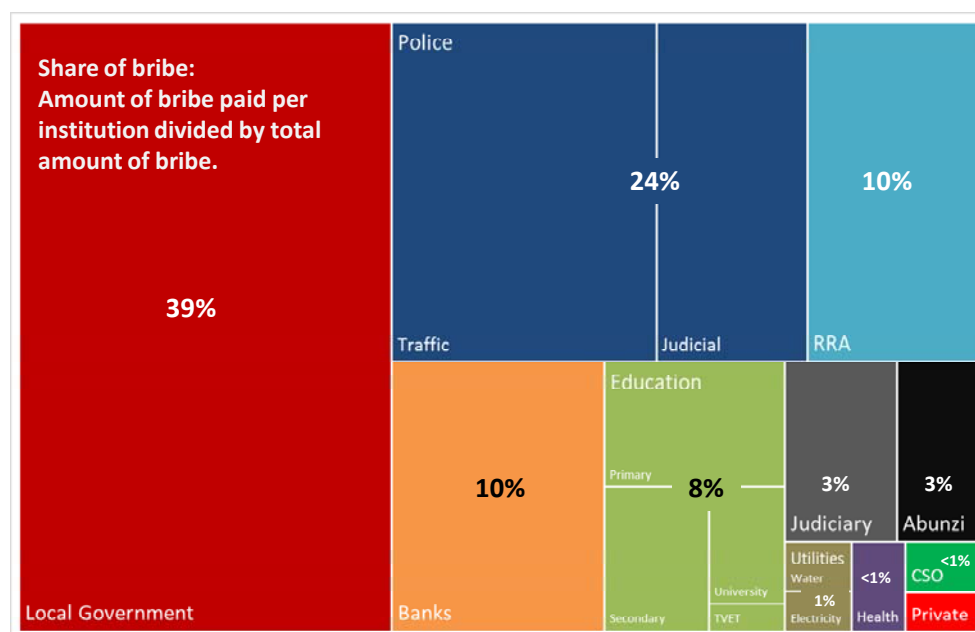
Figure 12: Top Ten services with the highest average size of bribe



4.6. Share of Bribe

The figure below shows the proportion of bribes an institution accounts relative to the total amount of bribes recorded by the survey in the last twelve months.

Figure 13: Share of Bribery



Source: TI-RW, RBI 2016

All the RBI editions have shown that the local government and police always take the lead in terms of share of national bribe.

In the 2016 RBI, local government and police received almost the two third of the total amount of bribes paid in the last 12 months. The police and the local government are known to have more interactions with citizens than other institutions such as the Judiciary. This may explain the reason why the latter have recorded the biggest share of bribe during the time of the survey.

The findings revealed that banks and RRA have also a considerable share of bribe (10%) and take the third position after local government and police. It is common for loan officers, branch managers or anyone having the power to validate the disbursement of loans to abuse their high discretionary power and put their private interest before the interest of the bank. Bank officials can therefore push loans borrowers to pay bribes by making procedures slow and burdensome. In many cases the amount of bribe paid depends on the size of the amount of the loan.

Similarly, taxpayers sometimes offer bribes to tax authorities to reduce their tax liability and includes dishonest tax reporting, such as declaring less income, profits or gains than the amounts actually earned, or overstating deductions. This tax evasion is more likely to happen when the amounts involved are higher which also make the share of bribe bigger.

4.7. Perceived Impact of Bribe

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

Table 2: Impact of Bribe

Service	Impact of Bribe
Recruitment / Job	10.8
Getting Conclusions from Abunzi Committee	6.5
Bribing to be able to build or renovate a house without a construction permit	6.0
Certificate of vulnerability	5.1
Being awarded a loan through the VUP program	5.0
Identity Card (ID)	4.5
Execution of Court judgment	4.1
Getting the written Court decision	3.8
UBUDEHE Categorization (being classified in a wrong category)	3.5
Construction permit / Renovation permit	2.9
Getting a cow through Girinka Program	2.7
Bribing to avoid being imprisoned	2.0
Bribing to keep the business even when it has no license	2.0
Buying a driving license	0.0
Buying the certificate of technical vehicle control	0.0
Getting the enforcement title (Cachet mpuruza)	0.0
Access to Water /WASAC (avoiding the delay)	0.0
Access to electricity (Avoiding delay)	0.0
Getting a room in a hospital / hospitalisation	0.0
Getting a transfer from a health center to the Hospital	0.0
Procurement	0.0
Overall	1.8

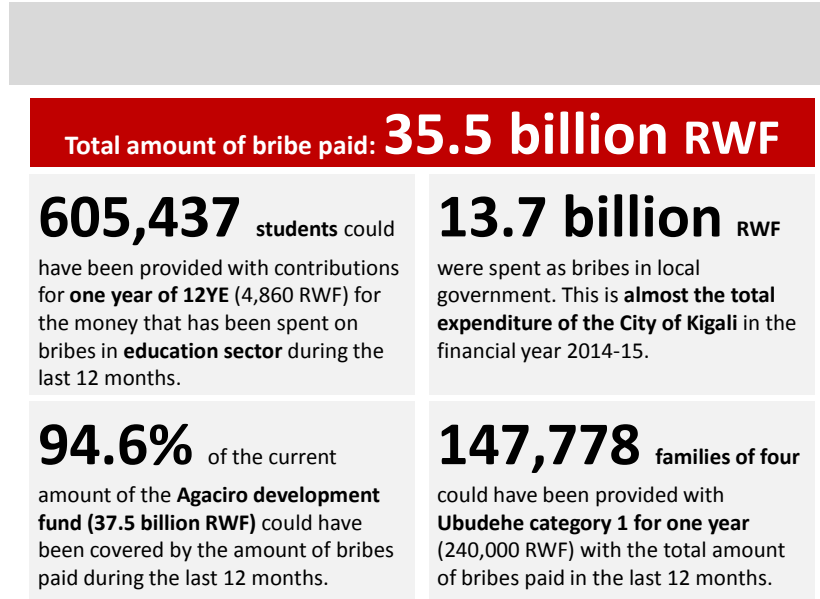
The perceived impact of bribe in Rwanda is generally too low (1.8%), indicating that in Rwanda getting services is not hard and that one does not have to bribe. However, the findings show that services such as recruitment, getting a decision from mediators, getting a construction/rehabilitation permit, issuing a certificate of vulnerability, being awarded a loan through VUP program registered a relatively significant impact of bribe (between 5% and 10%), meaning that in these ones respondents felt that they would not have gotten the services they sought if they had not paid the bribe.

Notably , 43% of respondents who participated in this survey have a monthly income of less than 10,000 RWF meaning that nearly half of them fall in the low income category or poor families. According to the World Bank, the poor suffer the most from the petty corruption for the provision of public services: *Empirical analysis has shown that the poor pay a higher share of their income on bribes than the rich.* An IMF study shows that an increase of just 0.78 per cent in corruption reduces the income growth of the poorest 20 per cent of the people in a country by 7.8 per cent a year⁵.

The figure below shows how bribe can undermine development by illustrating the impact of bribe on key pro-poor and development programs such as 12YBE, Ubudehe, Agaciro development fund.

⁵ https://www.controlbae.org.uk/background/economic_development.php

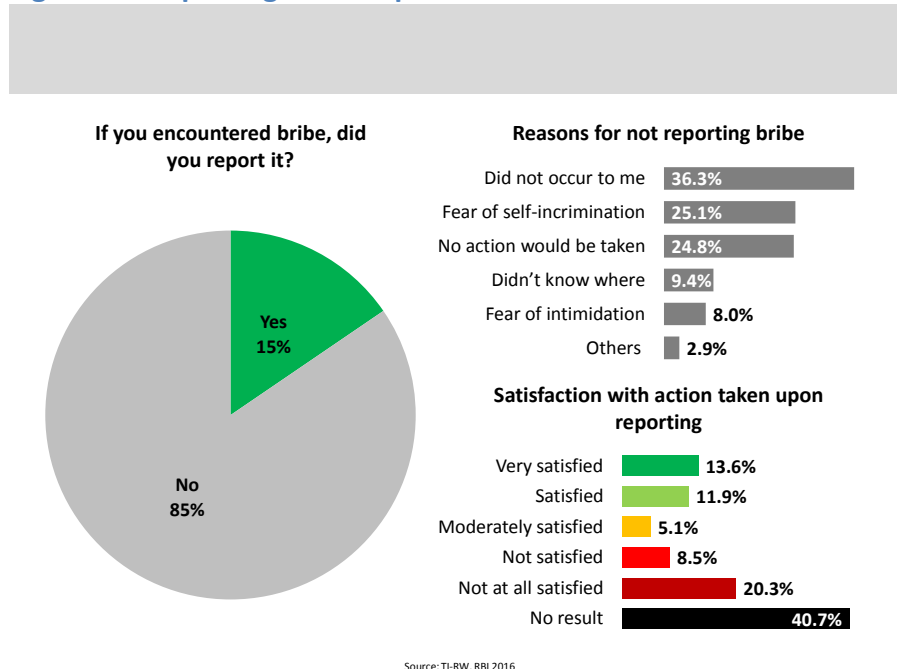
Figure 14: Bribe undermines development.



4.8. Reporting of Corruption Cases

The survey shows whether the respondents who encountered corruption reported it or not as presented in the figure below.

Figure 15: Reporting of Corruption Cases

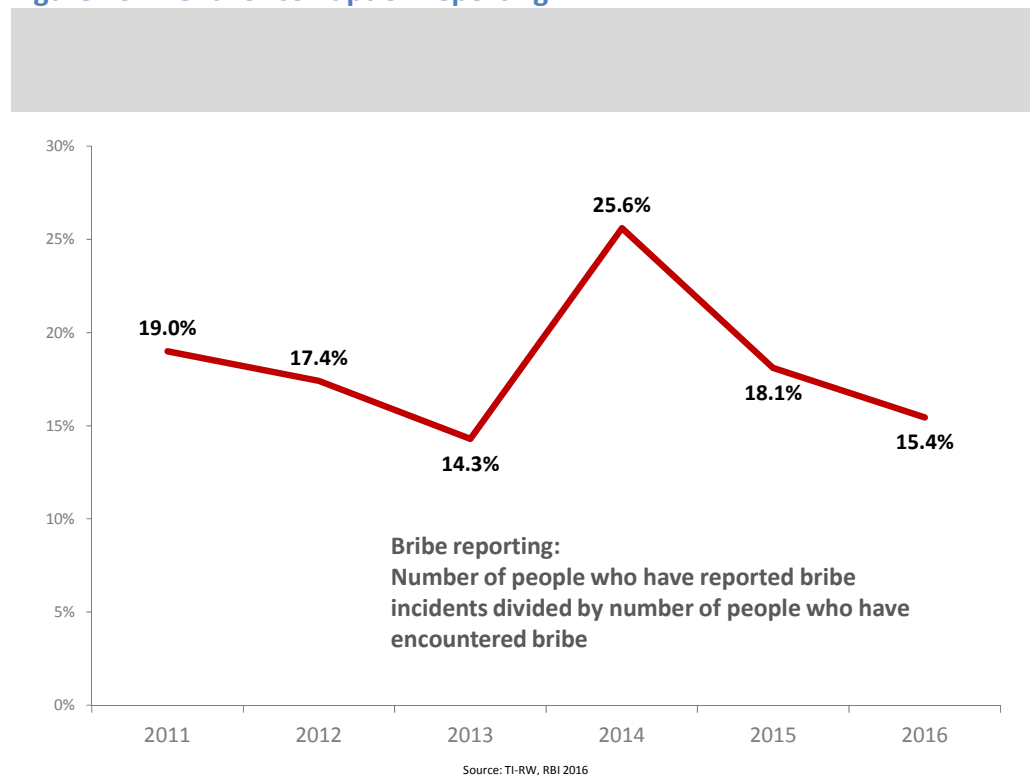


The above figure indicates that a vast majority 85% of those who encountered corruption did not report it, the main reasons being that it didn't occur to them(36.3%), fear of self incrimination(25.1%), no action would be taken(24.8%) indicating the lack of confidence in the existing laws and their enforcement.

Furthermore, the data in the figure above shows that about 70% of respondents were not satisfied with the action taken by relevant institutions after reporting bribe. This again confirms the reasons why witness or victims of corruption resist to report it to relevant institutions.

It should be noted that, between 2014 and 2016 , the trend of reporting corruption kept decreasing as shown in the figure below. The government and non-government actors should double their efforts by encouraging citizens to report corruption and more specifically ensuring the enforcement of the whistleblower protection law .

Figure 16: Trend of corruption reporting



5. CONCLUSION AND RECOMMENDATIONS

The 2016 Rwanda Bribery Index (RBI) assessed the incidence of corruption in different institutions that are perceived to be prone to corruption. This index is the seventh of its kind and only those who interacted with any institution in the last 12 months were eligible to be interviewed. This year the 2016 RBI introduced new services that are likely prone to corruption than those included in the previous RBI. Those are for example : construction, recruitment, detention, driving licence, etc.

The following main conclusions are drawn from this report:

- i. It is noticeable that the proportion of citizens who perceived corruption to be high has increased in 2016. Similarly, the current Bribery index indicates that bribe encounter has relatively increased by 6.9% from last year. This may be partly due to the fact that this year the study introduced new services that are likely prone to corruption than those included in the previous RBI. Those are for example: construction, recruitment, detention, driving licence, etc.
- ii. The private sector emerged as the institution most vulnerable to bribes demand in 2016. This is mainly due to a high level of bribes demand in recruitment process involving especially companies working in the infrastructure sector and temporary job seekers.
- iii. Traffic Police and the Private Sector remain most prone to bribes incidences. These two institutions as well as RRA recorded the highest prevalence of bribes in 2016. Moreover, the 2016 RBI indicates that public services issuing the construction permit (One stop centre at the district level) or those which authorise illegal constructions/rehabilitations (Cell and Sector executive secretaries and DASSO) were reported to be highly involved in receiving bribes from citizens who sought for construction related services.
- iv. The data show that the highest average size of bribe was found in Judicial Police with an amount equivalent to RWF 147,750 followed by Banks. The average size of bribe paid by respondents amounted to RWF 43,743 while the total amount paid by respondents was estimated at RWF 13,560,300.
- v. In the 2016 RBI, local government and police received almost the two third of the total amount of bribes paid in the last 12 months.
- vi. The perceived impact of bribe in Rwanda is generally too low (1.8%), indicating that in Rwanda getting services is not hard and that one does not have to bribe. However, the findings show that services such as recruitment, getting a decision from mediators, getting a construction/rehabilitation permit, issuing a certificate of vulnerability, being awarded a loan through VUP program registered a relatively significant impact of bribe (between 5% and 10%),

meaning that in these ones respondents felt that they would not have gotten the services they sought if they had not paid the bribe.

- vii. The 2016 RBI indicates that a vast majority 85% of those who encountered corruption did not report it, the main reasons being that it didn't occur to them (36.3%), fear of self incrimination(25.1%), no action would be taken (24.8%) indicating the lack of confidence in the existing laws and their enforcement. Furthermore, the data shows that about 70% of respondents were not satisfied with the action taken by relevant institutions after reporting bribe.

Based on the above findings, the following actions are recommended:

- 1) Bribe encounter increases – critical mass of citizens reporting corruption needs to be mobilized through targeted campaigns;
- 2) Corruption in recruitment is high – campaigns in public and private entities for clean recruitment need to be introduced;
- 3) The trend in corruption encounter in police, local government, utilities and judiciary especially due to some of their services highly demanded by citizens is negative and needs to be reversed: Thus, crucial services such as obtaining a construction permit, driving license, ... are prone to corruption – e-tools, service charters, targeted campaigns need to be introduced;
- 4) Only 15% of those encountering bribe report it – ‘safe lines’ and protection of whistleblowers need to be ensured by Ombudsman & Police;
- 5) Benchmarks for key services within institutions to reduce bribery levels need to be introduced and independently monitored;
- 6) Asset recovery needs to be improved including investigation capacity of authorities such as Ombudsman, Police, Prosecution;
- 7) Budget of key institutions in the fight against corruption (Ombudsman) need to be increased towards the promotion of bottom-up accountability of citizens vis-à-vis institutions.

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7. ANNEX

Institution	Total Amount Paid (RWF)	Average size of bribe (FRW)	Share of Bribe (%)
Judicial Police	1,182,000	147,750	9%
Banks	1,321,000	88,067	10%
RRA	1,380,700	81,218	10%
Traffic Police	2,073,000	60,971	15%
Primary School	524,000	52,400	4%
Secondary School	348,000	49,714	3%
Judiciary	465,000	46,500	3%
University	205,000	41,000	2%
Water	75,000	37,500	1%
Abunzi	360,000	36,000	3%
Local Government	5,244,200	32,372	39%
Civil Society	90,000	30,000	1%
Electricity	62,000	20,667	0%
Technical/vocational training	48,000	16,000	0%
Medical services/CS and Hospitals	111,400	11,140	1%
Private Sector	71,000	6,455	1%
TOTAL	13,560,300	47,360	100%

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