



**TRANSPARENCY
INTERNATIONAL
RWANDA**



**CURBING CORRUPTION AND PROMOTING
TRANSPARENCY IN LOCAL GOVERNMENTS
USING SUGGESTION BOXES FOR
COMPLAINTS:**

MUSANZE AND RUBAVU

July 2012

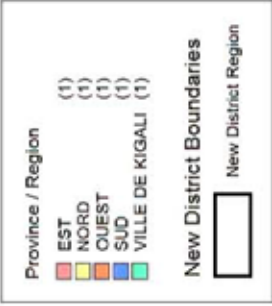


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Final Report

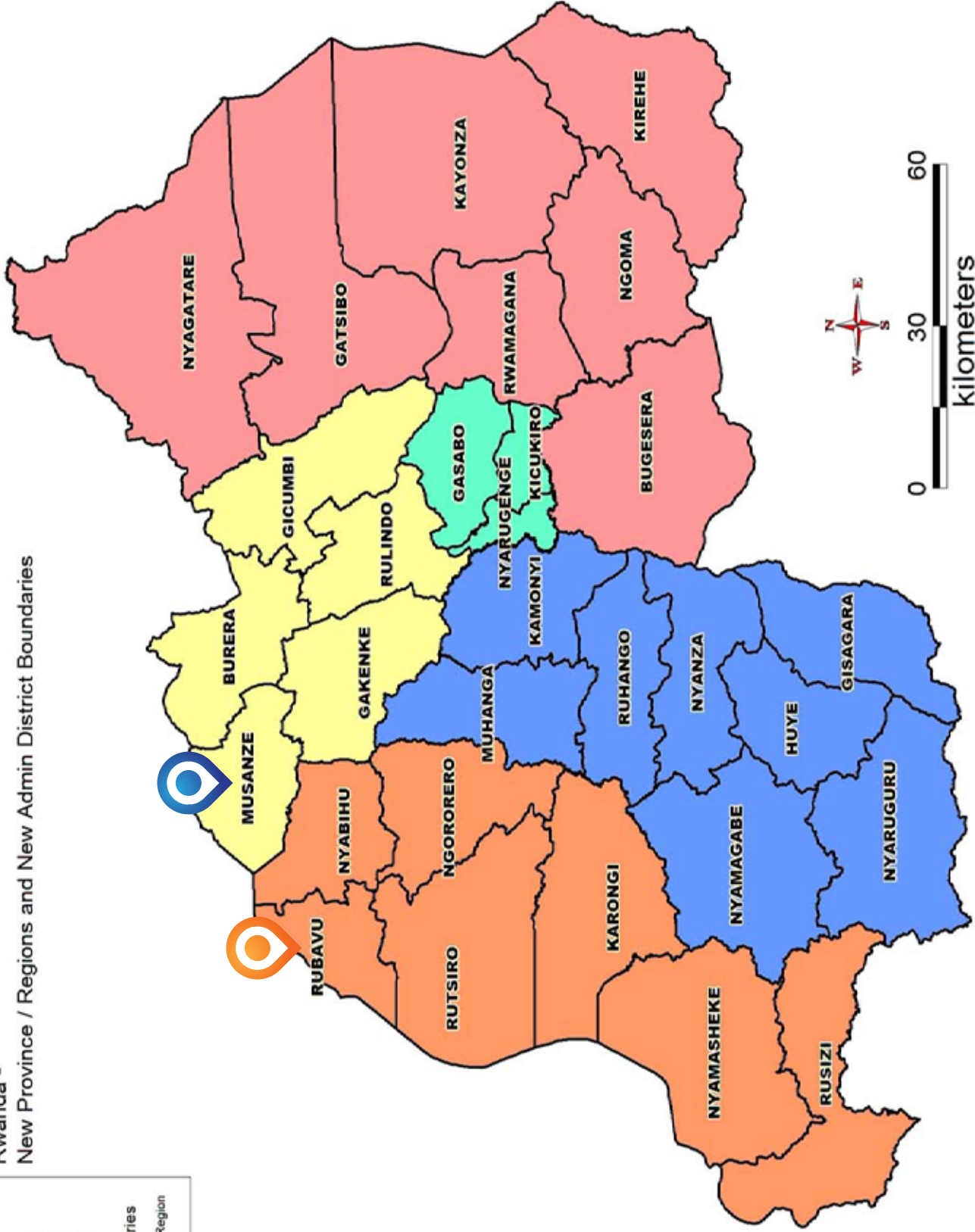
Project duration: 6 months (January to June 2012)

Rwanda -
New Province / Regions and New Admin District Boundaries



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KIGALI – RWANDA

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EXECUTIVE SUMMARY

In spite of the efforts by the Rwandan Government to improve service delivery, there is overwhelming evidence that this domain is lagging behind in many aspects and that the public is not satisfied with the way some basic services are provided. In this framework Transparency International Rwanda (TI-Rw), with the support of the German Cooperation Agency GIZ, designed and implemented a project aimed at monitoring service delivery at local level and thus fight corruption, enhance transparency, encourage citizens to hold local authorities accountable and ultimately improve the provision of such services. The project focused on Musanze and Rubavu districts, following a similar project which was piloted in Kigali city in 2011.

The key feature of the project was the establishment of “suggestion boxes” in Sectors’ offices; citizens were encouraged to report their complaints and evaluate the services received by filling in a questionnaire and dropping it in the box. In both districts TI-Rw randomly identified six sectors in which the boxes and the questionnaires were placed, the total number of boxes was therefore 12.

The findings generated by the project indicate the existence of three main challenges: non provision of services, delays in providing services and presence of corrupt practices. At the same time, the findings also show a high level of satisfaction of Citizens of Musanze & Rubavu with service delivery at all decentralized levels. In most indicators, offices in Musanze score better than those in Rubavu.

As per the first challenge, 62.4% of respondents in Musanze and 63.1% in Rubavu did indeed received the service they were seeking; however one out of three did not and the main reasons have to do with service providers (disregard, corruption, incompetency, bureaucracy, unavailability) though citizens acknowledge that sometimes it is their fault if the service is not provided as they are not able to pay the fee or to provide the necessary documents or they request the service at the wrong time. According to the respondents from their experiences, the institutions where they obtained most services are the high government ones (75%), districts (69.8%) and sectors (67.4%) while the offices which provided least services are those related to education (31.6%) and justice (34.1%). The services which respondents obtained the most are taxes, notifications and other documents while those which were received the least include jobs and internships, personal help and court documents. Also, a clear majority of respondents said they had to come to the same office more than once to get a service, and over 15% had demanded the same service more than 10 times.

Concerning the challenge of delays, district and sector offices in Musanze perform clearly better, as 46.5% of respondents obtained the service within a day and 35.5% in more than a day but less than a week. In Rubavu the performance is worse, as only 24.2% got the service in less than one day and 37.4% in two to seven days. At the extreme side, 8% of respondents in Musanze and 38.4% in Rubavu were not served within a week and some had to wait for more than one year.

As per the third challenge, 21.1% of respondents encountered corruption when they sought a service in a district or sector office in Rubavu and 15.4% in Musanze; 13.2% of respondents in Rubavu and 7.7% in Musanze actually paid a bribe, showing that a certain number of citizens were able to resist the corrupt practice. By far, the most

common form of corruption encountered by our respondents is bribery (77.1% in Rubavu and 73.6% in Musanze) though 11% in Musanze also mentioned favouritism. The offices or institutions most prone to corruption are those related to the justice sector (47.5%), followed by village offices (43.9%) and the Police (38.9%); those least affected are the sectors (6.7%), health centres (16.3%) and the private sector (16.7%). The services which are most exposed to corrupt practices are jobs and internships (38.1%), court documents (38%) and property documents (36.7%); while the least affected are notifications and request for information (both 0%), identification cards (1.4%) and other basic personal documents (3.2%). Unfortunately, only a small share of respondents who encountered corruption decided to report it: 19.2% in Rubavu and a mere 6.6% in Musanze.

Notwithstanding the challenges of non-provision of services, delays and corruption, the project findings show that Citizens of Musanze & Rubavu are satisfied with service delivery at local level. However important differences exist between the two selected districts: in Musanze a clear majority (72.3%) consider service delivery to be either good, very good or excellent, while in Rubavu only just over half of our respondents (51.6%) expressed a positive evaluation. Looking at specific aspects, such as employees competence and kindness, access to information and availability of complaint mechanisms, citizens in Musanze tend to be quite satisfied while respondents in Rubavu tend to express a more negative opinion.

However, citizens in both areas are very satisfied with their contribution to service delivery and development projects, with respondents in Rubavu even more positive than those in Musanze. Similarly, when it comes to the evaluation of the service delivery standards of each level of decentralised government (Village, Cell, Sector and District), citizens in Musanze are relatively satisfied while those in Rubavu are much less happy; however, the evaluation of sector and districts is much better both in Musanze and in Rubavu, showing that the most important levels for service delivery are largely appreciated by the population,.

Based on the questionnaires received, the Sector which was best evaluated for its service delivery is Remera located in Musanze District, followed by Mudende located in Rubavu District, Shingiro and Cyuve both located in Musanze District. The sector which was least appreciated is Gisenyi, followed by Nyakiriba and then Nyundo, Busasamana and Kanama, all situated in Rubavu District. The quickest in providing services are Remera, Muhoza and Gataraga, while Nyakiriba, Busasamana and Kanama experienced most delays. The highest incidence of corruption was found in Busasamana while the lowest occurred in Shingiro. In terms of services, those most exposed to corrupt practices are jobs and internships, court documents and property documents while notifications and request for information emerge as those least affected.

These results show some interesting interrelations: firstly, the worst evaluated sectors are those which are either the most affected by corruption or the slowest at providing services. Secondly, in most cases the slowest sectors are also those affected by significant corruption. These relations seem to show that behind a delayed service there is often an implicit request for a bribe and confirm that an office which provides prompt services without corruption is very likely to be largely appreciated by citizens.

PART 1: PRESENTATION AND METHODOLOGY

Introduction

Context and Rationale

In the framework of realizing its mission and vision, Transparency International Rwanda developed a five years strategic plan articulated in four strategic axis whereby in the strategic axis two, TI-RW has committed to contribute in promoting good governance through achieving key outputs including “Public service delivery is ensured”. To achieve the latter, TI-RW planned to implement key projects among others using suggestion boxes at the decentralized level to monitor how services are delivered and the level of citizens satisfaction. This project is embedded in another range of initiatives of TI-RW such as opening sub offices in other districts as well as carrying out outreach activities towards citizens who don’t have enough opportunity to benefit from TI-RW’s services due to various reasons.

In 2011, with the support of the then Rwanda Governance Advisory Council (RGAC), TI-Rw kicked off the mentioned “suggestion boxes” project aimed at monitoring service delivery at local level and thus fight corruption, enhance transparency, encourage citizens to hold local authorities accountable and ultimately improve the provision of such services¹.

Such activity was a pilot project which was only implemented in Kigali city. Despite its limited geographical scope, the pilot was a clear success, as it generated very interesting results and raised a huge interest among Kigali city authorities as well as civil society, media and development partners. Building on the experience of the pilot phase, and in order to fully exploit the momentum which the project had built, TI-Rw – with support from the German Cooperation Agency GIZ – decided to extend the scope of the project and to implement a similar initiative in two other Districts, namely Musanze and Rubavu.

The choice of these two districts is a consequence of the fact that they are among those in which TI-Rw has offices, therefore providing a clear opportunity for synergies. However, the aim for TI-Rw is to progressively extend the project to other districts of the country if and when the necessary funding is available.

Relevance of the project

The overall objective of the project is to fight corruption, enhance transparency and foster good governance through monitoring service delivery at local level. The project also intends to contribute to raise awareness on the malpractices of some local authorities and therefore open a space for discussion and advocacy aimed at increasing the quality of services. Finally, the initiative also aims at encouraging citizens to participate, engage in the fight against corruption and hold the local government accountable.

Moreover, the project aims at achieving the following specific objectives:

- Measure the provision of services and its promptness
- Measure citizens satisfaction with the services provided
- Measure the incidence of corruption
- Evaluate local authorities in terms of their service delivery
- Formulate recommendations to improve service delivery

¹The report of the project with findings and recommendations is available on TI-Rw website www.tirwanda.org

Concretely, this project seeks to provide evidence and a basis on which TI-Rw can orient a policy debate so as to advocate for improved service delivery and better governance at local level. The project is intended to reach the following outcomes:

- Data on corruption and related malpractices in local authorities
- Improved system for complaints tracking and more space for TI-Rw to monitor and analyse local government's transparency and accountability
- Increased space for civic participation and increased public input into public policies
- Improved service delivery at local level
- Public trust in local governments is enhanced

This project, funded by GIZ, follows the pilot initiative carried out in Kigali city and could at a later stage be scaled up in other Districts should further resources be available.

Methodology

As it was the case for the pilot project, the key feature of the project was the establishment of “suggestion boxes” in Sectors offices, while at the same time citizens were encouraged to report their complaints and evaluate the services received by filling in a form (questionnaire) and dropping it in the box.

Last year the pilot project focused on the three districts of Kigali and in each districts three sectors were randomly selected. However, distances in the capital are limited and can be easily covered, while in all other areas of the country this is not the case. Therefore, this project focused on two districts only (Musanze and Rubavu), while in each of these two districts six sectors were randomly selected. This is statistically acceptable bearing in mind that the two districts have 15 and 12 sectors respectively. As a result, there were six boxes per district; hence the project used a total of 12 boxes. The implementation zone is detailed in the table below:

Table 1. Implementation zone of the project

DISTRICTS	SECTORS
MUSANZE	<ul style="list-style-type: none"> • Busogo • Cyuve • Gataraga • Musanze • Remera • Shingiro
RUBAVU	<ul style="list-style-type: none"> • Busasamana • Kanama • Mudende • Nyakiriba • Nyundo • Gisenyi

Complaints deposited in the boxes were collected by a TI-Rw staff member once every two weeks for three months. Each box had some outside space to accommodate approximately 30 unfilled forms and had enough room inside to contain 30 filled questionnaires therefore at any moment there were always blank questionnaires available as well as enough space inside the box to accommodate the completed forms.

Figure 1. One of the suggestion boxes with TI-Rw and GIZ stickers



Aside from the boxes, the key research tool was the form, which was the same that had already been used for the pilot project. A 2-page questionnaire was designed by TI-Rw research staff in English and then translated into Kinyarwanda, the most accessible language to potential beneficiaries. The questionnaire was designed to be short, simple and intuitive; copies of it were printed and put in the boxes fixed near the selected sectors offices.

It is important to point out that the concerned local authorities, especially Mayors, executive secretaries of districts and sectors, the Governors of Western and Northern provinces as well as the Ministry for Local Government were duly informed about the project.

A number of activities were organized by TI-Rw in order to advertise the project, raise awareness on its importance and encourage citizens to fill in the forms. First of all, stickers were produced and attached on boxes and walls of the sectors offices to explain what citizens were requested to do; such identification also helped citizens to differentiate our suggestion boxes from others. Secondly, a radio ad was produced to announce the research and sensitize citizens to contribute to it, and was broadcast throughout the whole

duration of the project on two radios.

Mr. Kavatiri Rwego, TI-RW Programme Manager (right) and Mrs. Odette Mukarukundo, Musanze ALAC coordinator (left) explaining to citizens how to fill in the forms



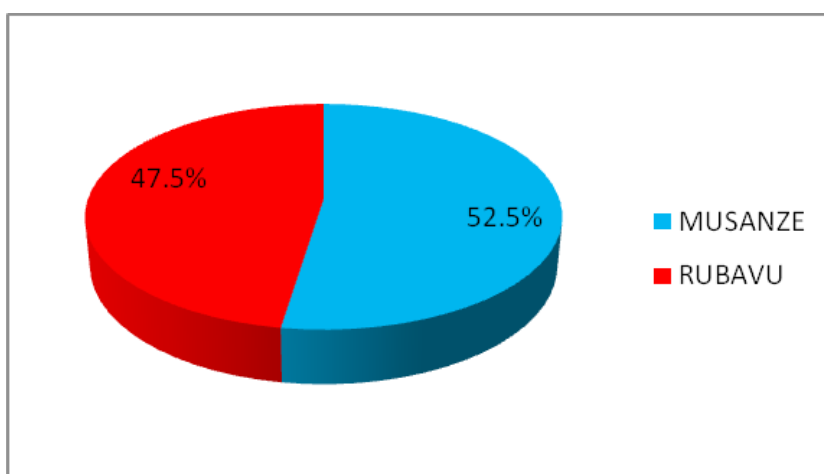
Finally, TI-Rw staff met the population of the concerned sectors during *Inteko y'abaturage*² in order to explain this initiative, raise awareness and answer questions about the project. It is worth specifying that all these sensitization activities had already been carried out during the pilot project in Kigali, therefore it was possible to build on the experience of the pilot phase and improve or fine tune each activity where necessary.

Once the collection of questionnaires was finalized, TI-Rw hired a statistician to prepare a data mask, entry data using the SPSS software and then produce a series of graphs and tables. This work provided the basis for the analysis and interpretation of data, which was carried out by TI-Rw research staff. This report was then drafted to present and interpret the findings as well as formulate recommendations to improve service delivery at local level. This report will then be presented in high level events in Musanze and Rubavu and in a series of advocacy meetings with local authorities, representatives from the Ministry of Local Government and other relevant stakeholders.

Socio-demographic characteristics of respondents

In total, 897 questionnaires were filled in and dropped in the boxes: 470 in the six boxes located across Musanze district and 426 in the six boxes in Rubavu. These figures represent a clear improvement compared with the pilot project in Kigali when 433 forms were collected with 12 boxes². The graph below shows this finding: interestingly, while in the first weeks citizens in Musanze proved more reluctant to fill in questionnaires, following further sensitisation activities they eventually dropped more forms than in Rubavu.

Figure 2. Respondents by District

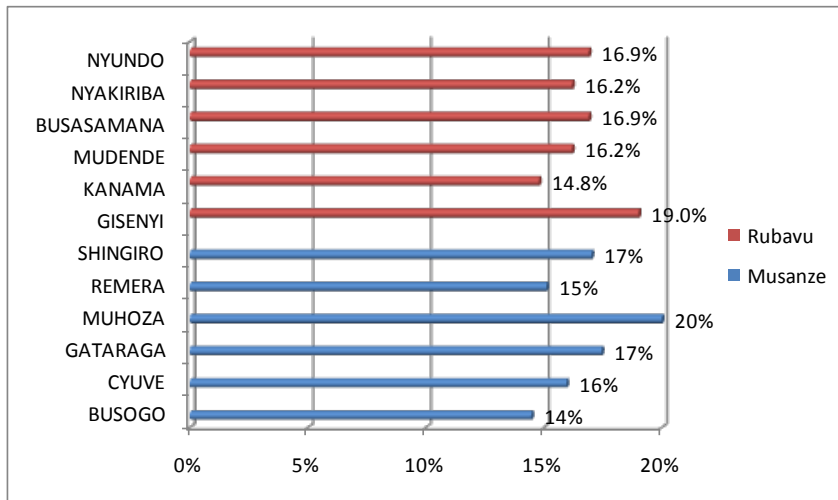


Looking at respondents per sector, we find out that they were evenly spread across the 12 sectors on which the research focussed, making the sample balanced and credible, as displayed below.

² Forums at Cell level designed to receive citizens' complaints

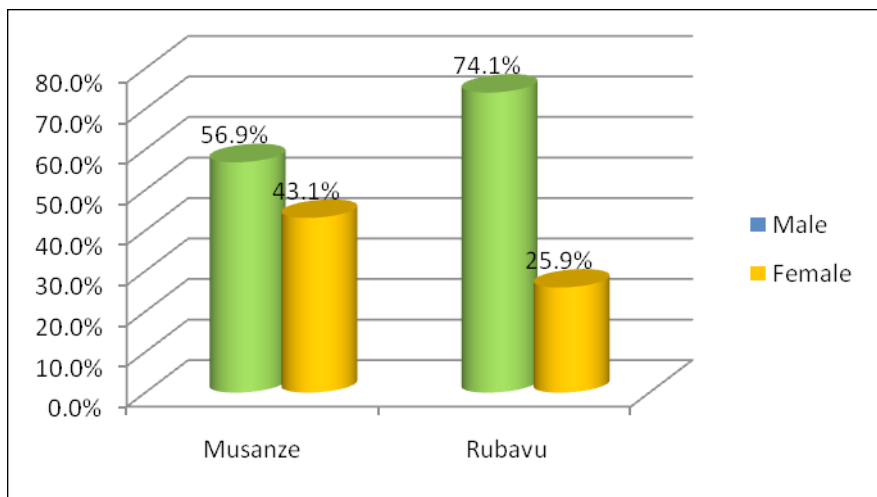
³ Given the limited number of respondents who did not answer some questions, all the results presented in the report only include the valid answers; that is why the total of the answers is always 100%.

Figure 3. Respondents by sector



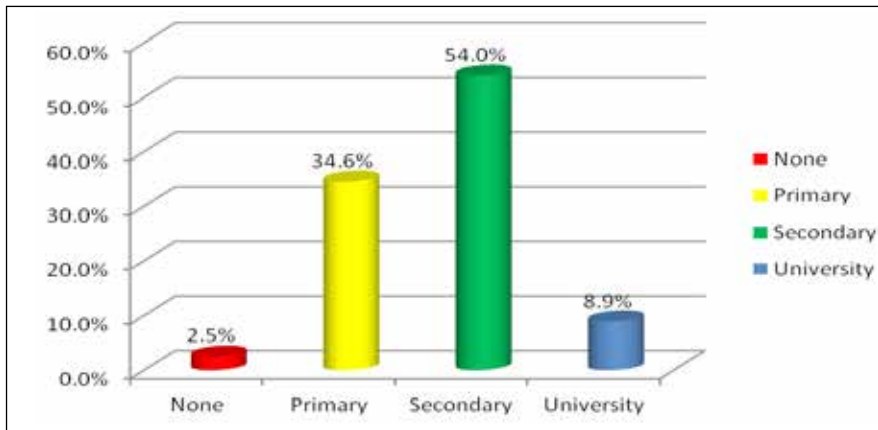
The analysis of the gender of respondents provides some interesting elements for consideration. On the one hand, males are a clear majority, which is in line with the pilot project in Kigali (63% of male respondents) and other TI-Rw projects and confirms the need for awareness raising campaigns to specifically target women in order to encourage them to report malpractices and, more broadly, engage in the public sphere. On the other hand, the difference between men and women is much higher in Rubavu (almost three quarters are men) than in Musanze (men are just slightly more than half, 56.9%). The graph below displays this.

Figure 4. Gender of respondents



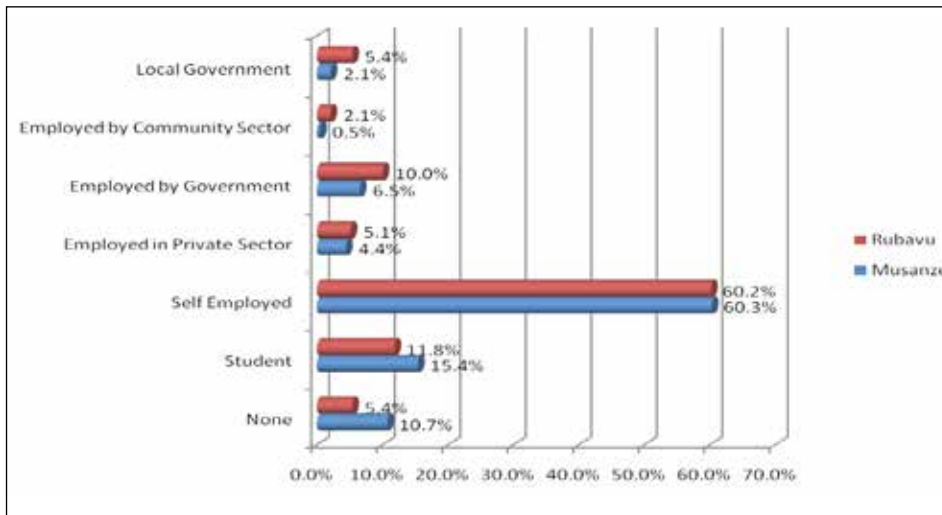
As far as education levels are concerned, more than half of respondents hold a secondary degree, 34.6% went to primary school while 8.9% have reached a university level. This is very similar to the pilot project in Kigali and shows that those willing to fill in a questionnaire and drop it in the box tend to be significantly more educated than the average Rwandan population. This seems to suggest a positive relationship between education and willingness to engage in improving service delivery and provide feedback on interaction with public offices, thus confirming that investing in education is key to have active citizens who participate and engage in the public sphere. The results are shown in the graph below.

Figure 5. Level of education of respondents



Turning now to the occupation of respondents, it emerges that the overwhelming majority of them are self-employed (around 60% in both districts), followed at much lower levels by students and by those employed by government. Though this is broadly in line with the pilot project, in Kigali the share of those self-employed was considerably lower (43.7%) implying that less formal jobs (whether in public institutions or private sector) are available outside of the capital. It is also interesting to note that there is no significant difference between the two selected districts, as shown below.

Figure 6. Occupation of respondents

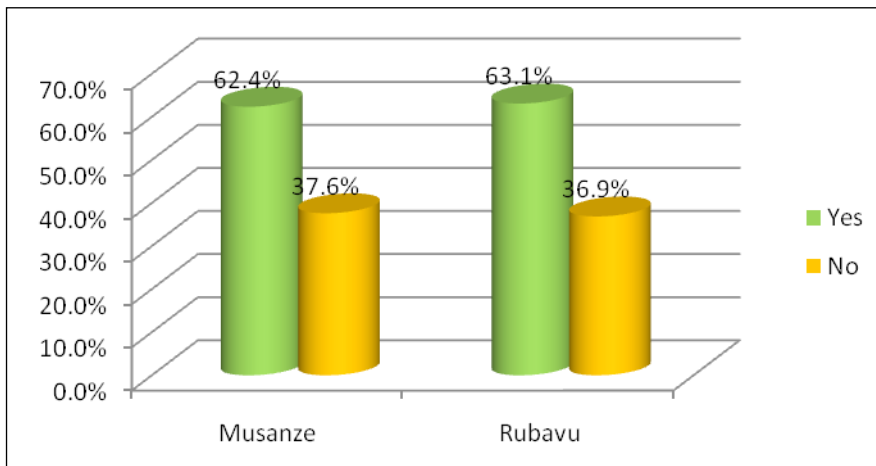


PART 2: FINDINGS

Provision of the service and its promptness

Following the demographic characteristics, the first question that the questionnaire asked citizens was whether the service they were seeking was actually provided or not. The results are presented below.

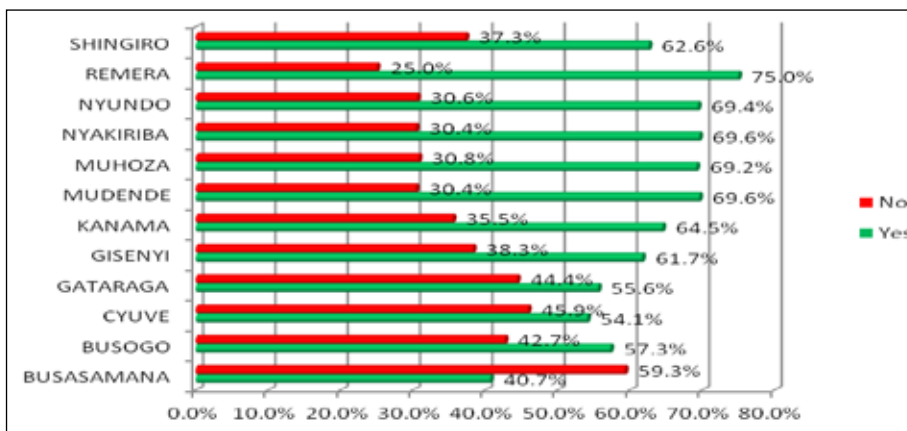
Figure 7. Service received



The figure shows that the majority of respondents (above 60%) did indeed receive the service, but significant minorities did not. Almost no differences exist between the two selected districts and these results are also in line with the project carried out last year in Kigali.

It is interesting to look closer at this indicator and disaggregate the data by sector in order to single out the sectors which provided most (or least) services. The figure below aims precisely at this.

Figure 8. Services received by sector



The disaggregation shows that in most Sectors the share of respondents who obtained the service they were seeking is larger than the share of those who did not. In particular, Remera (located in Musanze district) is the best performer, followed by Nyakiriba, Mudende, Nyundo and Muhoza which are more or less at the same level. The only sector where the majority of respondents did not get the service is Busasamana (in Rubavu district), but a relatively weak performance was also registered in Cyuve, Gataraga and Busogo (Musanze District).

While the fact that in the majority of cases the service was provided is indeed a good sign, showing that service delivery overall works in the selected District and Sector offices, it is worrying that more than one out of three citizens who went to a public office did not receive the service they needed.

However it is worth recalling that a citizen who is disappointed for not receiving a service, or for encountering bad customer care, might be more likely to fill in a questionnaire and drop it in the box in order to express his/her disappointment rather than a citizen who received the service. This consideration should be kept in mind when reading all the findings of this report, while at the same time avoiding to use this argument as an excuse to dismiss the challenges that this project has revealed. In other words, this finding does not mean that the selected District and Sector offices did not provide more than 35% of the services requested; but the finding does mean that, beyond the actual figure, a challenge of non provision of services indeed exists and should not be overlooked.

It is interesting to find out why in so many cases the service was not provided. The questionnaire included an open question on this aspect and the most common answers are outlined in the two figures below.

Figure 9. Reasons for not obtaining the service in Musanze

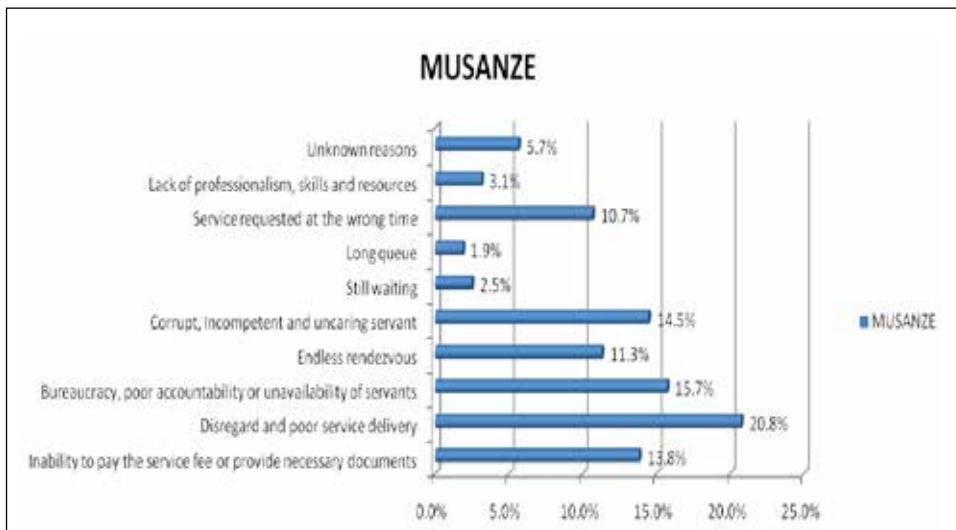
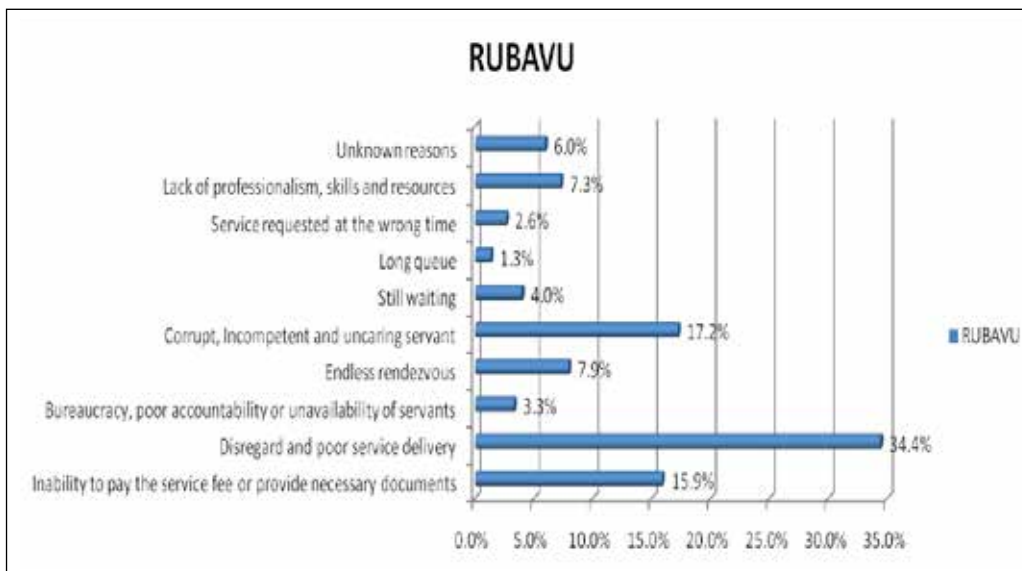
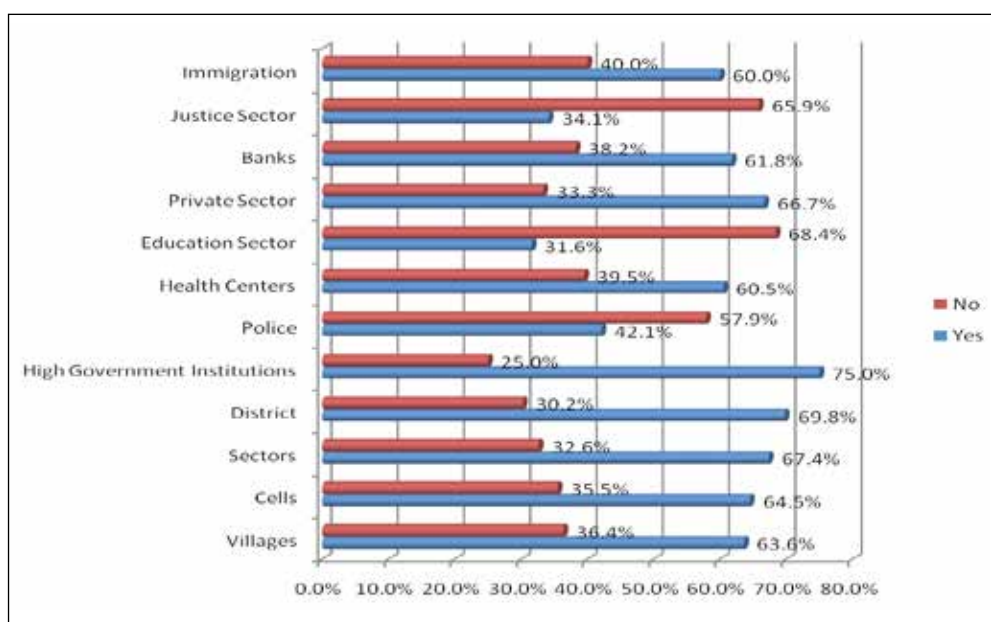


Figure 10. Reasons for not obtaining the service in Rubavu



The figures show that in both cases the most common reason for not obtaining a service is disregard and poor service delivery. Other reasons which were cited many times are “corrupt, incompetent or uncaring servants” and “bureaucracy, poor accountability or unavailability of servants” (especially in Rubavu). However it is important to stress that citizens acknowledge that sometimes it is their fault if the service is not provided and indeed “inability to pay the service fee or provide the necessary documents” and “service requested at the wrong time” are also among the most commonly cited reasons. Improving service delivery is therefore a joint responsibility of providers and seekers, though one of the ways to tackle the challenges identified on the users’ side is that officials provide them with transparent, accurate and user-friendly information about the services offered and the requirements to receive them. It is also interesting to know which offices or institutions provided better services and which offices did not: this is displayed in the graph below.

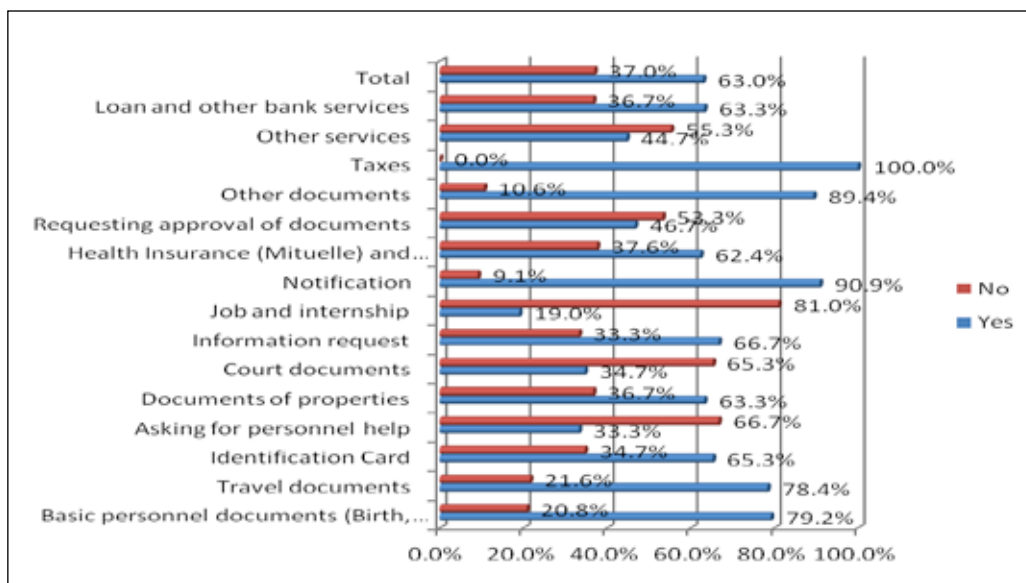
Figure 11. Services received per institution/office



The picture shows that the institutions where our respondents obtained most services are the high government ones (75%), like Rwanda Education Board (REB), Rwanda Revenue Authority (RRA), EWASA and Rwanda Social Security Fund (CSR) followed by districts (69.8%) and sectors (67.4%) while the offices which provided least services are those related to education (31.6%) and justice (34.1%).

To complement the analysis of offices or institutions, it is worth looking at what kind of service were the most provided and which services were on the other hand least delivered; the figure below provides the details.

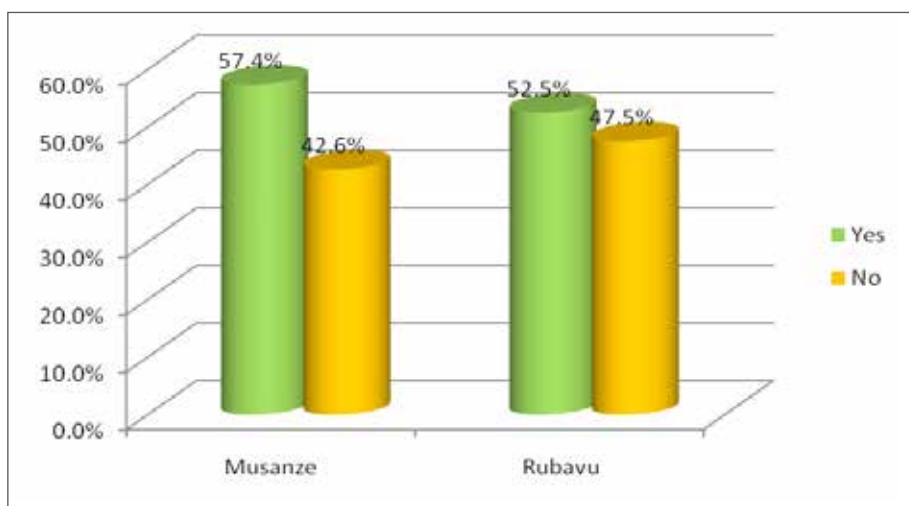
Figure 12. Services received per kind of service



The graph shows that taxes, notifications and other documents stand out as the services which our respondent obtained the most, while jobs and internship emerges as the one that they received the least; Rwanda's high unemployment rate and small labour market in the formal sector might be one of the reasons behind this. Other services which were not often received by our respondents include personal help (e.g. for vulnerable people) and court documents. Local authorities should pay special attention to these sectors and analyse why so many respondents did not receive the service they were seeking.

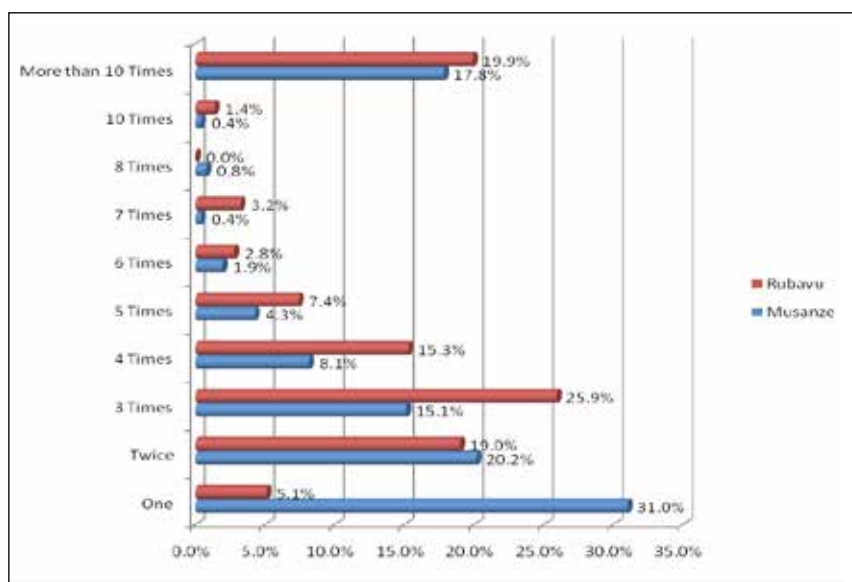
Given the significant share of respondents who did not obtain the service they requested, it is also interesting to highlight that almost half of respondents (42.6% in Musanze and 47.5% in Rubavu) were not seeking the service for the first time when they filled in the questionnaire. Once again this is in line with the project carried out last year in Kigali when 47.9% of respondents said they had already requested the same service before. The figure below shows the result for the two selected districts.

Figure 11. Service requested for the first time



The respondents who were not coming for the first time were asked how many times they requested the same service: their answers are displayed below.

Figure 12. Number of times the service was requested

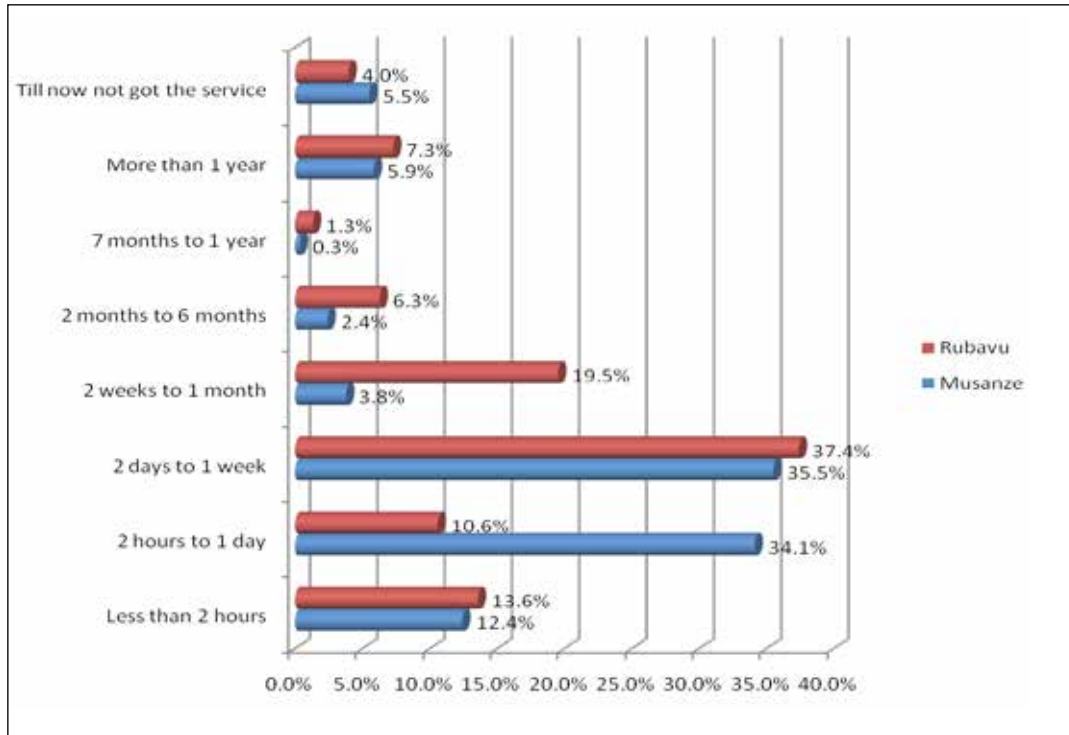


The findings confirm the challenges of services which are often not provided. Indeed, the overwhelming majority of respondents answered that they had already come several times. More precisely, the situation seems to be clearly better in Musanze, where 31% had requested the service once, 20.2% twice and 15.1% three times. Rubavu presents more challenges as 25.9% had demanded the service three times, 19% twice and 15.3% four times. In both districts, it is striking to note that over 15% of respondents had demanded the same service for more than 10 times.

It would be unfair to point our finger to service providers only: as shown above, the reasons why a service is not provided, or is not provided immediately, include negligence on the side of the service seekers, who might not have right to a service or might not have the required documents or again might not have respected the deadlines. Whoever is to blame, it is clear that the district and sector offices in Musanze, and even more in Rubavu, do have a significant challenge in terms of provision of services to their population. However it is fair to point out that the results from local authorities in Kigali, captured in last year's report, were not much better, as most respondents said they had demanded the same service two or three times (34.2% and 29.2% respectively).

Another important indicator of the promptness of service delivery is how long it takes to receive a service. In line with the previous findings, sector offices in Musanze perform clearly better, as 46.5% of respondents obtained the service within a day and 35.5% in more than a day but less than a week. On the other hand in Rubavu the performance is comparatively worse, as only 24.2% got the service in less than one day, 37.4% in two to seven days and not less than 19.5% in two to four weeks. These results are presented below.

Figure 13. Time to obtain a service



It is certainly positive that almost half of respondents in Musanze, and almost a fourth in Rubavu, were provided with the service they needed on the same day that they came to seek it. However the fact that significant shares of respondents were not served within a week (18% in Musanze and 38.4% in Rubavu), and that some of them had to wait more than one year or have never obtained what they were seeking, clearly show the presence of a challenge. The selected district and sector offices should therefore strive to speed up service delivery and to better inform citizens so that the latter only demand the services they are entitled to and comply with the requirements (timing, documents needed and so on) provided by the law in order to access to the various services. It is worth noting that the districts and sectors in Kigali assessed last year had a very similar performance to those in Musanze, with almost half respondents receiving the service in one day but around a fourth having to wait for more than a week.

Given the existence of a challenge in terms of speed of service delivery, it is important to look more in detail at the performance of each Sector, detailed in the table below.

Table 2. Time to obtain a service in each Sector

Sector	Serving time								Total
	Less than 2 hours	2 hours to 1 day	2 days to 1 week	2 weeks to 1 month	2 months to 6 months	7 months to 1 year	More than 1 year	Till now not got the service	
BUSASAMANA	6	3	9	2	2	2	2	6	32
BUSOGO	8	5	17	1	1	0	6	3	41
CYUVE	9	9	18	2	2	0	2	2	44
GATARAGA	3	22	18	0	0	0	3	2	48
GISENYI	5	8	21	13	2	0	4	3	56
KANAMA	3	4	21	11	2	0	5	0	46
MUDENDE	17	8	14	7	3	1	4	0	54
MUHOZA	2	32	20	2	1	0	3	5	65
NYAKIRIBA	5	2	24	13	6	0	3	2	55
NYUNDO	5	7	24	13	4	1	4	1	59
REMERA	8	18	13	3	1	0	3	0	46
SHINGIRO	6	13	17	3	2	1	0	4	46
Total	77	131	216	70	26	5	39	28	592
%	13.0%	22.1%	36.5%	11.8%	4.4%	0.8%	6.6%	4.7%	100.0%

Based on the table it is possible to say that some sectors proved quicker than others in providing services to our respondents. In Remera, Gataraga and Muhoza(all of them located in Musanze) more than half respondents were served within one day; on the negative side, around two out of five respondents in Nyakiriba and Kanama(in Rubavu District) had to wait at least two weeks (and sometimes several months) while Busasamana(Rubavu District) had the highest share of respondents who have not obtained the service yet (which confirms the findings of figure 8).

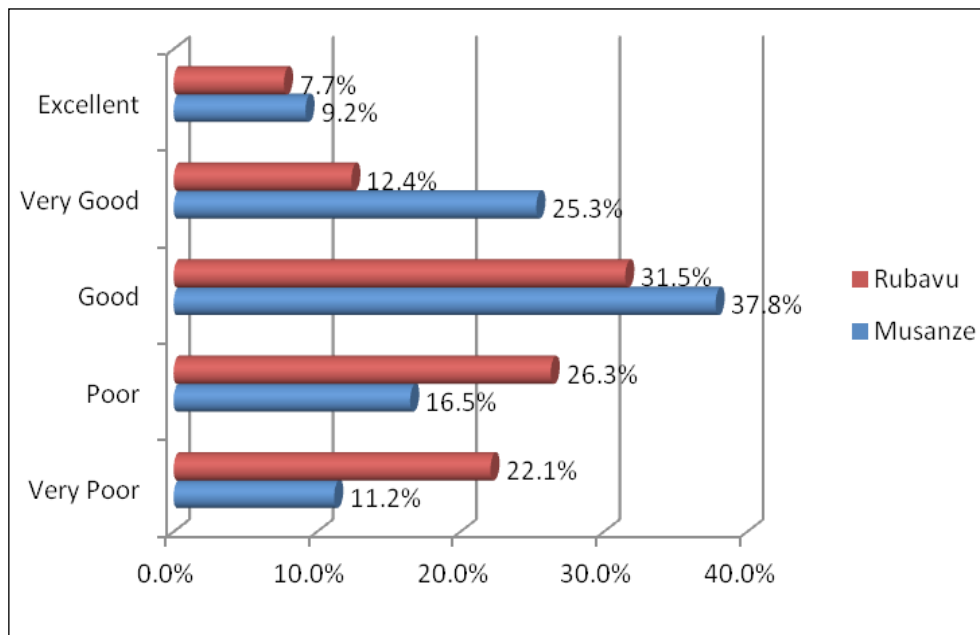
Satisfaction with the service provided

So far the report has analysed the respondents' answers on whether a service was obtained or not, whether it was delivered during the respondent's first visit at the office and how promptly it was delivered.

However, timing and promptness is just one of the aspects that matter when trying to assess the quality of service delivery. Another key variable is the satisfaction of the client or beneficiary. Our questionnaire therefore asked citizens to evaluate a number of aspects related to the service delivery in the office they visited.

Firstly, the questionnaire sought to ascertain the general level of satisfaction, in other words the overall evaluation of the service provided. This is shown below.

Figure 14. Overall evaluation of service delivery

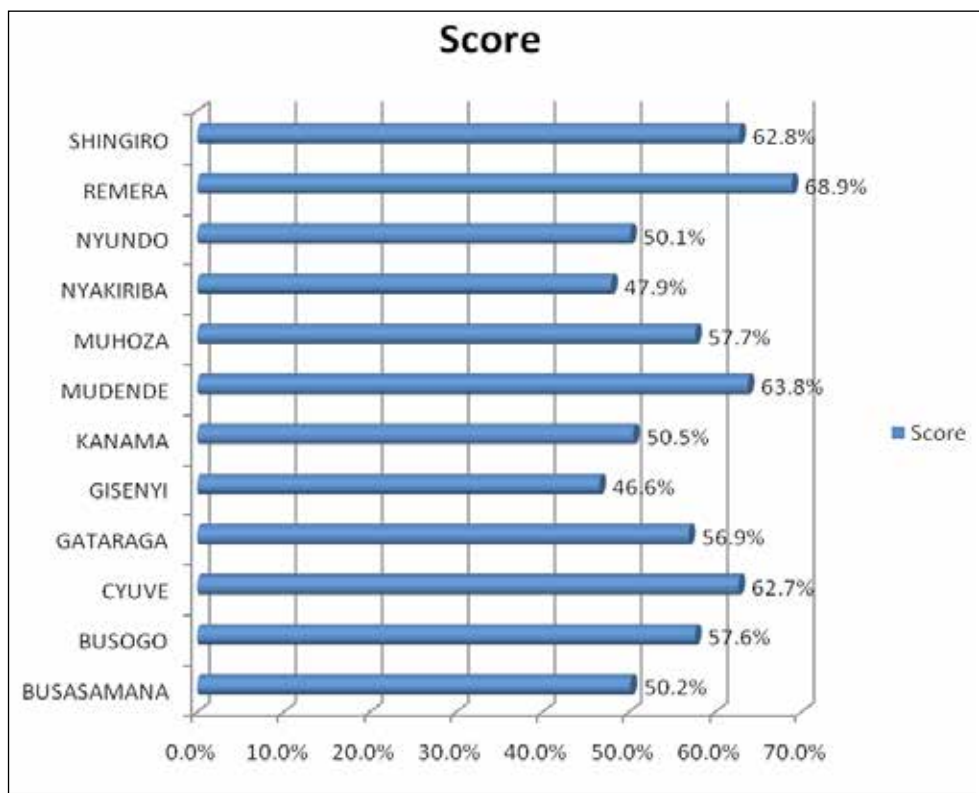


The figure shows that overall most citizens are satisfied with the quality of service provided. However, once again important differences exist between the two selected districts, with Musanze being better evaluated than Rubavu. Indeed in the former case a clear majority (72.3%) consider service delivery to be either good, very good or excellent. On the contrary, citizens in Rubavu seem to be less happy, as only just over half of our respondents (51.6%) expressed a positive evaluation while 26.3% think service delivery is poor and a stunning 22.1% consider it to be very poor.

While the results of Musanze can be considered satisfactory and are broadly in line with the findings in Kigali (71% of good, very good and excellent), the performance of district and sector offices in Rubavu is more disappointing; these offices should strive to improve the quality and not just the promptness of their service delivery.

Once again it is interesting to look carefully at the results of the overall satisfaction per Sector office: the graph below displays this.

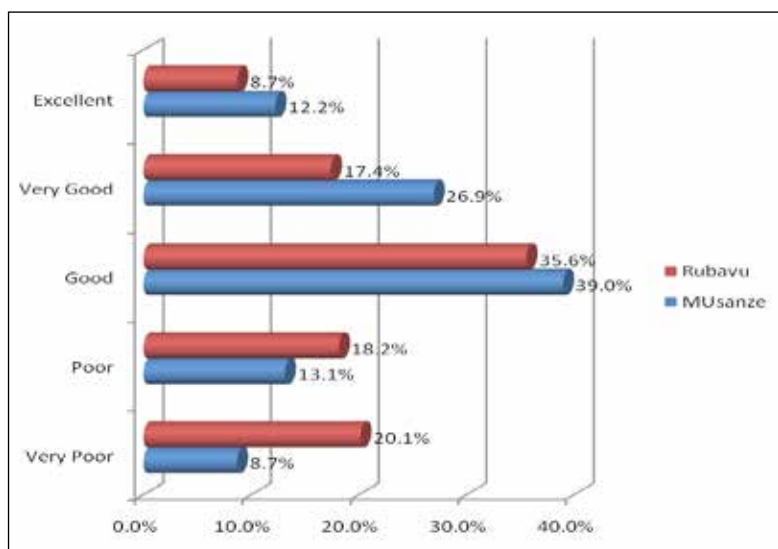
Figure 15. Overall evaluation per Sector



On the positive side, the Sector whose service delivery is best evaluated by our respondents is Remera, followed by Mudende, Shingiro and Cyuve. On the other hand, the least appreciated office is the one in Gisenyi, followed by Nyakiriba and then Nyundo, Busasamana and Kanama all of them located in Rubavu District.

After asking respondents to provide an overall evaluation of service delivery, the questionnaire asked to assess specific aspects of the provision of services. The first element which was explored is the staff competence in carrying out their job, in other words their capacity to provide the service they are in charge of. The results are shown below.

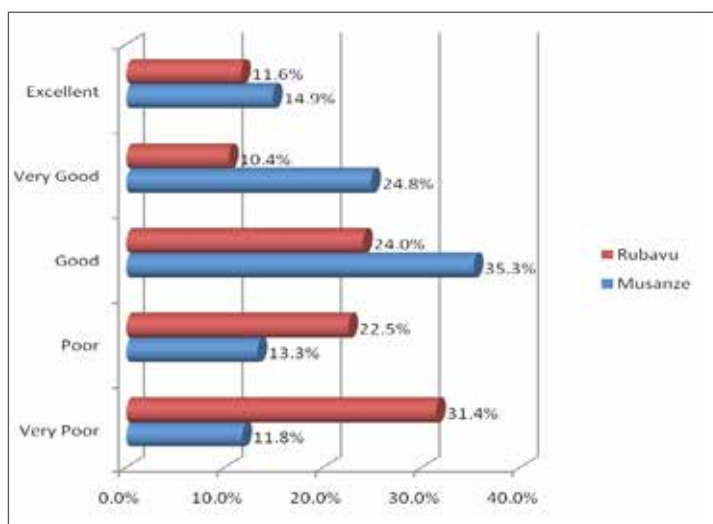
Figure 16. Employees' competence in providing services



The graph shows that most respondents consider the employees' capacity as good: 39% in Musanze and 35.6% in Rubavu. But again citizens in Musanze seem to be significantly more satisfied, as 39.1% of them consider service delivery to be very good or excellent and only 21.8% think it is poor or very poor. In Rubavu the proportions are quite different and no less than 38.3% are dissatisfied. Interestingly, respondents in Kigali evaluated slightly better the capacity of their local officials, as 27% said it was good, almost half said it was very good or excellent while 24.3% were not satisfied; this could imply that officials in the capital are more skilled or receive more training than their colleagues in other areas of the country, such as in this case Rubavu.

Turning now to another element of good service delivery, namely kindness and politeness of the employees, we can observe an even more significant difference on how respondents assessed the offices in the two selected districts, as presented in the following figure.

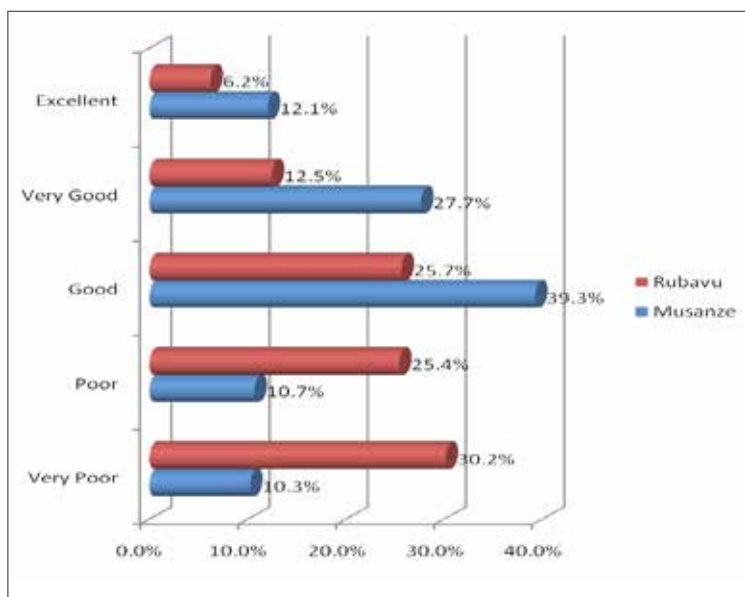
Figure 17. Employees' kindness in providing services



While respondents in Musanze provided similar answers as in the previous indicator, with 35.3% saying that the staff politeness is good, 39.7% saying it is very good or excellent and 25.1% poor or very poor, citizens in Rubavu seem quite unsatisfied: most of them (31.4%) consider the kindness of local officials very poor, and in general less than half (46% cumulatively) are happy with this aspect. The results in Musanze are broadly in line with those of Kigali, while the findings about Rubavu clearly sound like an alarm bell.

Another aspect of service delivery that the questionnaire explored is access to information about the service. In other words, citizens were asked to which extent information is available; an important indicator of transparency of public institutions. The findings are summarised in the following graph.

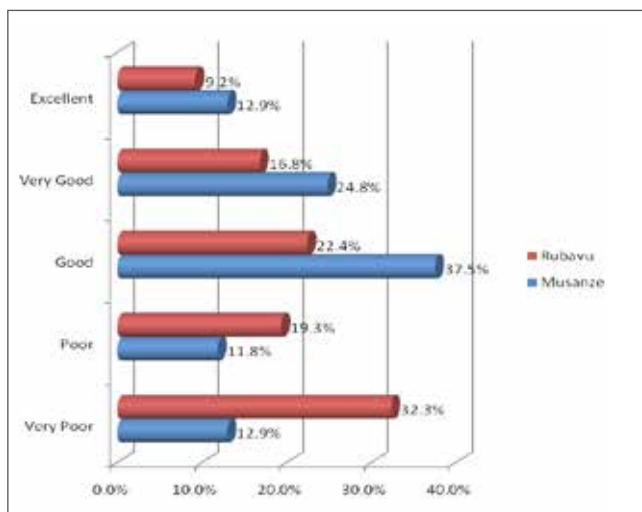
Figure 18. Access to information about the service



These results are not very different from the previous ones about staff politeness. Once again respondents in Musanze express positive views, with only 21% of them being unsatisfied, while citizens in Rubavu are largely unhappy (55.6% cumulatively). The findings of Kigali were similar to those of Musanze while again Rubavu clearly underperforms. This shows the need to for offices in that district to redouble their efforts and provide their citizens with clear, precise and easy information about their services, office hours, requirements to access a service and so on.

When citizens go to a local public office in order to seek a service a number of problems might arise including corrupt practices, delays, unfair treatment, low quality service and absenteeism of staff; that is why it is important for citizens to have the possibility to complain in an easy and accessible way. In turn, this is also important for the service providers in order to get information on their users' views and complaints, discover if there are any challenges and thus address them. That is why our questionnaire asked citizens to evaluate the availability of complaint mechanisms; the findings are shown below.

Figure 19. Availability of complaint mechanisms

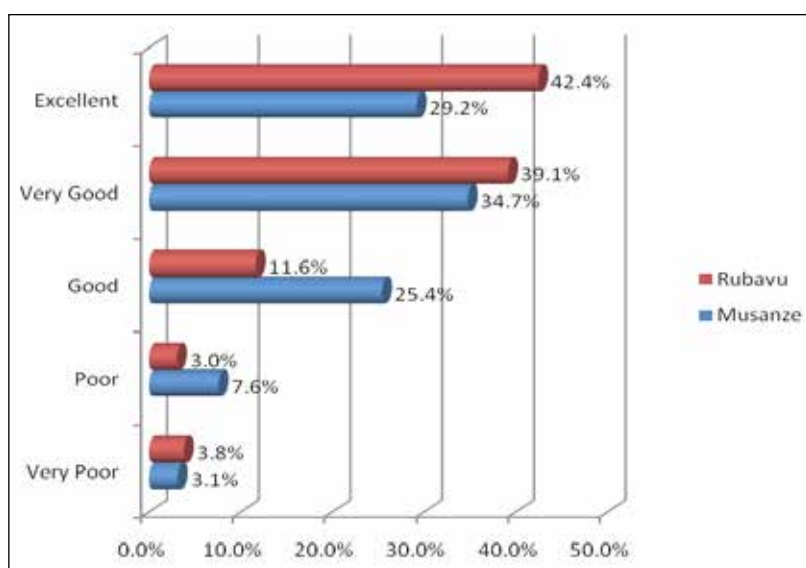


The figure shows that, once again, users in Musanze are overall satisfied, though the percentage of unhappy respondents is slightly higher (24.7%) than in the case of the previous indicator; while the majority of citizens in Rubavu are disappointed, as 51.6% assessed the availability of complaint mechanisms as poor or very poor.

The project also intended to investigate the level of involvement of citizens in service providing and, more broadly, in development projects at local level.

As far as the first aspect is concerned, the results are perhaps surprising: not only are citizens very satisfied with this aspects, but respondents in Rubavu are even happier than those in Musanze, in striking contradiction with all the other variables shown above.

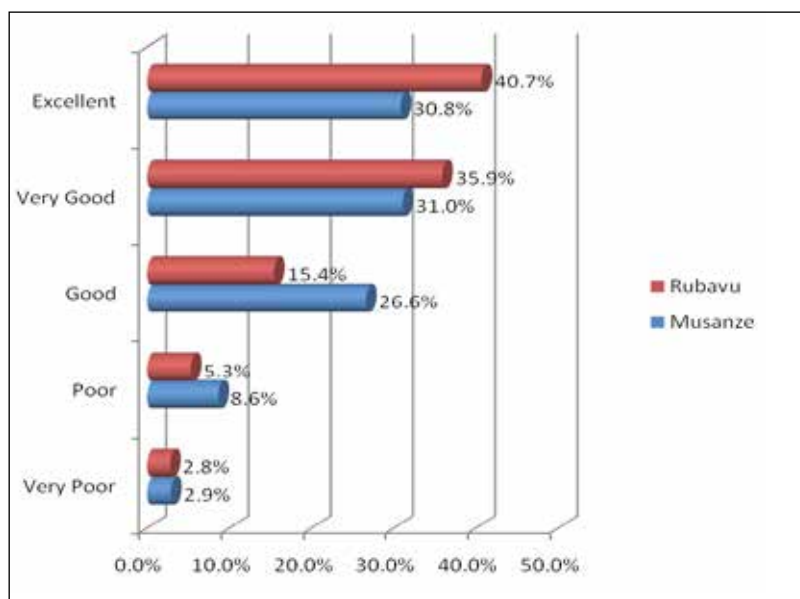
Figure 20. Participation in service providing at Sector level



Indeed, 42.4% of respondents in Rubavu feel their participation in service delivery at sector level is excellent, 39.1% think it is very good and 11.6% good, while a mere 6.8% is not happy. For once, citizens in Musanze seem to be slightly less satisfied, even though they also assess very positively their contribution to service delivery in their sector (34.7% consider it very good and 29.2% excellent). Interestingly, these results are significantly better than those registered in Kigali last year which were positive (78.5 of good, very good and excellent) but less than in Musanze and Rubavu.

Similarly positive results were registered when asking citizens to evaluate their contribution to broader developmental projects, as shown below.

Figure 21. Involvement in the planning of development projects at Sector level



Again citizens in both districts seem to be largely satisfied with their involvement in – and contribution to – development project, with respondents in Rubavu being even happier (92% cumulatively) than those in Musanze (88.4% in total). As it was the case for the previous indicator on citizens' involvement in service delivery, here too the results are clearly more positive than in Kigali; though citizens in the capital were also satisfied on this aspects, the excellent results in Rubavu and Musanze might imply that citizens in rural areas find it easier to interact with local authorities and express their needs or views on projects that affect them.

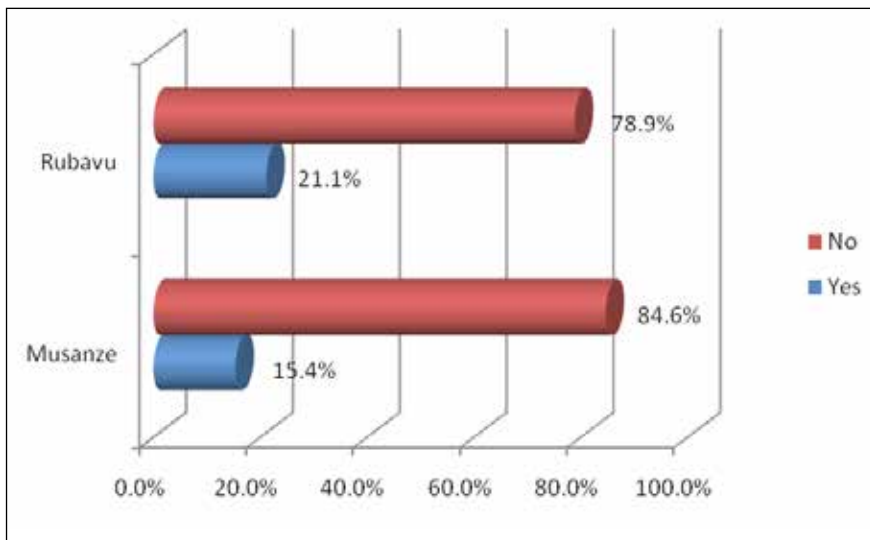
Looking at this set of results about citizens satisfaction with service delivery, the picture is relatively good but with some important nuances. While the majority of citizens consider service delivery to be overall either good, very good or excellent, this percentage is significantly higher in Musanze (72.3%) than in Rubavu (51.6%). Results are similar when it comes to employees' competence. However in terms of kindness, access to information and availability of complaint mechanisms, citizens in Musanze are still quite satisfied, while the majority of respondents in Rubavu expressed a negative opinion. However, citizens are very satisfied with their contribution to service delivery and development projects, with respondents in Rubavu even more positive than those in Musanze. Based on this set of results, it is clear that the aspects which deserve more attention and improvement are enhancing staff kindness and politeness, providing real access to information and establishing appropriate complaint mechanisms

Incidence of corruption

The aim of any service provider should be to provide high-quality, quick and efficient services through professional, skilled and motivated staff. Many factors can contribute to poor services, ranging from budget constraints to inappropriate officials, from capacity gaps to unclear guidelines. However a major hindrance to providing good services is corruption. This has a negative impact in many ways including waste of resources, staff absenteeism, denial of services to citizens who are entitled to them, request of money or favours in order to deliver a service which should be free of charge, and discrimination of the poor who cannot afford to pay a bribe.

It is precisely because of the devastating effect that corruption has on service delivery that our questionnaire included some specific questions on corruption. First of all it was asked whether a corrupt practice was encountered when seeking the service. The results are shown in the graph below.

Figure 22. Corruption encountered when seeking service



The figure shows that 21.1% of respondents encountered corruption when they sought a service in a district or sector office in Rubavu and 15.4% in Musanze.

Again it is worth recalling that this result does not necessarily imply that 21.1% and 15.4% of people who seek services in a local office in Rubavu or Musanze experience corrupt practices, as this graph is based only on those citizens who voluntarily decided to fill in a form and drop it in TI-Rw box. However it is clear that these results indicate a real problem. Indeed, even if comparing different studies which used different methodologies is not scientifically acceptable, it is impossible not to point out that these figures are much higher than the level of corruption unveiled by other studies about corruption in Rwanda, including TI-Rw ones⁴.

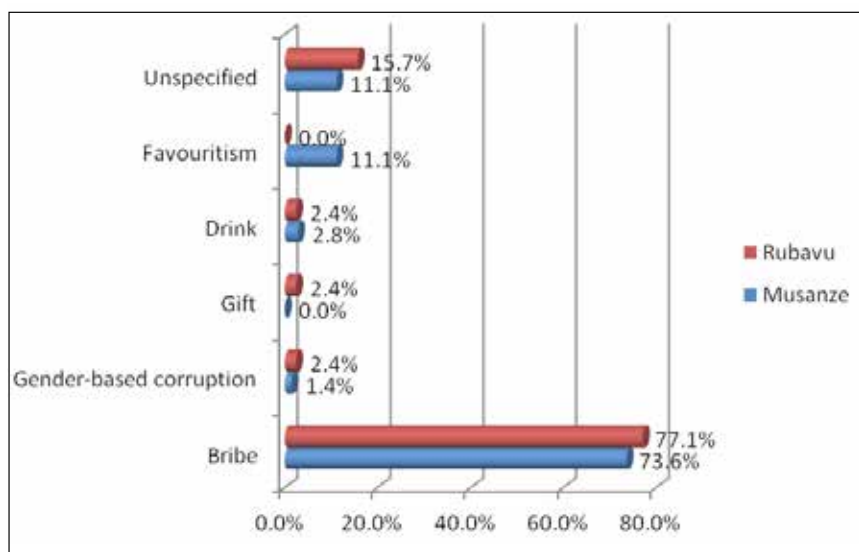
The results in Kigali, where 11.5% of respondents encountered corruption, though lower than these are also quite high compared to other studies on corruption in Rwanda; last year we said that a potential reason might be that the sample of the research was urban and that cities tend to offer more opportunities for corruption. However it is now clear that this cannot be the main explanation, since Musanze and Rubavu districts include rural areas and still the level of corruption seems to be higher than in the capital. Another plausible explanation is that the suggestion boxes approach guarantees more confidentiality than a questionnaire administered by a researcher, so respondents feel more at ease to reveal sensitive cases of corruption. It must also be recalled that many observers believe that local authorities are among the institutions that are most prone to corruption in Rwanda and this result is indeed in line with such analysis.

Finally it is worth pointing out that once again offices in Rubavu performed worse than those in Musanze; this is in line with most other indicators of this project such as non-provision of services, delays and citizens overall satisfaction with the services provided.

Given the importance of the issue of corruption, it is worth analysing it more in depth. Firstly, what kind of corruption are we talking about? The figure below shows the answer.

⁴For instance, the Rwanda Bribery Index 2011 published by TI-Rw in December 2011 indicated that the likelihood of encountering bribe demands is 1.19 and the prevalence of bribery is 0.48 (on a scale from 0 to 100 where 0 means no bribery at all). The same indicators in Rwanda Bribery Index 2010 were 3.9% and 2.15% respectively.

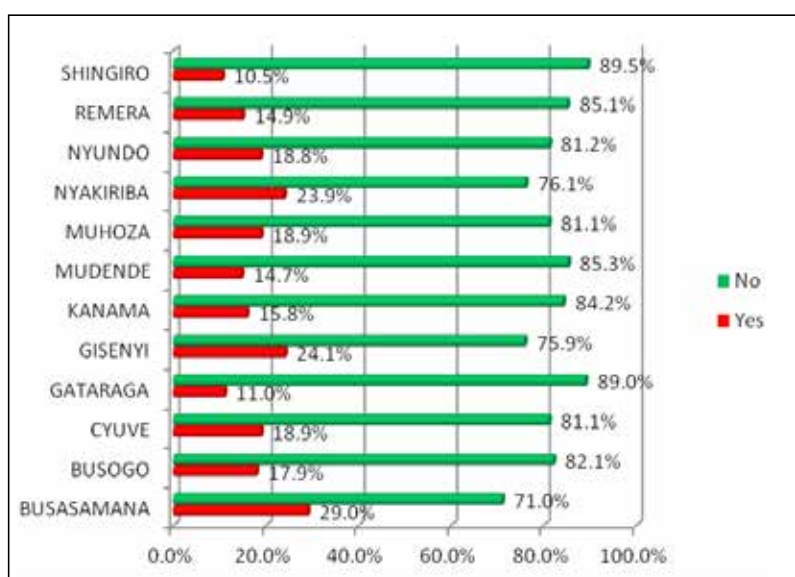
Figure 23. Forms of corruption encountered



The figure clearly shows that, by far, the most common form of corruption encountered by our respondents is bribery (77.1% in Rubavu and 73.6% in Musanze). A significant minority in Musanze also mentioned favouritism (11.1%) while other corrupt practices, found in negligible shares, are gender-based corruption, offering a drink or a gift. The fact that bribery emerges as the most common form is not surprising: it is indeed in line with other studies⁵ and this always tends to be the most common form of petty corruption, while other forms such as favouritism, nepotism or undue influence are more commonly found when it comes to grand corruption. It is worth mentioning, however, that a study by TI-Rw on gender-based corruption in the work place⁶ suggests that the extent of this form of corruption in Rwanda is far from insignificant.

Coming back to the level of corruption incidence, it is worth looking at the corruption encountered per Sector; the figure below presents the outcome.

Figure 24. Corruption encountered per Sector



⁵ Rwanda Bribery Index 2010 and 2011

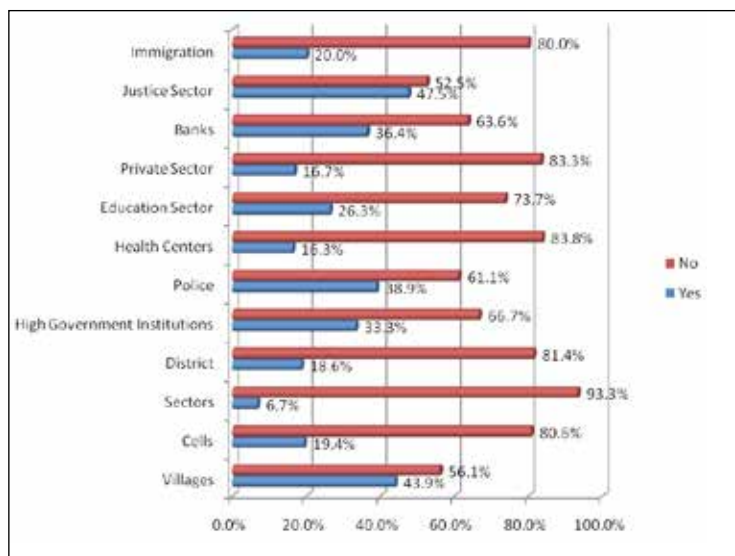
⁶ Available on www.tirwanda.org

The figure shows that the Sector where most cases of corruption were encountered by our respondents was Busasamana with 29%, followed by Gisenyi with 24.1% and Nyakiriba(Rubavu District) with 23.9%. On the other hand, the sectors where least corruption cases were experienced are Shingiro with 10.5% and Gataraga with 11% in Musanze District.

These results, when compared to the findings about overall evaluation and delays, lead to some reflections. Firstly, the three sectors most affected by corruption are also among the worst evaluated (as shown in figure 15). In line with this, the sector least affected by corrupt practices (Shingiro) is also one of the best evaluated. Moreover, two of the most affected sector (Busasamana and Nyakiriba) are also among those which emerge as the slowest in providing services (see table 2 above). These correlations show that an office which provides prompt services without asking bribes is very likely to be appreciated by its users, while an office which experiences delays and corruption tend to be badly evaluated by citizens. Moreover, these comparisons confirm that there is a certain link between delays and corruption: in other words, a provider who delays the provision of a service sometimes does so to “encourage” the service seeker to pay a bribe in order to “speed up” the process.

Beyond looking at the corruption encountered per sector, it is also interesting to analyse the incidence of corruption per institution or office visited and per service. The following graphs outline the outcomes.

Figure 25. Corruption encountered per office/institution visited



The figure shows that the offices or institutions most prone to corruption, according to our respondents in the two districts, are those related to the justice sector (47.5%), followed by village offices (43.9%) and the Police (38.9%). On the positive side, those least affected seem to be the sectors (6.7%), followed by health centres (16.3%) and the private sector (16.7%). This finding implies some elements for reflection. Firstly, all institutions (except for the Sector) registered an incidence of corruption well above 10% which, as mentioned above, is high for Rwandan standards. Secondly, this result confirms that local authorities and the Police tend to be quite prone to corrupt practices⁷ and that the justice system also has problems⁸. However, while the health centres have been identified as the least corrupt institution before⁹, the good result of the private sector seems to contradict perceptions that some companies indulge extensively in corruption¹⁰.

⁷This is in line with Rwanda Bribery Index 2010 and 2011

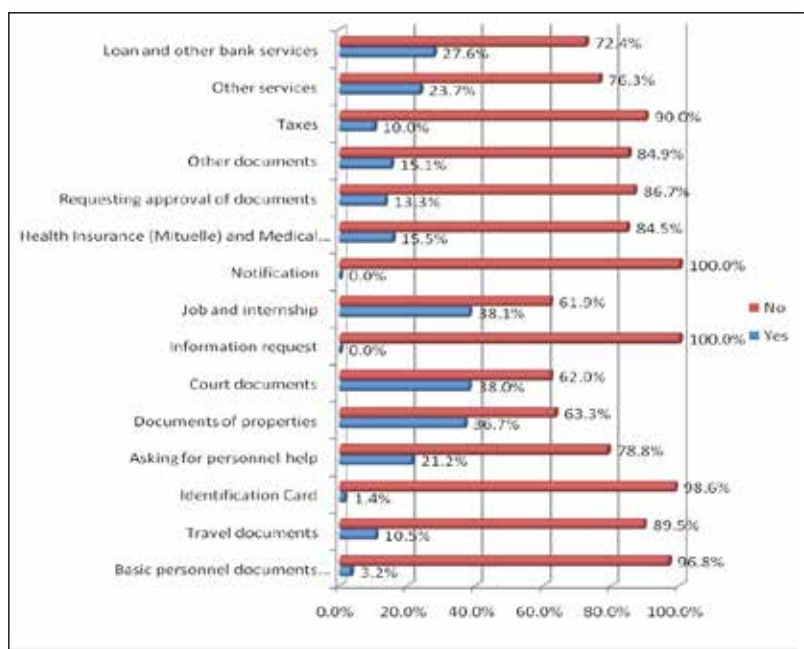
⁸Challenges in the justice system have been identified long ago by TI-Rw which is investigating the issue more in depth, for example through a research project on execution of court resolutions and one on the performance of abunzi (mediators). Both are available on TI-Rw website www.tirwanda.org

⁹Rwanda Bribery Index 2010

¹⁰See the situation analysis on public contracts in the infrastructure sector carried out by TI-Rw in coalition with other Rwandan organisations. Also available on TI-Rw website.

Another angle to investigate corruption in details is to look at what kind of services are more prone to corrupt practices; the graph below displays this result.

Figure 26. Corruption encountered per service

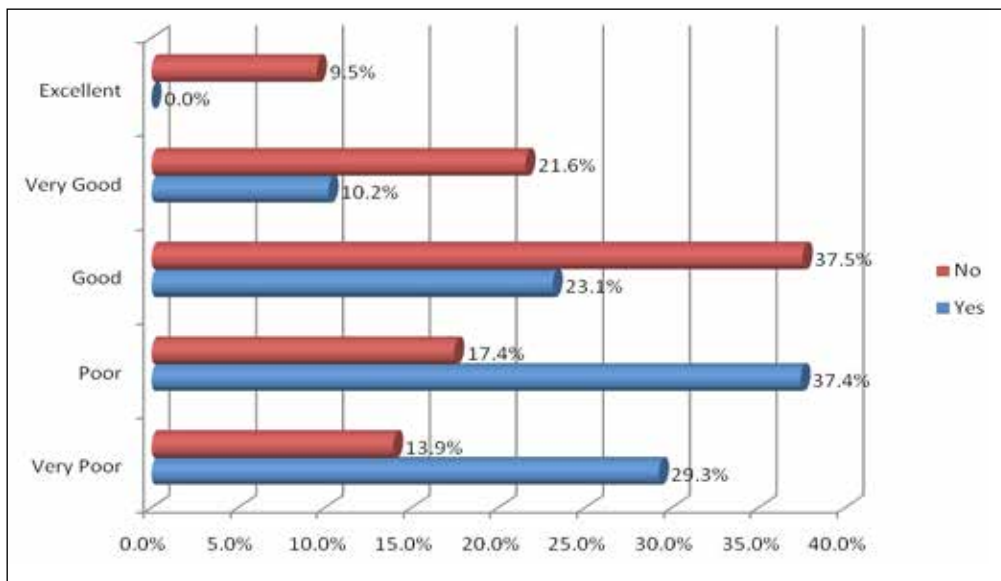


The figure shows that some services tend to be more exposed to corrupt practices than others. According to our respondents, these include jobs and internships (38.1%), court documents (38%) and property documents (36.7%). On the other hand, notifications and request for information emerge as the services least affected by corrupt practices (both 0%), while identification cards and other basic personal documents follow closely (1.4% and 3.2% respectively). It is interesting to see that the two services which emerged as the most prone to corruption, jobs and internships and court documents, are also the two in which our respondents received least services (figure 12) while notification, where no corruption was encountered, is also one of the areas where most services were delivered: this confirms that corruption is often a key reason behind a service denied.

Interestingly though, these findings are at least partially different from those in Kigali, where personal help, identity cards and property documents were singled out as the most corrupt services while no corruption at all was encountered when seeking courts documents and health insurance.

It is also extremely interesting to compare the incidence of corruption (figure 22) with the overall evaluation of service delivery (figure 14): this is what the following graph attempts to do.

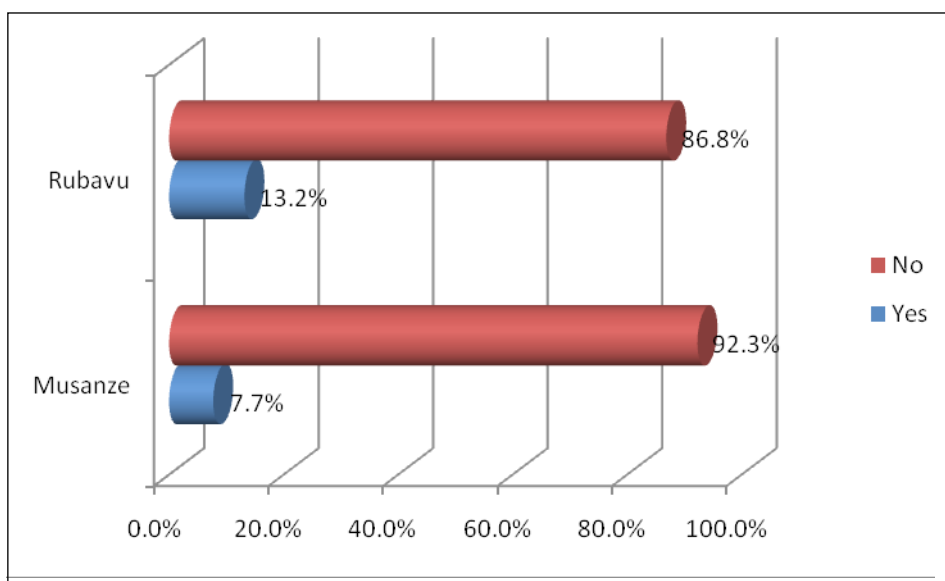
Figure 27. Overall evaluation and corruption encountered



The graph shows that among those who encountered corruption when seeking a service, nobody considers service delivery to be excellent and only a small minority (10%) considers it to be very good, while the large majority (66.7%) believes it is either poor or very poor. At the same time, among those who did not encounter corruption, the large majority (68.6%) considers service delivery to be at least good. While there are many variables which can make a user satisfied with a service he/she receives, this cross-analysis clearly shows that corruption is a key factor: in other words, if a citizen is demanded a bribe, he/she is much more likely to evaluate the service provider negatively than if no bribe is requested.

Further analysing the issue of corruption, the questionnaire asked whether the bribe, apart from being demanded, was also paid. This finding is shown below.

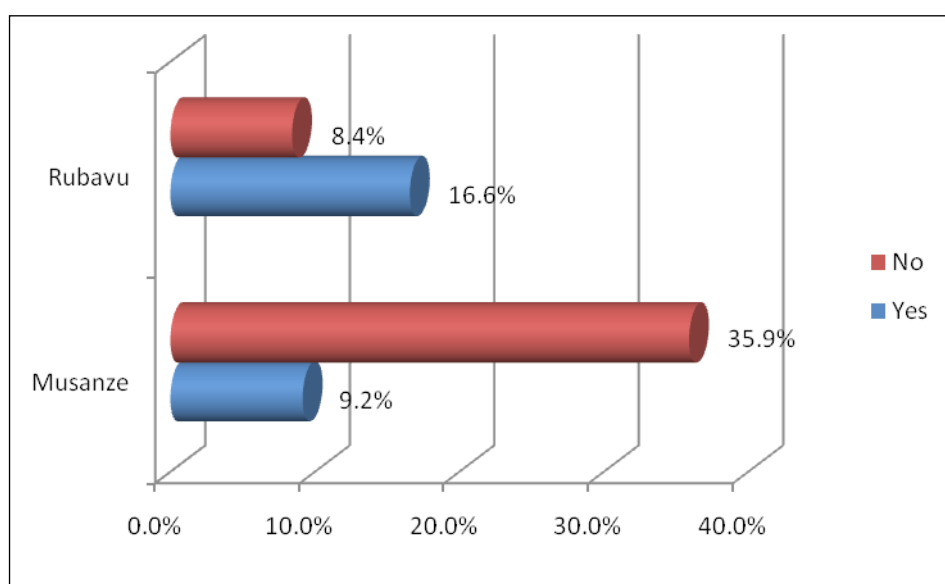
Figure 28. Bribe paid in exchange of service delivery



Interestingly, 13.2% of respondents in Rubavu and 7.7% in Musanze said they actually paid. Though these percentages are still quite high, the significant difference between the citizens who were asked a bribe and those who paid seems to imply that a considerable number of them were able to resist the corrupt practice. In Kigali such difference was insignificant, suggesting that in most cases the bribe demanded was also paid by the service seeker.

But what happens when a bribe is requested, or suggested, by the service provider but the user refuses to pay it? The questionnaire asked whether citizens received a service when they refused to pay a bribe. This question might be to a certain extent ambiguous because a bribe is rarely explicitly demanded, it is often suggested or expected, which consequently makes it difficult to define in which cases a bribe is “refused”; yet the result is interesting, as shown below.

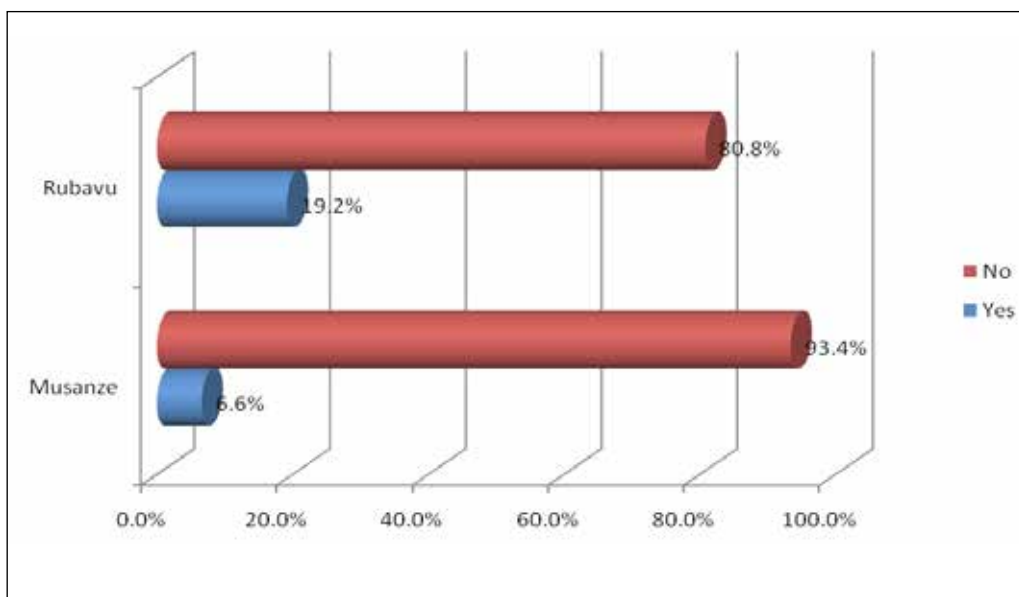
Figure 29. Services provided as result of refusing to pay the bribe



The graph shows that a significant share of those who refused to pay a bribe did not get the service they were seeking; in the case of Musanze the respondents who were denied a service are even the majority. This finding confirms the existence of a problem of corruption in district and sector offices in Musanze and Rubavu, showing not only that bribes are often requested, but that in many cases indulging in corruption is the only way to obtain a service. Obviously this translates into a discrimination because the poor, who cannot afford to pay a bribe, will be often denied the services they are entitled to by law.

When analysing corruption practices it is always necessary to look into the issue of reporting, as bringing corrupt people to justice is crucial to enforce laws and end impunity. That is why the questionnaire included a question on whether respondents reported the corrupt practices they encountered and their answers are presented in the following figure.

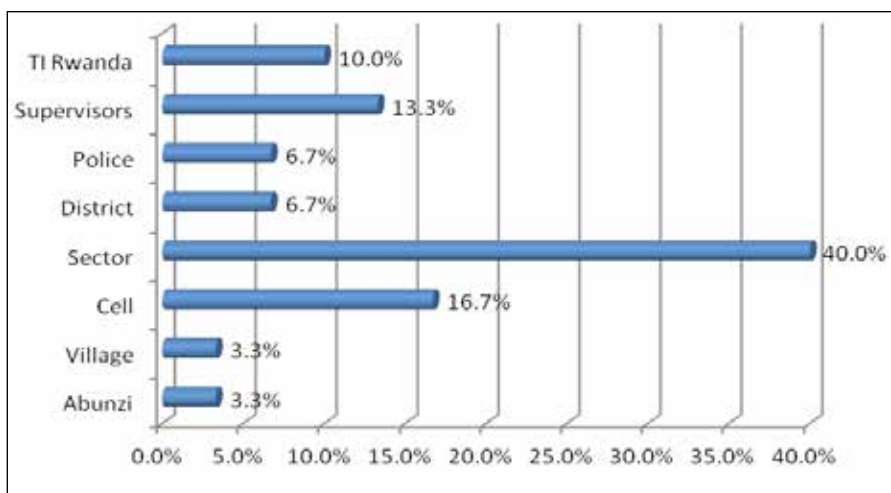
Figure 30. Corruption reported



Sadly, only a small share of respondents who encountered corruption decided to report it: 19.2% in Rubavu and a mere 6.6% in Musanze. This result, disappointing for all those institutions and individuals engaged in the fight against corruption on a daily basis, is worse than the finding from Kigali, which was already negative as only 23.4% reported the corrupt practice they encountered. But these findings confirm once again what TI-Rw has consistently found in other studies¹¹ i.e. the low level of reporting in Rwanda. This shows the need for all actors on the one hand to redouble their efforts to encourage victims of corruption to report it to the competent authorities and on the other hand to improve the availability, accessibility and confidentiality of reporting mechanisms. The fight against corruption cannot be won if corrupt individuals are not brought to justice.

Since there is a problem of low reporting of corruption cases it is useful to investigate to whom respondents reported to; this is displayed below.

Figure 31. Institutions to which corruption was reported



¹¹ According to TI-Rw's Rwanda Bribery Index 2011, 19% of victims reported the corruption cases they experienced; TI-Rw study on Gender-based corruption in the workplace, published in August 2011, showed that only 5.6% of victims reported the cases they encountered to the Police or the Ombudsman.

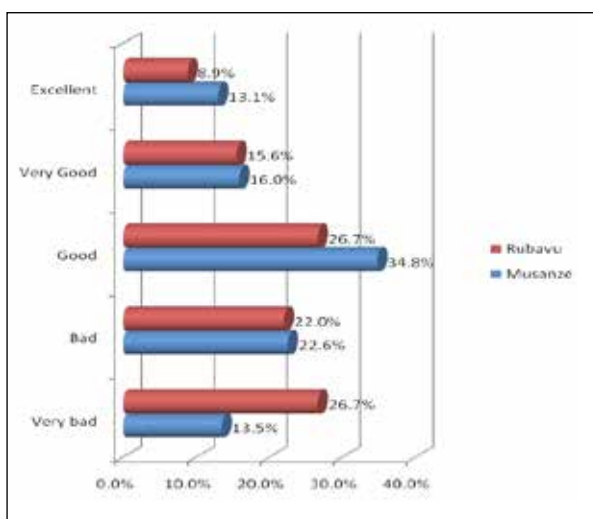
The graph shows that, among the few victims of corruption who decided to report the occurrence, most decided to report it to the Sector authorities (40%), followed by the Cell authorities (16.7%) and the supervisor of the corrupt official (13.3%). It is worrying that only 6.7% reported the crime to the Police and this raises doubts about the accessibility and availability of complaint mechanisms at the Police and about citizens trust in them.

Evaluation of local authorities on service delivery

The last issue that the questionnaire intended to explore is citizens satisfaction with the quality of service delivery offered by the different levels of local government.

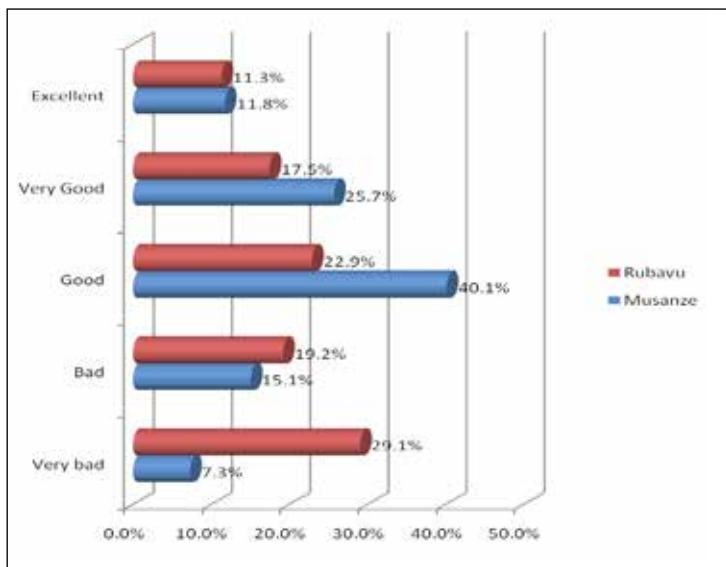
Starting with the most decentralised level, the village or umudugudu, citizens in Musanze seem to be relatively satisfied as cumulatively 63.9% consider that their village is either good, very good or excellent in providing services. In line with most findings of this research, respondents in Rubavu are significantly less positive, as just about half (51.2%) expressed satisfaction. The following figure provides more details.

Figure 32. Evaluation of service delivery at village (umudugudu) level



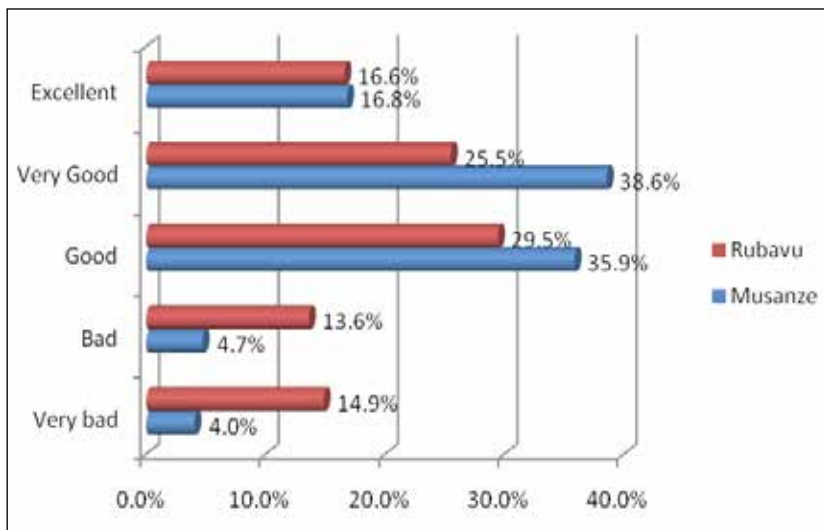
Moving upwards in Rwanda's decentralised administrative structure, the Cell scores a bit better than the village, at least in the case of Musanze: as the graph below shows, 77.6% of respondents in Musanze are satisfied with service delivery at this level. However, only 51.7% of citizens in Rubavu assessed their Cells positively, in line with the performance of the village. It is worth pointing out that in Kigali the Cells were better evaluated than imidugudu.

Figure 33. Evaluation of service delivery at Cell level



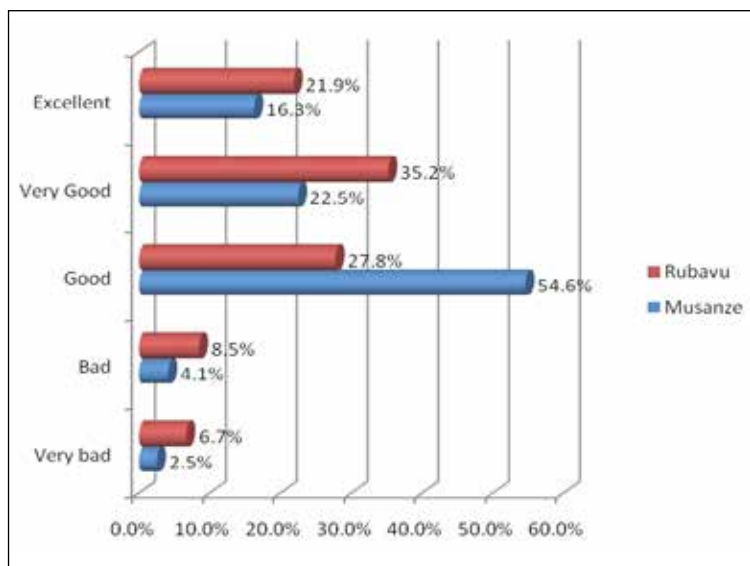
When it comes to Sectors, the picture is clearly better: in Musanze, over 90% of respondents believe their sector is either good, very good or excellent in providing services. But for the first time results are largely positive also in Rubavu, where 71.6% are satisfied with the services delivered at sector level, as shown in the figure.

Figure 34. Evaluation of service delivery at Sector level



Finally, citizens were asked to rank the District, a crucial evaluation as this is the most important level of local government in terms of service delivery. The picture is even better than it is in the case of sectors, as 93.4% of respondents in Musanze and 84.9% in Rubavu expressed satisfaction (with one out of five evaluating as excellent the services provided by Rubavu district). More details are provided below.

Figure 35. Evaluation of service delivery at District level



This set of results on the service delivery standards offered by the decentralised authorities is somehow twofold. On the one hand, at village and cell level one can again observe a significant difference between the two selected districts: while citizens in Musanze are relatively satisfied, those in Rubavu are much less happy, as it was the case for many other indicators across this research. On the other hand, however, the evaluation of sectors and districts is much more positive both in Musanze and in Rubavu. It is therefore encouraging that the most important and “biggest” levels are appreciated by the population, while on the other hand more should be done to improve the performance of the most decentralised authorities.

Conclusions and recommendations

The overall objective of the project was to fight corruption, enhance transparency and foster good governance through monitoring service delivery at local level. The project also intends to raise awareness on the malpractices of some local authorities and to encourage citizens to participate, engage in the fight against corruption and hold the local government accountable.

The key feature of the project was the establishment of “suggestion boxes” in District and Sector offices; citizens were encouraged to report their complaints and evaluate the services received by filling in a questionnaire and dropping it in the box. Following a pilot project in the city of Kigali in 2011, this project focussed on Musanze and Rubavu; boxes were placed in six sector offices (randomly chosen) per district and in the two district offices.

When reading the results of the project, it is important to recall that data is based on the questionnaires voluntarily filled in by citizens. One might argue that a citizen who is disappointed for not receiving a service, or for encountering bad customer care or corruption, might be more likely to fill in a questionnaire in order to express his/her disappointment. Therefore, instead of looking at the figures and percentages as precise and representative, it is better to consider them as indicators of trends. It is advisable to focus on the kind of challenges revealed by this project rather than on the actual figures.

The findings indicate the existence of three main challenges: non provision of services, delays in providing services and incidence of corrupt practices. However the results also show a high level of satisfaction of Rwandans with service delivery at all decentralised levels, though citizens in Musanze seem to be much more satisfied than those in Rubavu.

As per the first challenge, the majority of respondents (above 60%) did indeed receive the service they requested, but the fact that almost one out of three respondents did not obtain what he/she was seeking is indeed worrying. The situation seems to be generally better in offices in Musanze, with Remera emerging as the best performer and Busasamana as the worst. In terms of services, notifications and delivery of other documents stand out as the services which our respondent obtained the most, while jobs and internship emerges as the one that they received the least. Confirming the challenge, the project found that almost half of respondents were not seeking the service for the first time.

This leads to the second challenge identified by the research: delays in providing services. Indeed, almost half of respondents in Musanze and almost a fourth in Rubavu were provided with the service they needed on the same day that they came to seek it, but 18% in Musanze and 38.4% in Rubavu were not served within a week and some of them had to wait several weeks or months. Remera, Gataraga and Muhoza emerged as the sectors which provided prompt services, while Nyakariba and Kanama turned out to be the “slowest”.

Of course, when it comes to non-provision of services and delays, the responsibility is not only on the providers’ side: respondents blamed officials for their poor service, corruption, bureaucracy and unavailability, but also acknowledged that sometimes it is the citizens fault as they are not able to pay the fees or do not provide the required documents. In any case it is clear that local authorities should strive to remove the bureaucratic bottlenecks, motivate their staff and better inform the public if they want to provide quicker services.

When it comes to corruption, the third challenge, the findings shows that 21.1% of respondents encountered corruption when they sought a service in a district or sector office in Rubavu and 15.4% in Musanze: in both cases, a high level for Rwandan standards. By far the most common form of corruption was bribery (over 70%) but a significant minority also mentioned favouritism. The most affected sector is Busasamana followed by Gisenyi and Nyakariba, while the least affected are Shingiro and Gataraga. The services which are most exposed to corruption are jobs and internships, court documents and property documents; those least exposed are notifications and

information request. Interestingly, 13.2% of respondents in Rubavu and 7.7% in Musanze said they actually paid the bribe, implying that a considerable number of citizens were able to resist the corrupt practice. Sadly, only a small share of respondents who encountered corruption decided to report it (19.2% in Rubavu and 6.6% in Musanze), in line with other studies which show a low level of reporting in Rwanda.

Notwithstanding the challenges of non-provision of services, some delays and a relatively high incidence of corruption, the positive news is that Rwandan citizens are largely satisfied with service delivery at local level, though with some important nuances. Most citizens consider service delivery to be overall either good, very good or excellent but those in Musanze are significantly more satisfied than those in Rubavu. The same is true for the evaluation of employees' competence. In terms of kindness of staff, access to information and availability of complaint mechanisms, citizens in Musanze are still quite satisfied, while the majority of respondents in Rubavu expressed a more negative evaluation. At the same time, citizens are very satisfied with their contribution to service delivery and development projects, with respondents in Rubavu even happier than in Musanze. Local authorities should therefore pay attention to the aspects which are lagging behind, namely staff politeness, access to information and establishment of appropriate complaint mechanisms.

Similarly, when respondents were asked to evaluate the service delivery standards of the various levels of Rwanda's decentralised structures, the picture is overall good but with important differences. At village and cell level, citizens in Musanze are again relatively satisfied while those in Rubavu are much less happy, but the evaluation of sector and districts is much better both in Musanze and in Rubavu. It is thus positive that the most important levels are appreciated by the population, while the performance of the most decentralised authorities should be improved.

It is not the aim of this project to name the "good" and the "bad" Sectors and it would also be unfair to rank them based on the questionnaires received, as the sample is not representative. However it is interesting to mention some trends which emerged quite clearly. Remera comes out as the best evaluated sector and at the same time is the office which provided most services and one of the quickest. Shingiro is also well evaluated and is the one with least corruption, while Mudende received a good score and is one of the offices which provided most services. On the less positive side, Gisenyi received a negative evaluation and is also highly affected by corruption; other offices which were badly evaluated include Nyakiriba (which also scores negatively on promptness and corruption), Busasamana (which has low scores in most indicators and is the one which provided least services) and Kanama (which is also one of the slowest).

Similarly, the analysis of the questionnaires received allowed us to identify the services which present most challenges. Jobs and internships and court documents are the two services which emerged as both the most affected by corruption and those in which respondents received least services. On the positive side, notification, where no corruption was encountered, is also one of the sectors where most services were delivered.

Interestingly, this set of results seems to largely confirm on the one hand a link between delays and corruption (often a provider who delays the delivery of a service does so to encourage the payment of a bribe) and on the other hand shows that citizens tend to evaluate positively those offices which provide prompt services without indulging in corrupt practices.

Recommendations

The findings of the project and the suggestions made by respondents through the open questions of the questionnaire suggest the following recommendations:

- Step up efforts to inform citizens on service delivery at local level, including what kind of services are provided, which services each office (and official) is in charge of, which categories of citizens are entitled to a specific service and what are the requirements in terms of supporting documents and deadline to request the service.
- Establish a citizen charter and make use of it.
- Provide simple, accessible and confidential complaint mechanisms (suggestion boxes, toll free line, a dedicated office) and encourage citizens to use them. Hang posters with the phone numbers of the Police and of TI-Rw dedicated to report corruption and related injustices
- Make sure all local officials in charge of service delivery are well trained and are equipped both with professional expertise and with skills in customer care, citizens rights, integrity, ethics and anti-corruption; provide training where needed
- Ensure all staff are actually available to the public during working hours; strengthen supervision where needed and enforce appropriate and reasonable punishments for cases of absenteeism
- Provide each District and Sector office with adequate human and financial resources, as well as with appropriate infrastructures including ICT, to deliver all the services they are supposed to provide
- Make sure all public officials at local level receive a salary which provides the appropriate motivation; where this is not the case, inform the relevant authorities at the Ministry of Local Government in order to find solutions within the budget constraints
- Introduce incentive systems for well performing officials or offices in order to enhance the employees' motivation
- Promote and encourage citizens and civil society participation in the decisions on service delivery at local level; request citizens feedback on how services are provided and encourage them to propose solutions to improve the services. Fully take into account their views and concerns
- Introduce or strengthen monitoring systems in order to keep track of the services provided
- Pay specific attention to officials and offices at Village and Cell level as they are those which seem to be least appreciated by the population; focus on improving the services which are lagging behind, namely "jobs and internships" and "court documents"; and provide specific support to offices in Rubavu district in order for them to improve their performance.

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