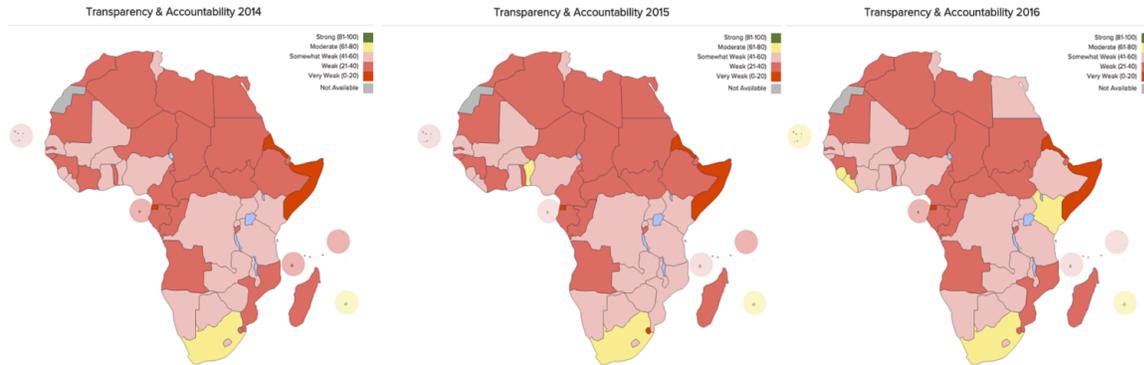


Africa Integrity Indicators – Country Findings



Who is Global Integrity?

Global Integrity supports progress toward open and accountable governance in countries and communities around the world. We focus on generating research and data, supporting the work of country-level reformers, and influencing global conversations on open governance. Our work covers a number of themes, with data, learning and citizen engagement at the core of everything we do. To know more about us, visit our website at www.globalintegrity.org.

What are the Africa Integrity Indicators?

In 2012, Global Integrity embarked on a five-year collaboration with the Mo Ibrahim Foundation to generate the Africa Integrity Indicators (AII), which assesses key social, economic, political and anti-corruption mechanisms at the national level across the continent. Global Integrity staff recruits and manages teams of in-country contributors in 54 countries to generate original governance data on an annual basis.

The questionnaire has 114 indicators and is divided in two main categories: Transparency & Accountability and Social Development. The Transparency & Accountability category consists of 59 indicators examining issues divided in the thematic areas of rule of law, accountability, elections, public management, civil service integrity, and access to information. The Social Development indicators category consists of 51 indicators about gender, rights, welfare, rural sector, business environment, health and education.

The rich data set is designed to be particularly fruitful in identifying both bright spots as well as areas for improvement at the country level. The years of data include [2013](#), [2014](#), [2015](#), [2016](#); the next round of research will begin later in 2016 and be published in April 2017. To access our data, visit our project website at <http://aiglobalintegrity.org>.

Note: Each round of research is named from its year of publication. Thus, the 2016 round of research covers the period from September 2014 to September 2015, with only sources relevant to this period of study being accepted.

Get in touch with us

Global Integrity is dedicated not only to producing high quality data, but ensuring that it is as useful as possible for reformers (both inside and outside of government) around the world. If you're interested in working with this data to identify opportunities to support open governance efforts in your country, contact us at aig@globalintegrity.org.

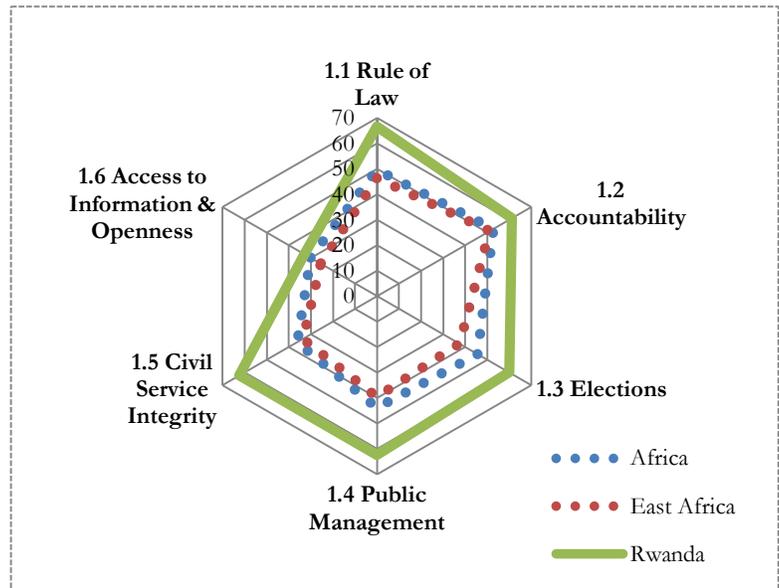
Rwanda – Country Findings Summary

1. Transparency & Accountability

The Transparency & Accountability category consists of 59 indicators examining issues divided in the thematic areas of rule of law, accountability, elections, public management, civil service integrity, and access to information & openness. The indicators look into transparency of the public procurement process, media freedom, asset disclosure requirements, independence of the judiciary, and conflict of interest laws, among others.

The overall category average showed no substantial change, with a slight increase from 56 in 2015 to 58 in 2016 (“somewhat weak” on the Global Integrity scale).¹ While all [six subcategories](#) scored higher than the regional and the continental averages, aggregate scores remained under 70 and did not go beyond the “moderate” area of the Global Integrity scale. In fact, all subcategories, except Access to Information & Openness, had aggregate scores in the 60 range during the 2016 research.

Access to Information & Openness, with an aggregate score of 33 (“weak” on the Global Integrity scale) was the lowest performing category. It saw a minimal 1-point increase from 2015. Rule of Law was the highest performing subcategory with a score increase from 61 in 2015 to 67 in 2016.



< Figure 1 > Rwanda’s subcategory scores in comparison to the region and the continent. The radar chart depicts the country’s aggregate scores of each of the six subcategories under Transparency & Accountability, in comparison to average scores of the continent (blue dotted lines) and the country’s region (red dotted lines).

Selected highlights

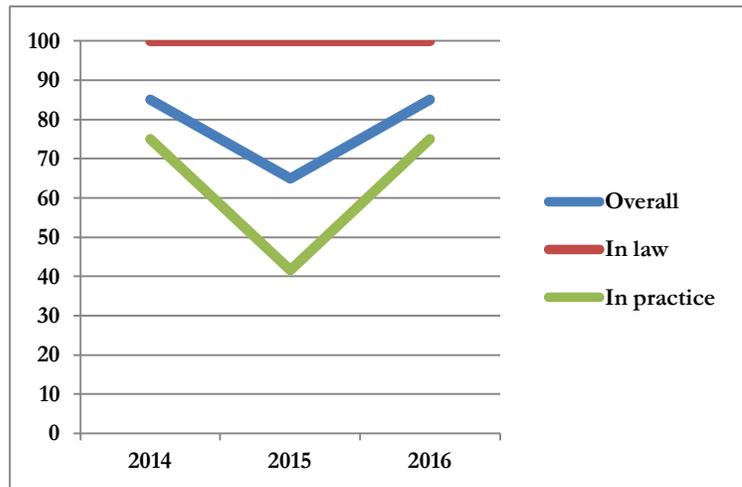
- **Judges routinely provided formal reasoning for their decisions, and rulings were easily accessible to the public. Yet, judges were not always able to operate without fear from other branches of government.** As [indicator 2](#) reports, judges enjoyed autonomy in their work when handling ordinary civil cases. However, when it came to political cases, they were reported to issue biased verdicts to avoid angering their appointing authority. An example is the trial cases of Col. Tom Byabagama and retired Brig. Gen. Dr. Frank Rusagara that were on-going during the study

¹ The Global Integrity scale on the Africa Integrity Indicators website is as follows: 81-100 (Strong), 61-80 (Moderate), 41-60 (Somewhat weak), 21-40 (Weak), 0-20 (Very Weak)

period. Both men had been arrested for voicing their opinions in public and expressed their doubts in court that they would face a fair trial. While the procedures in place establish that national-level judges be selected by the High Council of Judiciary before being vetted by the Senate, in reality, “the vetting process is not very strict because it’s done by members of the Senate who are loyalists of the ruling party”, as noted in [indicator 3](#). While appointments do take into consideration the merits of candidates, party loyalty is another factor that is reported to influence the decision making around the recruitment of judges. Nonetheless, [indicator 4](#) reports that judges in Rwanda provide reasons and references to support their judgments, and such rulings are freely accessible on court websites, or if unavailable, can be obtained on paper within a week upon request.

- **Increased transparency in the public procurement sector narrowed the gap between *in law* and *in practice* indicators.**

Score increases by 50 points were observed in indicators 26 and 28. As reports in [indicator 26](#), citizens were able to more easily access award results and documents associated with procurement contracts during the study period compared to the 2015 research. Through requests under the Access to Information Law, documents could be obtained within five days. The improvement observed in [indicator 28](#) relates



< Figure 2 > *De jure* and *de facto* gap of Rwanda’s public procurement indicators (24-28): This graph provides an overview of the aggregate gap between *in law* indicators (green) and *in practice* indicators (red) of a particular set of indicators, and how they affect the change of the overall aggregate score (blue) between the three rounds of research 2014, 2015 and 2016.

to the effective debarment of companies found guilty of violating public procurement regulations. During the study period, a total of 107 companies were blacklisted by the Rwanda Public Procurement Authority (RPPA) and no cases were found where a debarred company participated in a bid. The blacklist was also accessible to the public through the RPPA website. During the 2015 research, on the other hand, there had been times where blacklisted companies did not face any consequences. Law No. 12/2007 on public procurement, in fact, requires that companies found guilty of violations of procurement regulations be forbidden from participating in future bids. [Indicator 27](#) also notes that recidivism leads to indefinite debarment.

However, [indicator 25](#) notes that some tenders were awarded without following open bidding. Law No. 12/2007 requires competitive bidding for major procurements unless otherwise specified, as notes [indicator 24](#). Even though, some bids were openly advertised in newspapers on the RPPA website, the New Times newspaper published an article titled “30% of public tenders awarded unlawfully” in October 2014. Some procurement officials were also arrested and held in custody during the study period for allegedly awarding tenders under doubtful circumstances.

- **While overall access to information is increasingly guaranteed, asset disclosures of public officials and funding records of political parties remain inaccessible to the public.** In 2013, Rwanda passed the Access to Information Law, which guarantees citizens' right to request information from public bodies, and establishes the process to be followed in order to obtain such information, as noted in [indicator 41](#). In practice, citizens were able to obtain information within two weeks at the cost of photocopying, and the request process was also further facilitated by the creation of a web-based application at <https://sobanukirwa.rw/>, as reported in [indicator 42](#).

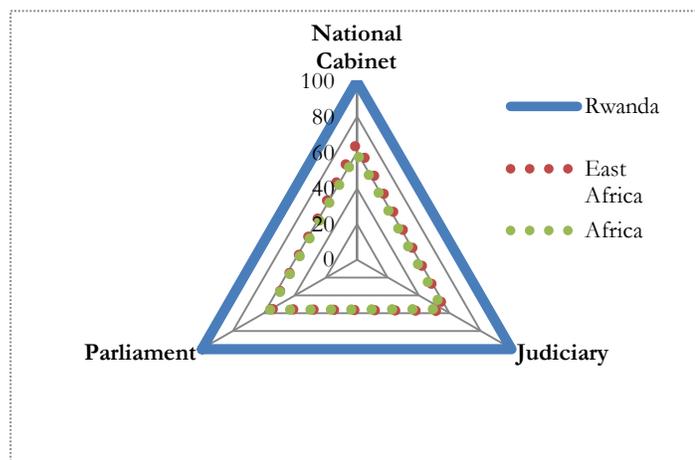
However, asset disclosures of senior officials of all three branches of government and those of lower-level civil servants remained inaccessible to the public, as report indicators [45](#) and [47](#). This is due to the fact Law No. 76/2013 determining the mission, powers, organization and functioning of the Office of the Ombudsman, requires declarations of property to be kept confidential, as reported in indicators [44](#) and [46](#). The law also does not make it mandatory for political parties to publish information pertaining to state funding or private donations, as note indicators [48](#) and [50](#). Therefore, in practice, even if political parties do disclose their financial records to the Office of the Ombudsman by June 30 every year conforming to the law, they do not make such information available to the public, as noted in indicators [49](#) and [51](#).

2. Social Development

This category covers seven subcategories, including Rights (civil society space and minority rights), gender, business environment and infrastructure, rural Sector, welfare, health, education, and civil registration. Because the Social Development portion of the research only includes a small number of questions per each topic area, we only provide the scores for each individual indicator and don't provide aggregated category or subcategory scores. However, the individual indicators themselves contain a wealth of information across a breadth of topics, a select few highlights of which are noted below.

Selected highlights

- Civic space in Rwanda remains restrictive.** Whereas no demonstrations took place during the study period, [indicator 67](#) notes that participating in protests can lead to long-term imprisonment or other types of punishment. NGOs working on politically sensitive issues such as human rights also face more obstacles in the form of bureaucratic procedures or governmental influence on their activities, as reported in [indicator 68](#). For instance, in early 2015, the umbrella human rights organization CLADHO (Collectif des Ligues et Association de Défense des Droits de l'Homme) lost some of its member organizations. Organizations such as LIPRODHOR, ADR and MDD left CLADHO to protest against the government steering CLADHO's activities. Following this incident, two members of LIPRODHOR were arrested by the police "over alleged forgery and use of counterfeit documents" and the organization's leadership was replaced, which according to [indicator 69](#) is considered to be a result of government intervention. There was also one case of an NGO being shut down. The Institute for War & Peace Reporting was closed, after registering as a business company instead of an international NGO. Its request to correct its registration status met with the government's demand that the NGO leave the country, as noted in [indicator 70](#).
- Women's representation is comparatively high in all three branches of government.** 12 out of 32 cabinet positions (37.5%) were held by women and [indicator 85](#) earned a score of 100, while the regional average stood at 65 and the continental average at 60. In the highest branch of the judiciary, women's representation amounted to 50%, with seven out of 14 Supreme Court justices being women. As a result, [indicator 86](#) scored 100 while the regional



< Figure 3 > Rwanda's female representation in the three branches of government compared to the country's region and the continent.

average stood at 58 and the continental average at 56. Within the legislature, 38 out of 72 parliamentarians were women, and eight out of 26 senator seats were occupied by women. [Indicator 87](#) earned a 100 score while both regional and continental average stood at 56.

- **Existing legal frameworks also guarantee women’s equal rights to land and non-land ownership, divorce petition, independent travel and access to employment opportunities. However, when it comes to inheritance, discriminatory customs still restrict women’s rights.** As [indicator 77](#) notes, the Organic Law repealing Organic Law No. 8/2005, on the use of and management of land, prohibits discrimination based on gender in relation to access to land. The Constitution, in its Article 29 stipulates that “every person has a right to private property, whether personal or owned in association with others”, and does not restrict women’s right to non-land property, as noted in [indicator 78](#). Women are also guaranteed the same right as men to file a divorce petition, as noted in [indicator 80](#). Furthermore, no law exists that restricts women in their travel and movement, according to [indicator 82](#). Law No. 13/2009 regulating labor in Rwanda guarantees women’s equal access to employment opportunities, as noted in [indicator 83](#). However, when it comes to inheritance, in some rural parts of the country women are still subject to discriminatory customs despite the fact that Law No. 22/99 on matrimonial regimes, liberalities and successions establishes that both men and women inherit without discrimination. Therefore, [indicator 79](#) earned a ‘Mixed’ score as opposed to other indicators that were unaffected by customary laws.
- **The country’s statistical capacity remains low when it comes to data on youth unemployment, poverty and infrastructure, as statistics are only published at large intervals.** The National Institute of Statistics of Rwanda (NISR) publishes its Integrated Households Economic Conditions Survey (EICV) every five years. The survey contains statistics on poverty as noted in [indicator 92](#) and its most recent iteration covers the period from October 2013 to October 2014. While it also contains a youth component, no specific data on youth unemployment is included, as reported in [indicator 91](#). On the other hand, the NISR published in January 2014 a thematic report on the socioeconomic status of the youth population covering the year 2012. Some statistics on infrastructure are available in the annual NISR Statistical Yearbook or on the website of the Rwanda Transport Development Agency (RTDA), as noted in [indicator 93](#). However, available data are only related to road networks, and do not cover other aspects such as airports, water pipes, or electric grids.

The above findings capture selected highlights and are not an exhaustive analysis of the collected data. We encourage interested users to access our website [here](#) for detailed comments and sources for all 114 individual indicators.