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RWANDA GOVERNANCE BOARD (RGB)

RWANDA GOVERNANCE SCORECARD 2012

December 2012

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Kigali, Rwanda

December 2012

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I. SUMMARY OF THE RWANDA GOVERNANCE SCORECARD 2012

1.	**Rural of Law**																**73.37**
	Separation of power	75.45	Performance of the Prosecution	75.9	Performance of the Judiciary	74.96	Access to legal Aid	67.18									
2.	**Political Rights and Civil Liberties**																**73.62**
	Quality of Democracy	81.03	Vibrancy of Non-State actors in policy formulation	65.51	Political parties Registration and operations	75.83	Access to public information	57.5	Respect for human rights	78.6	Core international human rights conventions	83.27					
3.	**Participation and Inclusiveness**																**75.26**
	Decentralization and citizen participation	76.7	Civil society participation	62.57	Gender parity in leadership	78.91	Power sharing	82.84									
4.	**Safety and Security**																**91.36**
	Maintaining security	96.25	National Security	94.03	Personal and Property safety	91.68	Reconciliation, social cohesion and Unity	83.45									
5.	**Investing in People**																**78.80**
	Education	79.81	Health	77.78													
6.	**Control of Corruption, Transparency and Accountability**																**77.10**
	Incidence of Corruption	73.46	Control of Corruption	79.65	Transparency and Accountability	78.2											
7.	**Quality of Service Delivery**																**70.44**
	Local Government	77.27	Justice Sector	69.95	Health Sector	82.23	Educ. Sector	73.75	Land Sector	73.15	Agri. Sector	77.7	Water Sector	56.7	Infra. Sector	52.8	
8.	**Economic and Corporate Governance**																**74.93**
	Macroeconomic Indicators	62.29	Business Environment Promotion	86.88	SMEs development and cross-border trade	56.42	Private sector promotion	82.25									

0-25	R
25.01-50	A
50.01-75	Y
75.01-100	G

An important note: Scores are based on a scale of 0-100. The RGS scores should be interpreted with the understanding that the higher the score, the better. Therefore, an increased score indicates a better performance just as a lower score indicates greater needs for improvement.

II. INTRODUCTION

The Rwanda Governance Scorecard (RGS) 2012 is an annual publication of the Rwanda Governance Board (RGB) that seeks to accurately gauge the state of governance in Rwanda. The 2012 edition of RGS captures data for 2011.

The RGS is a comprehensive governance assessment tool constructed from data based on over 200 questions, which are structured based on a set of 8 indicators, 35 sub-indicators and 143 sub-sub-indicators. This initiative reflects a continued commitment to evidence-based policies and objective self-assessment in order to identify areas for improvement and drive policy reforms. It has now become customary for Rwanda to produce evidence of its rapid economic development in various domains, including governance, to feed and inform a number of external comparative assessments. A unique and significant aspect of the RGS vis-à-vis external assessments is that it utilizes a plethora of new, locally-generated data sources, such as citizen perception surveys and detailed institutional data, which are often not considered by external indexes. The RGS thus seeks to meet the following objectives:

- To generate credible and reliable data on governance issues for national and international stakeholders;
- To serve as a practical tool that will drive policy reform through the identification of areas for improvement and actionable recommendations;
- To contribute to current knowledge about governance in Rwanda.

The methodology of the RGS, described in detail below, aims to combine a firm foundation in international standards with an in-depth understanding of the Rwandan context. Thus, primary data sources of the RGS 2012 comprise the assessments of Rwandans themselves, both citizens and experts, as well as, verified hard data from Rwandan institutions. The RGS 2012 is comprised of data collected between January 1, 2011 and December 31, 2011- therefore, data and what has occurred since January 1, 2012 are not covered by this second edition.

This report describes the methodology used for data compilation and scoring, presents detailed scores, highlights of the key findings, identifies areas for improvement and makes policy recommendations. Without accurate and updated governance data, it is difficult to know whether the country is on the right track in fostering good governance in the interest of sustainable development.

The RGB is committed to producing reliable and credible data and assessments in order to promote good governance process and evidence-based policymaking. Hence, the Rwanda Governance Board looks forward to working with all stakeholders to utilize this second edition of the Rwanda Governance Scorecard.

III. METHODOLOGY

The methodology of the Rwanda Governance Scorecard 2012 seeks to combine the best in global governance research methods with an understanding of the Rwandan context. The RGS 2012 uses both global and contextualized indicators and relies on a wealth of new local data, including scientifically sound Rwandan citizen and expert perception surveys, as well as hard data from Rwandan institutions.

The indicators used in the RGS 2012 originate from diverse sources, both international and Rwanda-specific, which allow the RGS to combine the best in global governance research methods with an understanding of the Rwandan context.

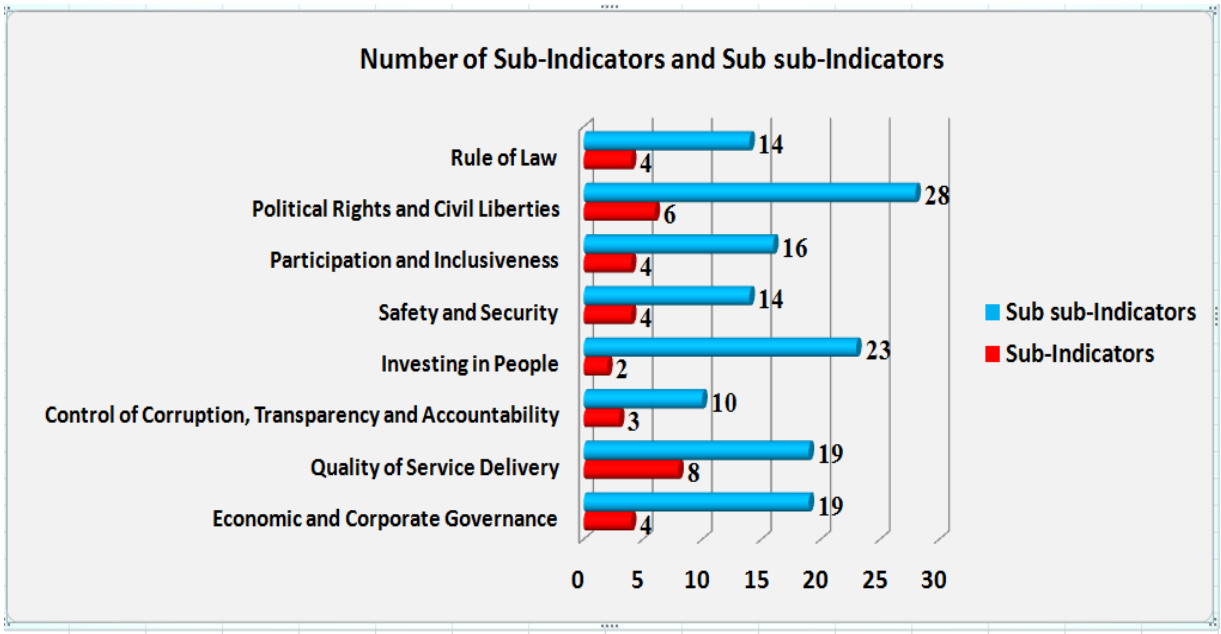
The RGS has the unique advantage of utilizing a wide range of new, Rwanda-specific data sources. The RGB crosschecked all hard data collected from relevant institutions to ensure the quality and validity of information received.

The collected data was analyzed using sound scoring methods in which indicator scores were compiled based on performance on relevant sub-indicators and sub sub-indicators.

III.1. Indicators, sub-indicators and sub sub-indicators

The Rwanda Governance Scorecard (RGS) is composed of 8 key indicators, 35 sub-indicators and 143 sub-sub-indicators. The following table gives details on indicators, number of sub indicators and sub-sub indicators.

Figure 1: Number of Indicators and sub-indicators



Source: RGB Survey 2012 Primary data

The Quality of Service is constructed by the most sub-indicators, 8, followed by Political Rights and Civil Liberties which is constructed by 6 indicators, as it was in the RGS 2010. The indicators Rule of Law, Participation and Inclusiveness, Safety and Security, and Economic and Corporate Governance, are all constructed by 4 sub-indicators. Lastly, the indicator Investing in People is constructed by the smallest number of sub-indicators, 2.

On the other hand, though the indicator on Investing in People is constructed by a low number of sub-indicators, it has the second largest number of sub sub-indicators, 23, after Political Rights and Civil Liberties which is comprised of 28 sub-indicators.

It is important to note that there has been a slight decrease in the number of sub-indicators while the number of sub sub-indicators has increased by 5.

III.2. Source of indicators, sub-indicators and sub sub-indicators

One of the greatest strengths of the Rwanda Governance Scorecard is its use of multiple sources to construct the indicators, sub-indicators and sub sub-indicators. They were developed on three main bases:

- International frameworks
- International indexes
- Home-grown indicators

International indexes and frameworks consulted include the Worldwide Governance Indicators, Freedom House assessments, the Mo Ibrahim Index of African Governance, Transparency International assessments, Millennium Challenge Corporation (MCC) criteria, Millennium Development Goals (MDG) and the Global Integrity Index.

National policies and frameworks were also the sources of indicators, sub indicators and sub sub-indicators. These include but are not limited to: Vision 2020; the Justice, Reconciliation, Law and Order Sector (JRLOS); Economic Development Poverty Reduction Strategy (EDPRS); and the Joint Governance Assessment (JGA).

III.3. Source of data

The RGS 2012 uses three types of data: hard data, perception surveys and expert surveys.

III.3.1. Hard data

Measuring good governance requires assessing progress against targets. With that in mind, RGB researchers collected and consolidated data from different public institutions (Ministries, Government Commission and Agencies), Civil Society Organizations (CSOs) and Private Sector Organizations. Data collected in this category consists mainly of reports and other administrative data collected from the aforementioned institutions. Data were verified and cross-checked to the fullest extent possible, including organizing inter-institution sessions to discuss the accuracy of data and scores.

III.3.2. Perception surveys

Good governance is also about satisfying citizen needs and aspirations. To root the RGS firmly in the realities of the Rwandan people, data from various perception surveys conducted by local government and non-governmental institutions, including the RGB, were used. These include (but are not limited to) the Rwanda Reconciliation Barometer 2010[1], the Citizen Report Card 2010[2], the Civil Society Development Barometer[3], the Africa Governance Report[4], etc.

III.3.3. Expert surveys

Assessing governance holistically requires going beyond quantitative data and citizen perception surveys. National experts with wide experience on issues of governance were also consulted to

[1] Conducted by the National Unity and Reconciliation Commission (NURC)
2 Conducted by Rwanda Governance Board (RGB)
[3] Conducted by Transparency International-Rwanda
[4] Conducted by National University's Center of Conflict Management (CCM)

provide qualitative analysis. The RGB, therefore, also utilized expert surveys conducted by Rwandan institutions to capture dynamics and complexities in the governance landscape. These include an expert survey conducted by the RGB in collaboration with Transparency International-Rwanda (TI-Rwanda), the Civil Society Development Barometer by TI-Rwanda. The experts that contributed to the RGB-TI Rwanda expert surveys were from Rwandan non-state institutions including local NGOs, media and academia. Expert individuals were selected on the basis of their expertise, objectivity and independence and were surveyed on a confidential basis.

III.4. Indicator development, data identification and collection and scoring

The development of indicators, data collection and identification followed the transparent and participatory process outlined below.

III.4.1. Developing indicators

The RGS 2012 mainly used initial indicators developed by the RGS 2010. These indicators were developed based on internationally recognized indicators and national policies and frameworks (see source of indicators above). The process involved consolidating a set of indicators and sub-indicators on which the scorecard would be built. Relevant national institutions, private sector and civil society with expertise were consulted for input on the indicators. This process was instrumental in developping the first draft of the set of indicators, sub-indicators and sub sub-indicators based on their relevance to measure trends in the governance landscape.

In addition to the existing indicators, RGB researchers added new indicators that were suggested by different individual stakeholders and various institutions in the interest of the relevance and inclusiveness of the scorecard. For example, the Economic and Corporate Governance indicator replaced the Business Promotion and Private Sector Advocacy indicator and was changed to include, among other sub-indicators the Macro-Economic Issues.

III.4.2. Identifying data source

It was important to identify a range of relevant data sources. These sources include hard data from credible Rwandan institutions, credible citizen/perception surveys, and expert surveys, especially those conducted by civil society organizations. The selected survey data sources were first analyzed in detail to assess their methods and sampling in accordance with international standards of quantitative methods of social sciences. The process also involved identifying and consulting key institutions that were to provide input and data to be incorporated in the scorecard. In collaboration with selected data provider institutions, focal persons were designated and assigned to facilitate data collection and participate in the process of designing and developing the RGS 2012. This step helped to re-adjust the set of indicators based on what would accurately represent the reality on the ground. It is also in this regard that the RGB, in collaboration with TI-Rwanda established a team of CSO/independent experts from CSO, media and academia to generate expert survey based data.

III.4.3. Gathering and verifying data

In this phase, RGB researchers worked closely with identified focal persons in institutions to collect the required hard data. They also conducted desk research using citizen and expert perception surveys, reports produced at national level. Hard data from different institutions were subjected to double-checks and critical analysis to ensure adequacy and high quality of data. In this process, RGB

researchers involved key institutions and data providers._Data were also double checked, providers were repeatedly consulted to verify data validity and address the omission of certain data. This step aimed at ensuring the received data are the most true and verified data from respective of institutions. Finally, to ensure sufficient complexity and comprehensiveness in analysis, the RGB conducted its own expert survey.

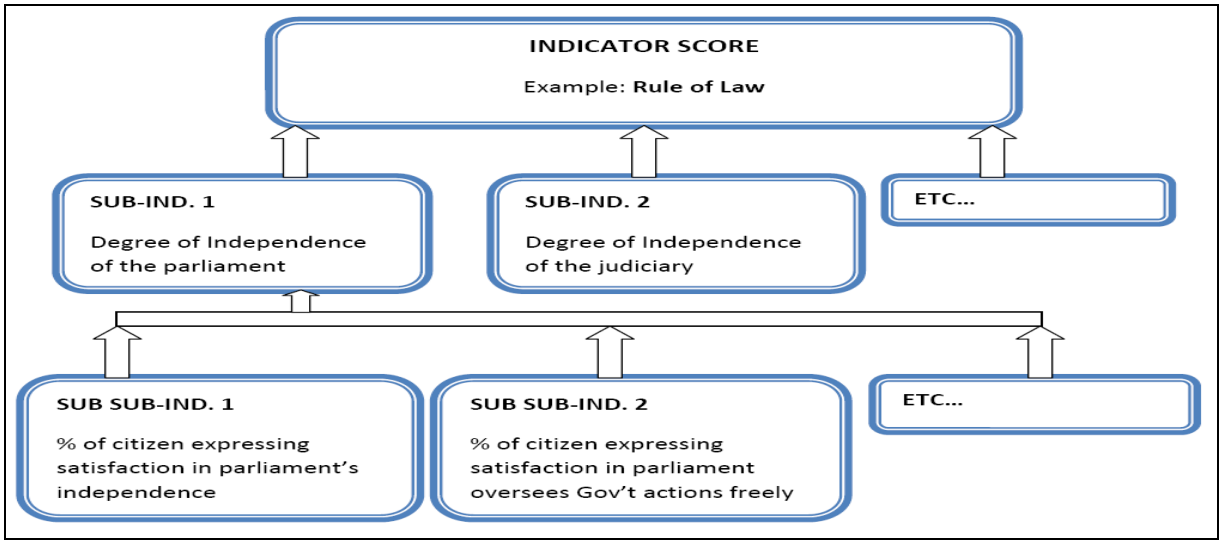
III.4.4. Scoring and data analysis

After the final confirmation of data, the RGB updated its database before elaboration of scores using standard statistical methods. The draft scorecard was submitted to relevant institutions (data providers) and the institutions were given the opportunity to provide comments. After integrating relevant feedback, the RGB proceeded to data analysis and publication.

III.5. Scoring methods: from database to scorecards

All sub-sub-indicators are weighted equally and averaged to form a sub-indicator score. In turn, sub-indicators are also weighted equally and averaged together to generate an overall score for each indicator.

Figure 2: RGS 2012 Scoring methods



Data collected from different credible sources were scored to make the Rwanda Governance Scorecard. The scoring scale is from 0 to 100, where 0 is the worst and 100 the best score. The following are the scoring methods used.

a) **Scoring using existing percentages:** In most cases, data compiled from surveys (citizen and expert) are scored automatically as percentages.
b) **Performance scoring:** Hard data related to performance are also expressed as percentages.
c) **Scoring against national and international targets:** In some cases, percentages have been calculated against national and international targets (EDPRS/SSP, Vision 2020, MDGs). In

this case, the set targets would be considered as 100%, therefore setting the ending point vis-à-vis the current status or achievement.

d) **Scoring sub sub-indicators on gender equality**: These were scored as follows: A sub sub-indicator which would reach the maximum of 50% would score 100%.

III.6. Ranking system

The ranking of the indicators, sub-indicators and sub-sub-indicators results from respective scores. The color-coded ranking system breaks down as follows:

Table 1: Ranking System

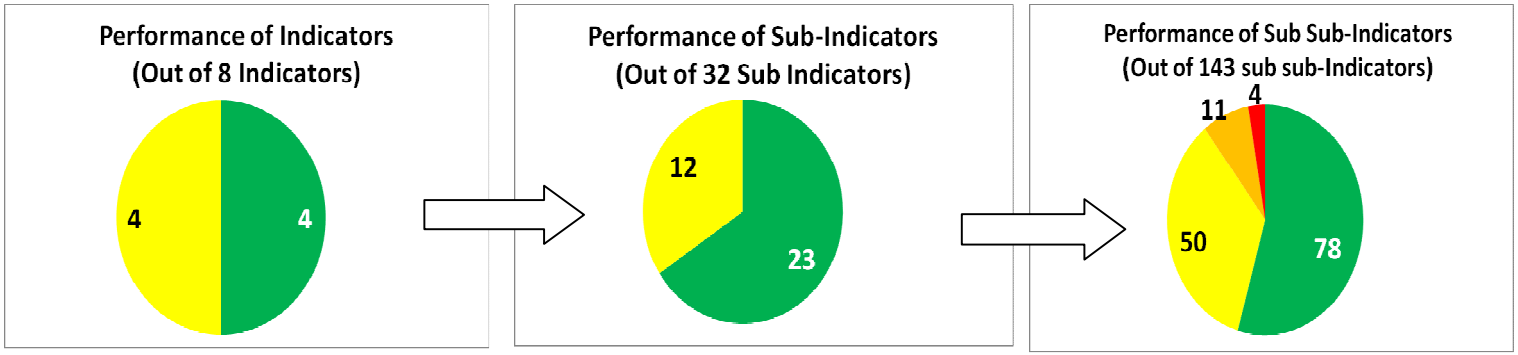
Scores	Rank (In Colors)
0-25	R
25.01-50	A
50.01-75	Y
75.01-100	G

The color rating of any given indicator is intended to give only the most general sense of performance on that indicator, and should not be relied upon in and of itself as a measure of whether or not satisfactory performance has been achieved. Instead, the precise numerical score, the composition of that score from sub-indicators, and the nature of the governance category being evaluated and of the source data should be taken into consideration in evaluating indicator rankings.

IV. HIGHLIGHTS OF THE RWANDA GOVERNANCE SCORECARD 2012

IV.1. Rating summary of indicators and sub-indicators

Figure 3: Performance of Indicators, sub-indicators and sub sub-indicators

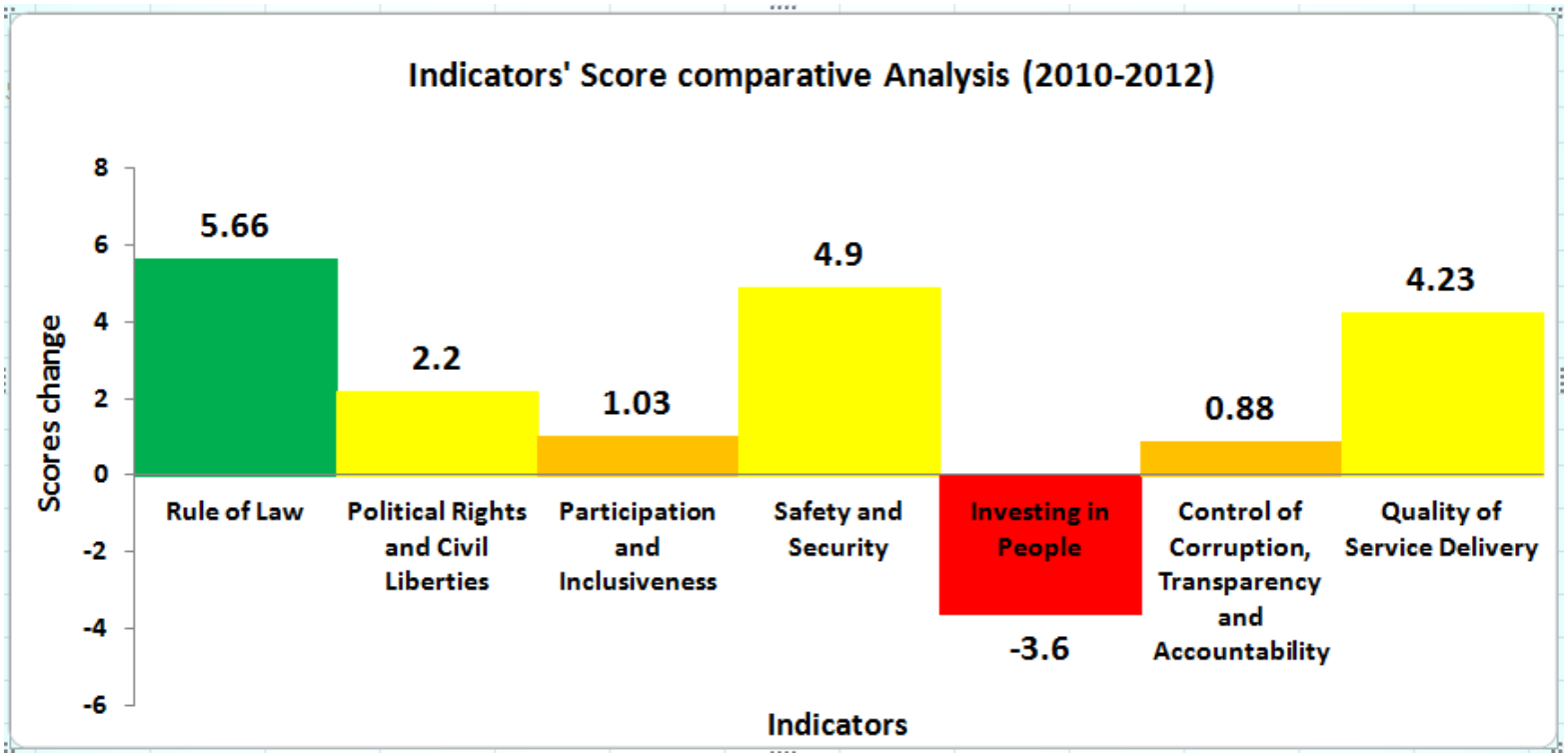


Source: RGB Survey 2012 Primary data

Out of 8 indicators, 4 (50%) scored green and 4 (50%) scored yellow. Out of 35 sub-indicators, 23 (65.7%) scored green, 12 (34.3%) scored yellow. Lastly, out of 143 sub sub-indicators, 78 (54.5%) scored green, 49 (34.26%) scored yellow, 12 (8.39%) scored amber and 4 (2.8%) scored red.

IV.2. Highlights of the Indicators:

Figure 4: Score comparison: RGS 2010 and RGS 2012



Source: RGB Survey 2012 Primary data

Almost all of the indicators (6 out of 8) improved compared to the 2010 scores. The Rule of Law performed the best with a 5.66% increase mostly due to the improvement of Access to Legal Aid, followed by Safety and Security (4.9%) and Quality of Service Delivery (4.23%). Two indicators showed slight improvement: Participation and Inclusiveness (1.03%) and Control of Corruption, Transparency and Accountability (0.88%). On the other hand, scores on Investing in People decreased by 3.6%. This decline is mainly due to change of targets and the drop of the sub-indicator of Environment and Sanitation.

It is noteworthy that the indicator on Economic and Corporate Governance was not compared simply because it replaced Business Promotion and Private Sector Advocacy, therefore, bringing in new sub-indicators. We did not compare the two scores simply because the measured indicators are different. The sub-indicators measured in 2010 actually improved in 2012, but the newly adopted sub-indicators scored relatively low. In 2010, this indicator was named "Business Promotion and private sector

advocacy"; RGS captured only: Business promotion and private sector advocacy. In addition to these, RGS 2012 introduced 2 new sub indicators, namely macro – economic indicators; and SMEs development & Cross Border Trade under the new indicator renamed "Economic & corporate Governance".

Table 2: Rwanda Governance Scorecard (RGS) 2012 and comparison with RGS 2010

No	Indicator	2010 Score/100	2012 Score/100
1	**Rule of Law**	**67.71%**	**73.37%**
2	**Political Rights and Civil Liberties**	**71.43%**	**73.62%**
3	**Participation and Inclusiveness**	**74.23%**	**75.26%**
4	**Safety and Security;**	**87.26%**	**91.36%**
5	**Investing in People**	**82.41%**	**78.80%**
6	**Control of Corruption, Transparency and Accountability**	**76.22%**	**77.10%**
7	**Quality of Service Delivery**	**66.21%**	**70.44%**
8	**Economic and Corporate Governance**	**81%**	**74.93%**

The scoring range is from 0-100. The higher the score, the better. Performance above 75% is considered Green, between 50%-75% is Yellow, 25% - 50% is Amber and 0-25% is Red.

The comparison of the RGS 2010 and 2012 shows that almost all indicators are recoding a significant Improvement. The only two indicators with decrease are Economic and Corporate Governance and Investing in people. For the indicator of Economic and Corporate Governance, the decrease is attributed to introduction of the new sub-indicators.

IV.3. Highlights of the Sub-indicators:

Table 3: Best and least performing sub-indicators

Highest Performing Indicator (Above 80%)	Score (%)	Lowest Performing Indicator (below 70%)	Score (%)
Maintaining Security	96.25	Infrastructure (Including Infrastructural Facilities)	52.8
National Security	94.03	SMEs Development and Cross-Border Trade	56.42
Personal and Property Safety	91.68	Service Delivery in Water Sector	56.7
Business Environment Promotion	86.88	Access to Public Information	57.5
Reconciliation, Social Cohesion and Unity	83.46		
Core International Human Rights Conventions	83.27	Civil Society Participation	62.57
Power Sharing	82.85	Vibrancy of Non-State Actors in Policy Formulation	65.51
Private Sector Promotion	82.25	Access to Legal Aid	67.18
Quality of Democracy	81.03	Service Delivery in Justice Sector	69.95
Service Delivery in Education Sector	80.25		

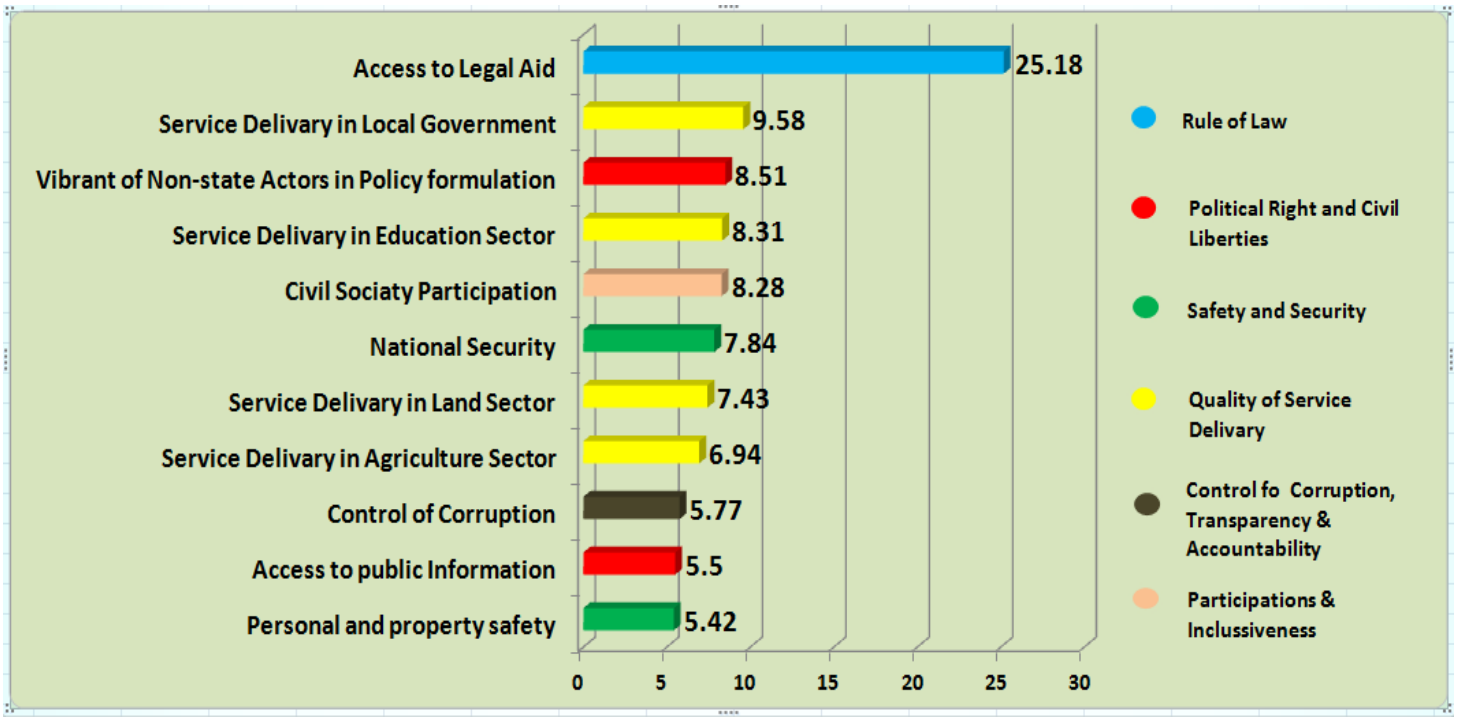
Source: RGB Survey 2012 Primary data

Out of 35 sub-indicators, 10 (28.5%) scored above 80% and are therefore considered the best performing. Among the best performing sub-indicators, 4 are under Safety and Security, 2 in Economic and Corporate Governance, while indicators only 1 were in each of Rule of Law, Participation and Inclusiveness, Political Rights and Civil Liberties and Service Delivery.

On the other hand, 8 (22.85%) sub-indicators scored below 70% and are, therefore, considered to be the least performing. Among the least performing, 3 are under Service Delivery, 2 are under Political Rights and Civil Liberties and 1 is under Corporate and Economic Governance. Indicators on Rule of Law and Participation and Inclusiveness have 1 each.

Lastly, 16 (45.71%) sub-indicators scored between 70 and 80%.

Figure 5: Best improving sub-indicators



Source: RGB Survey 2012 Primary data

Out of 35 sub-indicators, 11 have improved their score by more than 5%. The best performing sub-indicator is Access to Legal Aid, which improved from 42 to 67.18%. 4 sub-indicators under Quality of Service Delivery: Service Delivery in Local Government, Education and Land and Agriculture also improved by more than 5% this year. It is noteworthy that 2 sub-indicators of Safety and Security, namely National Security and Personal and Property Safety have improved since the previous scorecard. Other sub-

indicators, which are among the most improved are in Political Rights and Civil Liberties (2), Control of Corruption (1), Transparency and Accountability (1), Rule of Law (1) and Participation and Inclusiveness (1).

IV. 4. Highlights of the Sub sub-indicators: Best and least performing sub sub-indicators

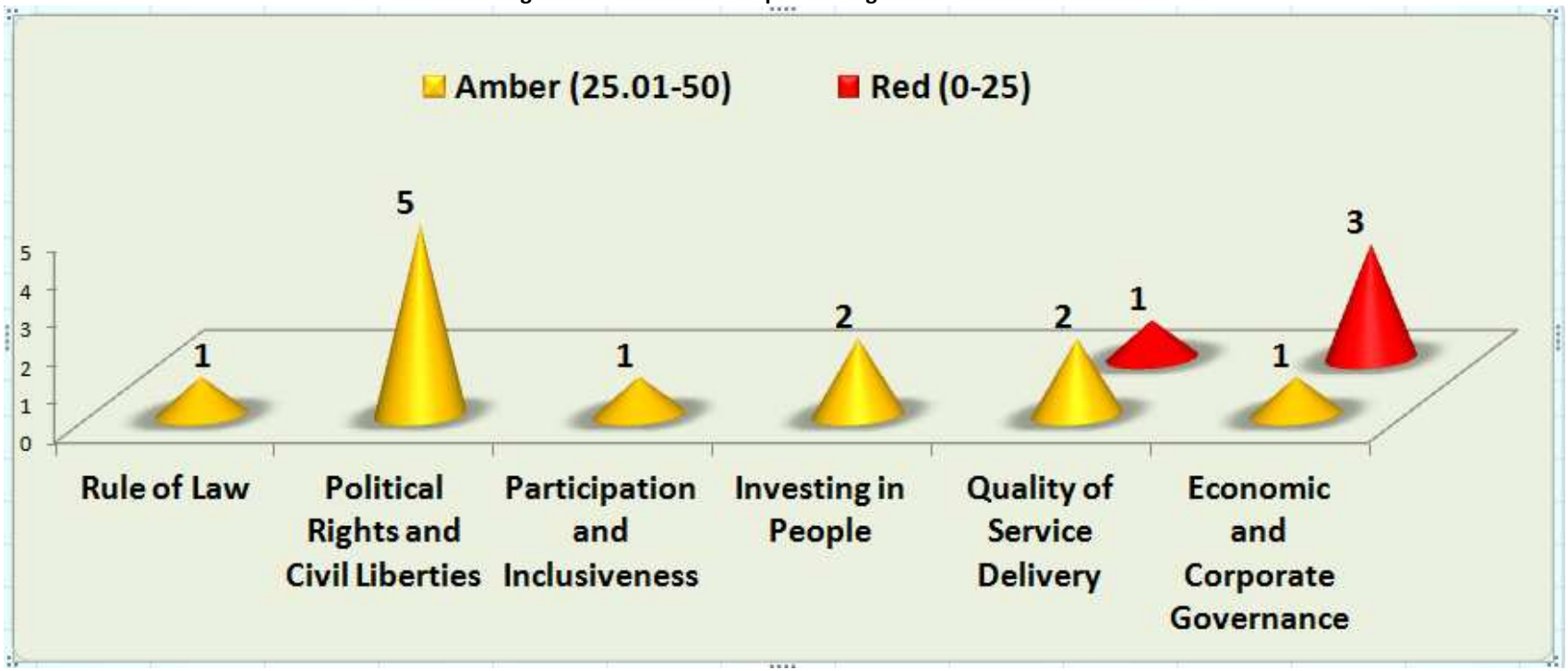
Table 4: Best and least performing sub sub-indicators

Range of scores	Number of sub sub-indicators	% as per sub sub-indicators
(a)Above 75%	78	54.54
(b)Between 50 and 75%	49	34.26
(c)Between 25-50%	12	8.39
(d)Below 25	4	2.79

Source: RGB Survey 2012 Primary data

For the sub sub-indicators, 78 scored above 75%, which comprises 54.54% of the 143 sub sub-indicators. 49 other sub sub-indicators scored between 50 and 75%, which comprises 34.26% of the sub sub-indicators. 12 sub sub-indicators scored between 25 and 50% (8.39% of 143 sub sub-indicators) scored amber, while 33 sub-indicators (22.37% of sub sub-indicators) scored yellow. The remaining 4 sub sub-indicators scored below 25% (2.79% of 143 sub sub-indicators).

Figure 7: Number of Least performing sub sub-indicators



Source: RGB Survey 2012 Primary data

Of 16 sub sub-indicators that scored between 0 and 50, i.e. Red and Amber, 1 amber is under the Rule of Law, 5 ambers are under Political Rights and Civil Liberties, 1 amber is under Participation and Inclusiveness, 2 ambers are under Investing in People, 2 ambers and 1 red are under the Quality of Service Delivery and 1 amber and 3 reds are under Economic and Corporate Governance.

V. DETAILED SCORES PER INDICATOR

V.1. Rule of Law

This year's scorecard has reshaped the sub-indicators of Rule of Law. Degree of Independence of both Parliament and Judiciary were grouped under the traditional theory of separation of power to better assess Rwanda's checks and balance practices. Sub-indicators to gauge the performance of the judicial system, i.e. the prosecution and the judiciary, are part of the Rule of Law indicator. Access to Legal Aid, which proved to be weak in the previous scorecard, remained untouched.

In the year 2011, major achievements were registered by the sector to enable better rule of law in the country. The parliament has enacted at least 68 laws in the year 2011. In the bid to fulfill its obligation of overseeing government actions, the Rwanda parliament has summoned at least three ministers for better understanding of government policies and programs as well as answering their queries.

The rule of law requires fair prosecution and judgment. The Rwandan prosecution has performed better this year by processing more dossiers than in the year 2010. More importantly, irregularities in the prosecution decreased from 6% of all registered cases in 2010 to 5% in 2011, a clear indication of improved professionalism of prosecutors in the country. This office also introduced a promising system to manage incoming cases and reduce backlog cases, the "Case Marking System".

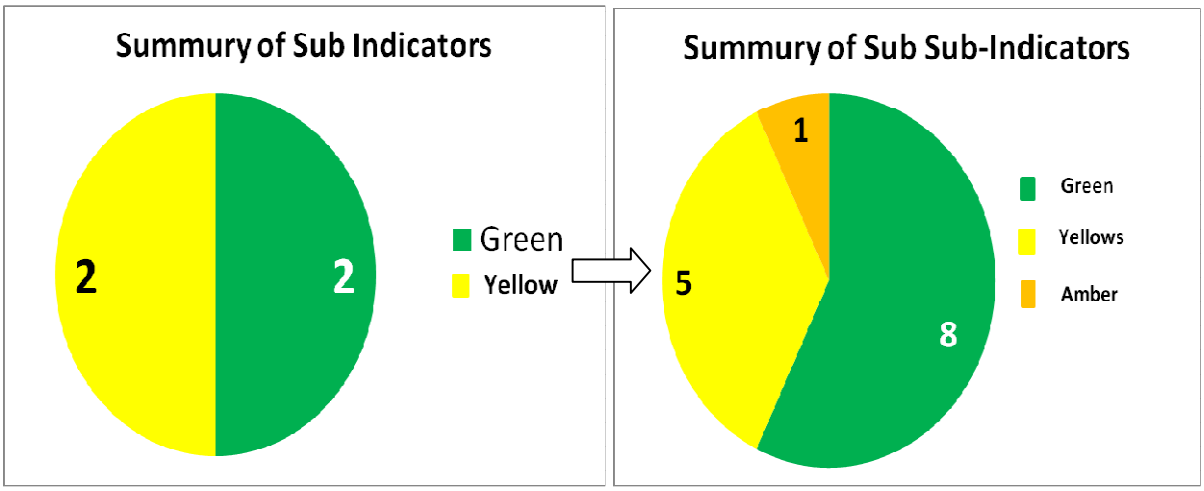
Performance of Rule of Law through various indicators is not only assessed internally but also by external actors. Trust in the judicial process and professionalism, as well as, Rwanda's correctional services (formerly prisons) have contributed to the improved trust from abroad. As a result, a number of cases have been transferred to Rwanda from individual countries and the International Criminal Tribunal for Rwanda (ICTR). The same applies to several international criminals who were transferred to Rwanda to finish their sentences in the country.

V.1.1. Detailed Data and Scores of Rule of Law

Table 5: Detailed data, sources, scores and rating of the Rule of law

S/N	Sub-indicator	Data	Source of data	Score	Rating
1	**Separation of powers**			**75.45%**	
1.1	Degree of independence of Parliament	73.60%	*Africa Governance Report 3-CCM*	73.60%	
1.2	% of citizens expressing that Parliament oversees Government actions freely	78.30%	*Africa Governance Report 3- CCM*	78.30%	
1.3	Degree of independence of Judiciary	74.45%	*Africa Governance Report 3- CCM*	74.45%	
2	**Performance of the Prosecution**			**75.90%**	
2.1	% of penal cases processed by courts against those reported	78.70%	NPPA	78.70%	
2.2	% of backlogs processed	(12964/19 490)	NPPA	66.50%	
2.3	% of convicted cases against cases submitted to courts	82.50%	NPPA	82.50%	
3	**Performance of the Judiciary**			**74.96%**	
3.1	Fairness of law enforcement (imprisonment)		Perception Survey 2012	82.95%	
3.2	% of Cases processed by the courts against those reported	(43039/69 707)	Supreme court	62.00%	
3.3	% of Backlog of court cases awaiting trial more than 6 months	38.00%	Supreme court	62.00%	
3.4	Level of satisfaction with fairness of courts		Justice User perception survey 2012	79.95%	
3.5	Level of satisfaction with a won judgment execution (irangiza ry'Imanza)	87.90%	*Justice user Perception Survey 2013*	87.90%	
4	**Access to legal aid**			**67.18%**	
4.1	Access to Justice Bureaus (MAJ)		JRLOS Coordination Secretariat	90.50%	
4.2	Legal Aid		JRLOS Coordination Secretariat	35%	
4.3.	Mediation Committees (Abunzi)		Abunzi Survey 2012	76.05%	
Indicator overall score				**73.37%**	

V.1.2. Key Findings of Rule of Law



The overall score of the Rule of Law is 73.37%. Out of 4 sub-indicators, 2 are in the green ranking and 2 are in the yellow. The Rule of Law indicator is composed of 14 sub sub-indicators, of which 8 are green, 6 are yellow and 1 is amber with a score of 35%.

The Rule of Law indicator has improved from 67.71% in the previous scorecard to 73.37% in the RGS 2012. The increase is mostly due to a remarkable improvement in the Access to Legal Aid sub indicator, which moved from 42% in the RGS 2010 to 67.18% in the RGS 2012. In fact, the percentage of people satisfied with services of Maison d'Access a la Justice (MAJ) increased from 68% in 2010 to 81% 2012. In addition, even though the legal aid fund is not yet established, MINIJUST has successfully allocated a budget for Legal Support of 560M RWF to support the functioning of MAJ, Abunzi and bailiffs.
The overall improvement of the Rule of Law indicator is due to the performance of the courts and the National Public Prosecution Authority. This is illustrated by the Performance of the Courts sub-indicator, which increased from 62.23% (yellow) in the RGS 2010 to 75.45% (green) in the RGS 2012, the score of the new sub-indicator on Performance of the Prosecution (75.10%) also shows a significant improvement in the pace of the prosecution in dealing with backlog of cases.

Even though, the Rule of Law indicator shows progress, it is still in the yellow category, which is only an average performance. Therefore, further progress is needed. Among areas that need improvement, the Legal Aid Policy (0%), in particular, needs to be developed. Again, even if the Performances of the Courts and Prosecution show progress, the issue of backlog of cases is still a significant challenge (62% for courts and 66.50% for the prosecution). In addition, in the Fairness of the Courts only 65.6% of citizens said that the judiciary is impartial when rendering its decisions down from 77.85% in the RGS 2010.

V.2. Political Rights and Civil Liberties

The Political Rights and Civil Liberties indicator is composed of the Quality of Democracy, Vibrancy of Non-State Actors in Policy Formulation, Political Parties Registration and Operations, Access to Public Information, Respect of Human Rights and Core International Human Rights Conventions. The sub-indicator on Executive Elections Participation and Registration, which was under this indicator in the previous scorecard was dropped since there were no executive elections held in the year 2011.

To increase awareness on political rights and promote civil liberties, the National Consultative Forum of Political Parties has conducted training for young political parties leaders through the "Youth Political Leadership Academy" that attracted more than 119 young leaders.

Efforts to ensure rights are equally respected for all citizens have been the core business of the National Human Rights Commission (NHRC) and, as a result, for the year 2011 this institution has received 982 human rights violation cases of which 473 (48%) have been resolved immediately and the rest are under investigation.

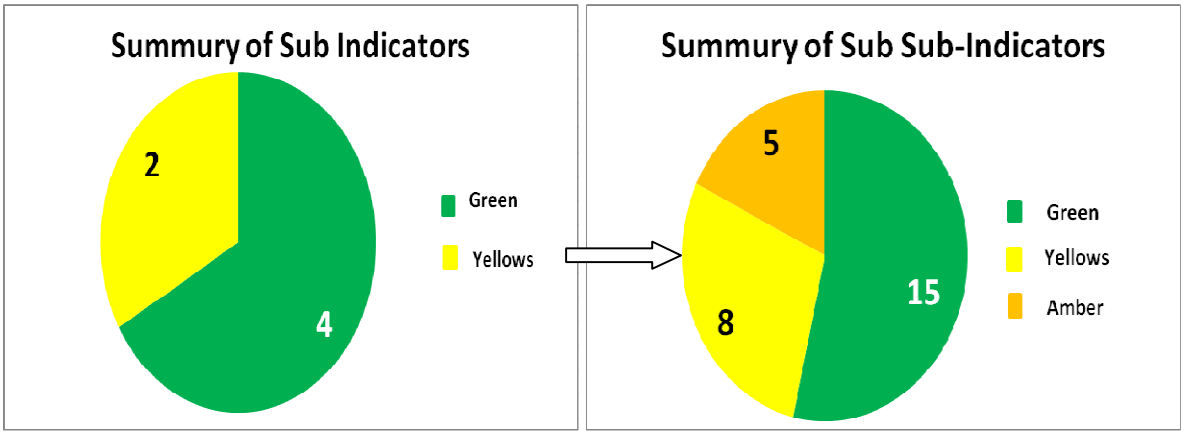
V.2.1. Detailed Data and Scores of Political Rights and Civil Liberties

Table 6: Detailed data, Sources, scores and rating of the Political Rights and Civil Liberties

S/N	Sub-indicator	Data	Source of data	Score	Rating
1	**Quality of democracy**			**81.03%**	
1.1.	A competitive multiparty political system		NFPO, Expert Survey 2012	77.50%	
1.2	Universal adult suffrage for all citizens	90%	*Expert Survey*	90.00%	
1.3	Regularly and fairly contested ,elections in the conditions of secrecy and security of ballot	70%	*Expert Survey*	70.00%	
1.4	Access of political parties to open (public places) political campaign	88%	*Expert Survey*	88.00%	
1.5	% of citizens expressing confidence in the independence of the electoral commission	79.7%	*CCM; Africa Governance Report 3*	79.7%	
2	**Vibrancy of Non-State actors in policy formulation**			**65.51%**	
2.1	Academia	40%	*Expert Survey*	40.00%	
2.2	Media (public and private)	56%	*Expert Survey*	56.00%	
2.3	CSO in influencing public policy	67.0%	*Civil Society Development Barometer*	67.00%	
2.4	CSO in holding state and private corporations accountable	48.0%	*Civil Society Development Barometer*	48.00%	
2.5	Basic freedoms and rights	70.8%	*Civil Society Development Barometer*	70.80%	
2.6	Right to free expression	64.8%	*Civil Society Development Barometer*	64.80%	
2.7	Right to Media freedom	73.0%	*Civil Society Development Barometer*	73.00%	
2.8	Right to elect leaders of choice	78.5%	*Civil Society Development Barometer*	78.50%	
2.9	State-Civil Society relations	91.5%	*Civil Society Development Barometer*	91.50%	
3	**Political parties Registration and operations**			**75.83%**	
3.1	Registration of Political Parties	83%	NFPO/ Reports, Expert Assessment	83%	
3.2	% of parties submitting annual financial statements as required by law	100%	*Ombudsman's office*	100%	
3.3	% of political parties represented in the Parliament	90%	*NFPO*	90%	
3.4	% of political parties with all 30 fully permanent operating District offices with permanent staff	30%	*Expert Assessment*	30%	
4	**Access to public information**			**57.50%**	
4.1	Existence of the law on access to Public Information	Draft available in parliament	Parliament Report	50%	

4.2	Level of journalists' equal access to public information	65%	*Expert Survey*	65%	
5	**Respect for human rights**			**78.60%**	
5.1	*% of cases processed by NHRC against those reported*	79.20%	*NCHR*	79.20%	
5.2	*Extent to which Human Rights are respected*	78%	*Expert Survey*	78%	
6	**Core international human rights conventions**			**83.27%**	
6.1	Number of UN International Human rights Conventions ratified against total number of conventions to be ratified	8/9	*NCHR*	88.89%	
6.2	o Number of UN international human rights conventions domesticated against those ratified	All	*NCHR*	100%	
6.3	Number of reports on human rights submitted in time against the number of reports required by UN bodies	75%	*NCHR*	75.00%	
6.4	Number of AU International Human rights Conventions ratified against total number of conventions to be ratified	6/7	*NCHR*	85.71%	
6.5	Number of AU international human rights conventions domesticated against those ratified	All	*NCHR*	100%	
6.6	Number of reports on human rights submitted in time against those required by AU bodies	1/2	NCHR	50.00%	
Indicator Overall score				**73.62%**	

V.2.2. Key Findings of Political Rights and Civil Liberties



Out of six indicators, 4 scored green (more than 75%) and 2 scored yellow (between 50.01 and 75%). The overall indicator scored 73.62%, a score slightly above the previous one in the RGS 2010, which was 71.43%. It is worth noting that the number of sub-indicators has decreased

from 7 to 6 in the RGS 2010 and RGS 2012 respectively, since the sub-indicator on Executive Elections Participation and Organization, which had scored 86%, was eliminated. This justifies the conclusion that the overall indicator improved because if the score of this sub-indicator is included, the indicator increased from 71.43 to 75.39%.

The improvement of the indicator's overall score is definitely a result of the increase of all sub-indicators. The greatest improvement is in the Vibrancy of Non-State Actors in Policy Formulation, which increased by 8.51% in only one year. The primary reason is believed to be the improvement of the Vibrancy of Media, as well as, new sub-indicators on rights, which include, among others, Right to Free Expression and Right to Elect Leaders of Choice.

On the other hand, though the Access to Public Information indicator proved to be the second most improved with 5.5%, this sub-indicator remains weaker with the delay of the access to information bill, which has not yet been promulgated. As far as laws, which still need to be promulgated are concerned, the law on political parties is still lagging behind, a fact that is impacting both the registration and operations of the political parties.

Lastly, as far as the Government and private institutions need to be accountable, the civil society has not yet proved to be efficient in holding the state accountable. In the same vein, political parties registered in Rwanda do not yet have operational bureaus (offices) at the district level, some citing financial issues, while others claim that there is no reason to have fully equipped and permanent offices when their district committees are available.

V.3. Participation and inclusiveness

The RGS measures participation and Inclusiveness based on degrees of decentralization and participation, civil society participation, gender parity in leadership, and power sharing. To gauge the above 4 sub-indicators, over 16 sub-sub-indicators were assessed.

The year 2011 was characterized by local government elections, which again provided opportunities for citizens to participate in choosing their leaders. This is in line with the third phase of decentralization, the main objective of which is to consolidate gains from the two first phases and strengthen already existing local government institutions.

Participation in Rwanda also involves engaging civil society organizations at both the local and national levels. In this regard, the Ministry of Local Government (MINALOC) in collaboration with Rwanda Governance Board (RGB) strengthened the Joint Action Development Forum (JADF), which enabled CSOs, among other actors, to participate in the development of districts.

At the national level, continued efforts were deployed to support the development of CSOs through direct support (financial and capacity building) and advocacy. In this regard, the support of the RGB to selected non-state actors including NGOs, academia and media has greatly contributed to the improvement of their participation in governance matters.

Gender parity in leadership is also believed to be a key indicator of inclusiveness especially when governance is concerned. To this end, several institutions led by the Ministry of Gender and Family Promotion have made new efforts to improve confidence in women and young girls and encourage them to take part in leadership in general and local governance in particular. The “Akagoroba k’ababyeyi- Women’s evening” initiative launched in 2011 is a clear indication of progress though significant work still remains.

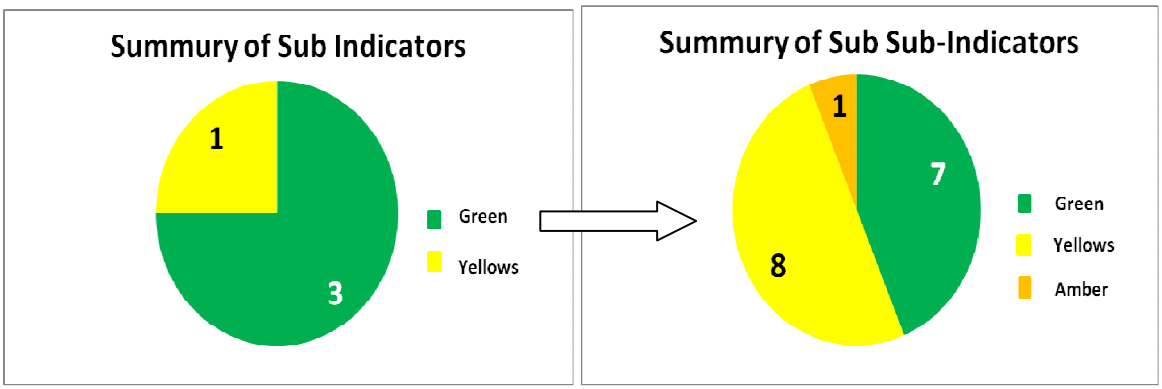
Table 7 provides detailed data on the status of participation and inclusiveness in Rwanda for the year 2011.

V.3.1 Detailed Data and Scores of Participation and Inclusiveness

Table 7: Detailed data, sources, scores and rating of the Participation and inclusiveness

S/N	Sub-indicator	Data	Source of data	Score	Rating
1	**Decentralization and Participation**			**76.70%**	
1.1	Citizen participation		CRC 2012, Perception Survey 2012	66.93%	
1.2	CSOs engagement in Local Governance		JDAF/Districts	77.50%	
1.3	Local Government budget as % of national budget	25.70%	MINECOFIN	85.66%	
2	**Civil Society Participation**			**62.57%**	
2.1	NGO Sustainability	47%	*Civil Society Development Barometer*	47%	
2.2	Legal Environment	78.00%	*Civil Society Development Barometer*	78.00%	
2.3	Level of Organization	70.40%	*Civil Society Development Barometer*	70.40%	
2.4	Resources	52.70%	*Civil Society Development Barometer*	52.70%	
2.5	CSO rural penetration rate (rural Vs urban)	27.60%	*Civil Society Development Barometer*	55.20%	
2.6	Public Image	71.90%	*Civil Society Development Barometer*	71.90%	
2.7	Responding to societal needs and interests	62.80%	*Civil Society Development Barometer*	62.80%	
3	**Gender Parity in Leadership**			**78.91%**	
3.1	Executives		MIFOTRA, Expert Assessment	73.30%	
3.2	Legislative		MIFOTRA	92.00%	
3.3	Judiciary		GMO	88.15%	
3.4	*Local Government (Mayors & Vice Mayors of districts)*	*(28/90) 31.1%*	*GMO*	*62.20%*	
4	**Power Sharing**			**82.85%**	
4.1	% of citizens expressing that constitution provisions on power sharing are respected	83.3%	*Perception Survey 2012*	83.3%	
4.2	% of citizen satisfied with power sharing practice is respected	82.4%	*Perception Survey 2012*	82.4%	
Indicator overall score				**75.26%**	

V.3.2. Key Findings of Participation and Inclusiveness



The indicator was evaluated and given a score based on 4 sub-indicators and 16 sub sub-indicators. In reference to the 4 sub-indicators, 3 are fully green which shows high performance (higher than 75%), while 1 scored yellow i.e somewhere below 75 percent and in other areas went even below 50%. The general score for the participation and inclusiveness is fair as shown at 75.26%. It is a slight increase compared to the previous RGS where the indicator scored 74.23%. The indicator improved significantly compared to the previous scorecard especially in the Decentralization and Participation sub-indicator. In this sub-indicator, new sub sub-indicators were introduced to capture the level of participation of citizens in all planning and in solving their own problems and the level of civil society engagement in local governance. These two indicators should be considered key pillars of participation, which significantly contributes to the decentralization process.

Of the 4 sub-indicators, Power Sharing emerged the best with a score of 82.85%, followed by Gender Parity in Leadership, which scored 78.91%. Decentralization and Participation and Civil Society Participation followed with scores of 72.7% and 62.57% respectively.

One of the greatest successes under this indicator is the high score of the Legal Environment sub sub-indicator, whose score improved from 66.67% in the previous scorecard to 78% in the RGS 2012. The reason being the new laws on NGOs and FBOs that are more favorable to CSOs than previous laws. Again, experts believe that the image of CSOs has greatly improved (increased by 29%) though they believe that they have yet to significantly contribute to the societal needs and interests.

Rwanda's decentralization has been a process recognized for ease of participation by Rwandans. Umuganda and Inteko z'abaturage at the grassroot level have also been invaluable in promoting citizens' involvement in decision-making. However, citizens still believe that they are only involved in implementation, while they are ignored in the conception and planning processes. Their participation in Imihigo (34.61%) and budgeting (27.49%) process were shown to be particularly weak

V.4. Safety and Security

Safety and security are key pillars of Rwanda's development and social stability after the 1994 genocide. Having recognized the importance of safety and security in governance, the RGB included it as one of the major indicators comprising the RGS. This indicator consists primarily of four sub-indicators: Maintaining Security, National Security, Personal Security and Reconciliation, Social Cohesion and Unity.

It is widely recognized that Rwanda is an increasingly better place to live and one of the safest countries in the world (See the 2012 Gallup Report), yet safety and security must be maintained. To this end a number of mechanisms and initiatives have been put in place by relevant institutions in order to maintain the momentum. To increase confidence in security organs amongst Rwandans, security officers are taught to respect the population whom they are trained to protect. As this is not enough to keep them free of crimes including corruption, codes of conduct and disciplinary centers have been established, and supplemented by the UN code of conducts when in mission outside the country. Other mechanisms include accountability days, army and police weeks, community policing, etc.

Rwandan security officers have also been reputed to be remarkably honest as they return the lost belongings of nationals and foreigners irrespective of the value. This has been instrumental in maintaining the confidence and the status of a people friendly security force that not only professionally preserve security but also contribute to national development.

Following national stability, the absence of battle deaths and Internally Displaced Persons (IDPs) on national territory for almost two decades, the United Nations High Commissioner for Refugees has signed the Secession Clause with the Government of Rwanda as a demonstration of confidence that Rwanda guarantees security for all Rwandans and their goods and there is no reason whatsoever that Rwandans should flee their country.

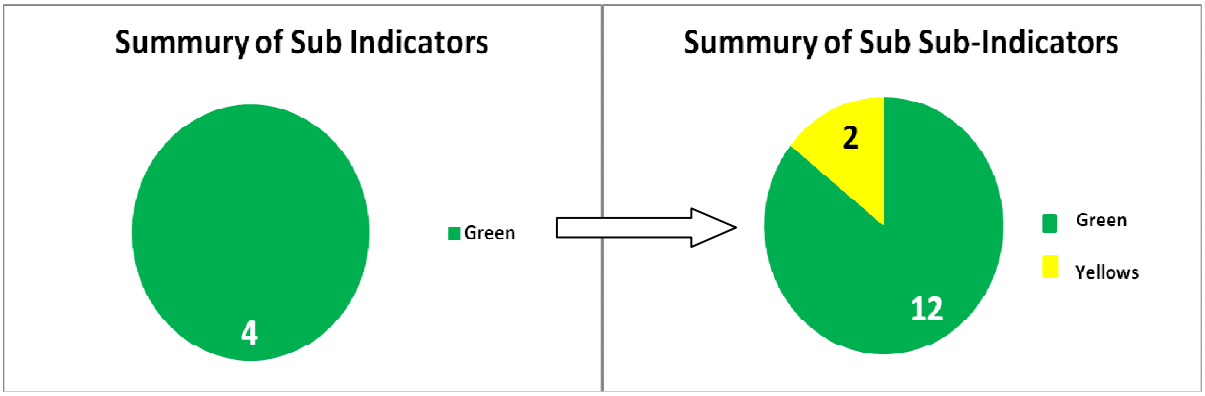
As a result, the indicator on Safety and Security has kept its position as the best performer and one of the greatest improving indicators for both the previous and the current scorecards. Details on indicators and sub-indicators scores are found below.

V.4.1. Detailed Data and Scores of Safety and Security

Table 8: Detailed data, source, scores and rating of the Safety and Security

S/N	Sub-indicator	Data	Source of data	Score	Rating
1	**Maintaining Security**			**96.25%**	
1.1	RDF	98%	*Perception Survey 2012*	98.00%	
1.2	RNP		*RNP/MININTER, Perception Survey 2012*	94.50%	
2	**National security**			**94.03%**	
2.1	Number of Internally Displaced People (IDP)	0	RNP/ MININTER	100.00%	
2.2	Battle death (Civilians and Combatants) on national territory	0	RNP/MININTER	100.00%	
2.3	Civilian deaths from civilian –Target violence	3 cases	RNP/ MININTER	83%	
2.4	Citizen satisfaction level in external and boarder security	92.80%	*Perception Survey 2012*	92.80%	
3	**Personal and Property Safety**			**91.68%**	
3.1	Homicides rates (per 100,000)	0.08/ 100,000	*RNP/ MININTER*	100.00%	
3.2	Level of satisfaction for property security	94%	*Perception Survey 2012*	94%	
3.3	Level of satisfaction for Citizens' and personal security	98.40%	*Perception Survey 2012*	98.40%	
3.4	Confidence level in Local Defense	74.30%	*Perception Survey 2012*	74.30%	
4	**Reconciliation, Social Cohesion and Unity**			**83.46%**	
4.1	Citizens' trust in country's leadership		Rwanda Reconciliation Barometer, Perception Survey 2012	87.50%	
4.2	Level of trust among citizens		Perception Survey 2012	71.80%	
4.3	Extent of trust in (selected) institutions' involvement in national reconciliation		Perception Survey 2012	79.15%	
4.4	Adherence to Rwandanness-"Ubunyarwanda"		Rwanda Reconciliation Barometer, 2010	95.38%	
Indicator overall score				**91.35%**	

V.4.2. Key Findings of Safety and Security



The overall indicator scores 91.35, which is above all indicators. The indicator has increased by 4.9%, making it the second most improved after the Rule of Law.

Out of the 4 sub-indicators that comprise Safety and Security, the sub-indicator on Maintaining Security scored the highest with 96.25%, composed mostly of the confidence level of citizens towards Rwanda Defense Forces (RDF) and the Rwanda National Police (RNP). National Security comes second, followed by Personal and Property Security, as well as, Reconciliation, Social Cohesion and Unity, scoring 94.03%, 91.68%, 83.46% respectively.

Although Reconciliation, Social Cohesion and Unity scored the lowest compared to other sub-indicators, its sub sub-indicators on Adherence to Rwandanness (Ubunyarwanda) performed very well with 95.38%, due to enormous efforts deployed by the Government of Rwanda to unite Rwandans after the tragic period experienced in 1994. Results of these efforts are also the source of a good number of Rwandans that wish their children to aspire to be considered as Rwandans before any other identification.

Under this indicator, it was found that the confidence level of Local Defense Unit (LDU) scored second last slightly before the level of trust among citizens; scoring 74.3% and 71.8% respectively. It is worth noting that the confidence level towards LDU increased by 5.1%, a clear indication that they improved their behavior towards local citizens.

V.5. Investing in people

Rwanda considers her citizens the most precious resource the country possesses and where it should concentrate its investments. This indicator is composed of the Education and Health sectors. Unlike the current scorecard, the previous one also included the Environment and Sanitation sub-indicator, which in the current scorecard was shifted to Infrastructure as part of Service Delivery.

In the Education sector, the Government of Rwanda and its partners including local citizens have invested substantially in school infrastructure, primarily through building the 9 and 12 Years Basic Education (9&12YBE). This scheme has increased citizen participation and ownership. It has also reduced the distance from home to schools and contributed to the reduction of drop outs and repetitions.

In the Health sector, the year 2011 was marked by large sensitization campaigns aiming at increasing awareness of ordinary citizens on the benefits of delivery in health facilities, HIV-AIDS voluntary counseling and testing, family planning, etc. The Ministry has also trained media practitioners on health communication and increased collaboration with heath community volunteers.

Below we find details on how impactful have been these initiatives to education and health sub-indicators.

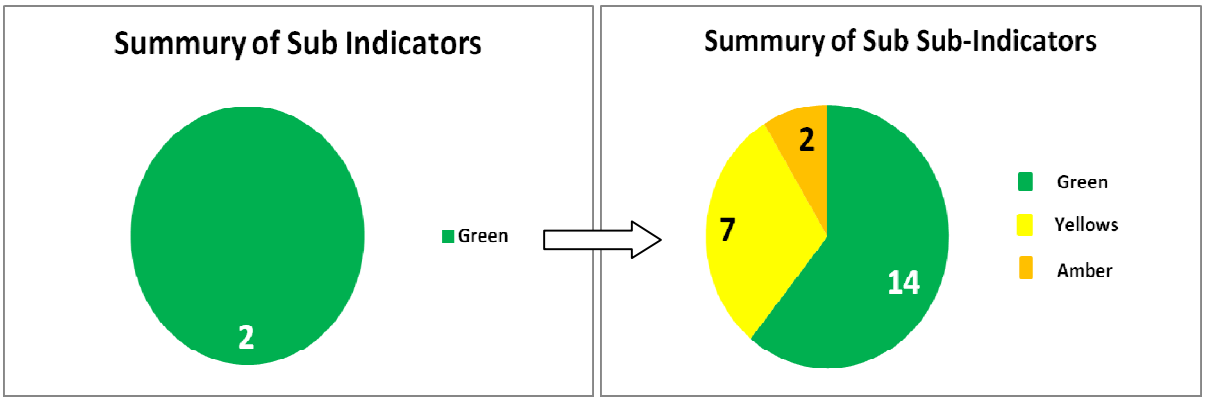
V.5.1. Detailed Data and Scores of Investing in People

Table 9: Detailed data, source, scores and rating of the Investing in people

S/N	Sub-indicator	Data	Source of data	Score	Rating
1	**Education**			**79.81%**	
1.1	Primary Education		MINEDUC	90.93%	
1.2	Secondary Education		MINEDUC	82.21%	
1.3	Tertiary Education			86.40%	
1.4	Literacy rate (%)	79.50%	DHS 2010	79.50%	
1.5	% of expenditure allocated on education sector in government budget	15.83%	MINECOFIN	60.00%	
2	**Health**			**77.78%**	
2.1	Modern Contraceptive usage Prevalence rate (all women 15-49)	25.00%	DHS 2010	35.71%	
2.2	Modern Contraceptive usage Prevalence rate (women in union)	45.00%	DHS 2010	64.28%	
2.3	Life expectancy at birth (years)	54.2yrs	MOH	93.45%	

2.4	% of people with medical insurance scheme (mutuelle de santé, RAMA, MMI, Private)	96%	MOH	96%	
2.5	% of expenditure allocated on health sector in government budget	11.50%	MINECOFIN	95.83%	
2.6	HIV Prevalence rate (15-24)	1.00%	DHS 2010	50.00%	
2.7	Immunization rate (full coverage)	90.00%	MOH	90.00%	
2.8	Under 5 mortality rate (per 1,000 live births)	76/1 000	MOH	92.10%	
2.9	Maternal mortality rate (per 100,000 live births)	487/100 000	DHS 2010	100.00%	
2.10	Ratio of nurses per population (per 1,000 habitants)	1:1 294	MOH	77.27%	
2.11	Ratio of Medical doctor per population (per 10,000 habitants)	1:17 240	MOH	58%	
2.12	Malaria prevalence (women)	0.70%	DHS 2010	71.40%	
2.13	Malaria prevalence (Children under 5 years)	1.40%	DHS 2010	71.42%	
2.14	% of under-five using insecticides treated long lasting mosquito-nets	82.00%	MOH	82.00%	
2.15	% of assisted delivery in health facilities	69.00%	MOH	69.00%	
2.16	% of Ante Natal care (ANC)	98%	MOH	98%	
2.17	Population growth rate (%)	2.90%	DHS 2010	68.96%	
2.18	Total Fertility Rate (children per women)	4.5	DHS 2010	86.67%	
Indicator overall score				**78.8%**	

V.5.2. Key Findings of Investing in People



The overall score of Investing in People is 78.8%, a score slightly below the previous one of 82.41%. The reason is twofold: First, the sub-indicator on Environmental Sustainability and Sanitation has been shifted to another indicator. Assuming that the score on this sub-indicator would have remained constant had it not been moved, the indicator would have scored 84.7%. Secondly, some sub sub-indicators had already reached the initial targets (especially in the Health sector), which was a reason for different frameworks to review them with the aim of improving the livelihood of Rwandans. For example, HIV prevalence has significantly increased

amongst a specific segment of the population, youth between 15 and 24, this category now being the priority of the Government of Rwanda.

The Education sector performed better than the Health sector with 79.81% and has increased by more than 4% compared to the previous scorecard. All sub-indicators have performed better than previously but most importantly, the Literacy Rate has increased from 65.80% in 2010 to 79.5% in 2011.

The Health sector has also improved despite the change of targets for some of the sub-indicators. As in the Education sector, most sub-indicators have improved since the previous scorecard though some have remained constant. On the other hand, important sub-indicators have decreased and these include the Modern Contraceptive Usage Prevalence Rate, the Budget Allocated to Heath, Malaria Prevalence Rate, etc.

The shared challenge in both sectors is the budget allocated to Education and Health, which have decreased in 2011. The budget allocated to the Education sector has dropped from 19% in 2010 to 15.83% in 2012 while in the Health sector the budget dropped from 11.9% to 11.5% in 2010 and 2012 respectively.

V.6. Control of Corruption, Transparency and Accountability

Rwanda remains at the forefront, in the fight against corruption, as a series of indexes, and publications rank her as the least corrupt in the region and among the best performing in Africa in, not only areas of control of corruption, but also transparency and accountability (See Transparency International's reports)

The remarkably strong performance in this sector results from institutional, legal and policy frameworks geared towards strengthening accountability and promoting transparency at national and local levels. These include the RGB, Ombudsman's office, the Parliamentary Account Committee (PAC) as well as the District Audit Committees (DAC), to mention just a few.

In the year 2011, PAC has been very aggressive in requesting Government officials at all levels to answer for their roles and responsibilities in poor performance in the Public Finance Management for the last financial years as reported by the Auditor General's Office. At local level, DAC have been established though they are not very active in fulfilling their mandate. In order to improve their capacities and contribute to districts' clean audit reports, the RGB in collaboration with MINECOFIN, AGO, provincial and Kigali city administrations has set up peer review mechanisms, which are operational in almost all provinces in Rwanda.

To evaluate progress made in the area of Control of Corruption, Transparency and Accountability, 3 sub-indicators and a range of sub-sub-indicators were taken into account. The sub-indicators include Incidence of Corruption, Control of Corruption, and Transparence and Accountability

The tables below shows the data used from the perception survey 2012 as well as citizen and expert surveys being considered.

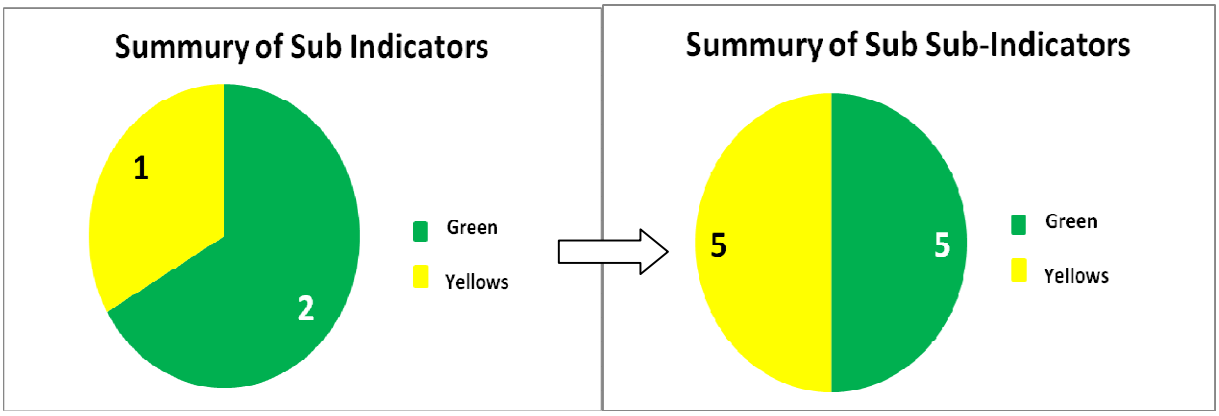
V.6.1. Detailed Data and Scores of Control of Corruption, Transparency and Accountability

Table 10: Detailed data, source, scores and rating of Control of Corruption, Transparency and Accountability

S/N	Sub-indicator	Data	Source of data	Score	Rating
1	**Incidence of Corruption**			**73.46%**	
1.1	Incidence of corruption (Expert survey)	33.00%	*Expert Survey*	67.00%	
1.2	Incidence of corruption (Perception survey) in public sector		*Perception Survey 2012*	89.63%	
1.3	Corruption incidence in procurement procedures		*Expert Survey 2012*	63.75%	
2	**Control of Corruption**			**79.65%**	
2.1	% of citizens satisfaction with institutions in fighting corruption	82.30%	*Perception Survey 2012*	82.30%	

2.2	% of experts satisfaction with institutions in fighting corruption	77.00%	*Expert Survey 2012*	77.00%	
3	**Transparency and Accountability**			**78.20%**	
3.1	% of tenders exceeding threshold awarded by competitive bidding (% of tenders awarded by competitive bidding)	72%	*RPPA*	72%	
3.2	(Existence and performance of) Parliamentary Account Committee		OAG/Parliament, Expert Assessment	80%	
3.3	(Existence and performance of) District Account Committees		Expert assessment	70%	
3.4	Level of trust of institutions of accountability (professionalism, integrity, transparency and impact)		Expert Survey 2012	75%	
3.5	% of high ranked officials and civil servants who declared their assets in time against those required to declare to the Office of Ombudsman	(6960/7434) 94%	Ombudsman's office	94%	
Indicator overall score				**77.1%**	

V.6.2. Key Findings of Control of Corruption, Transparency and Accountability



Findings of the RGS 2012 reveal that this particular indicator scored 77.1%. Out of the 3 sub-indicators, 2 scored green, while 1 scored yellow. An analysis of 10 sub sub-indicators show that 5 scored green, while the other 5 scored yellow.

Data in this scorecard indicates that there is high satisfaction with the incidence of corruption in public sector (89.63%) and, therefore, satisfaction of both citizens and experts with the efforts of public institutions in fighting corruption. Another high score of 80% is related to the Parliamentary Account Committees, whose performance has been outstanding in the year 2011. Lastly, 94% of eligible public officials have showed their collaboration and commitment to accountability by declaring their assets on time.

However, more efforts are required in preventing and combating corruption in procurement procedures where the incidence is proved to be higher than 30% (scoring 62.75%). The

implication of this corruption in procurement procedure can be attributed to a lack of transparency in the process. This is again proved in this scorecard to be low because only 72% of winning contracts were awarded by competitive bidding. All these malpractices are believed to be one of the reasons why citizens are not more satisfied with the accountability of the delivery of institutions, especially in regards to professionalism, integrity, transparency and impact.

V.7. Quality of Service Delivery

Quality of Service Delivery is perceived as key for both building the confidence of citizens towards public offices and attracting investors and stimulating spending. To measure the progress in improving service delivery, the RGS 2012 assessed 8 indicators including Local Government, Justice, Health, Education, Land, Agriculture, Water and Infrastructural sectors.

Considering the poor performance of this indicator in the previous scorecard whereby none of the sectors scored above 75%, relevant institutions combined efforts to improve customer care in the public and private sectors. In the public sector, the Rwanda Governance Board through its popular Mobile School of Governance has mobilized district and sector officials for better service delivery to citizens who are considered integral customers. On the other hand, the Rwanda Development Board has initiated various campaigns to encourage business people to consider customer care as a source of bigger profits in their daily business. These include the radio and newspaper campaigns, such as, the "Na Yombi" campaign, the customer care tool kits, etc.

Results of these initiatives are undeniable as detailed in the table below. Furthermore, it is worth noting that only the public sector has been assessed in the RGS 2012, but we are hopeful that data on the status of service delivery in the private sector will be available for inclusion in the next scorecard.

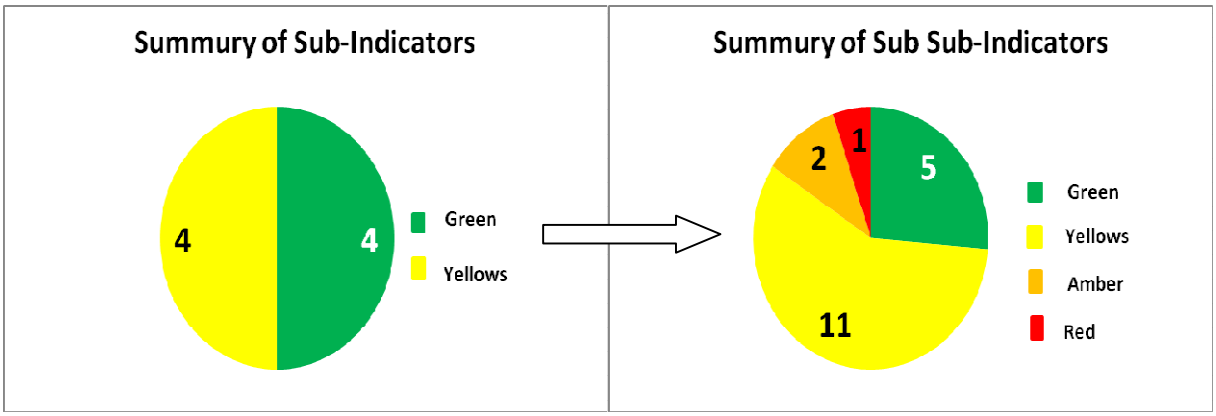
V.7.1. Detailed Data and Scores of Quality of Service Delivery

Table 11: Detailed data, source, scores and rating of the Quality of Service Delivery

S/N	Sub-indicator	Data	Source of data	Score	Rating
1	**Local Government**			**77.27%**	
1.1	Expert's satisfaction with service delivery in Local Government	69.00%	*Expert survey 2012*	69.00%	
1.2	% of citizen expressing satisfaction with service delivery in Local Government		CRC 2012	85.54%	
2	**Justice Sector**			**69.95%**	
2.1	Expert's satisfaction with service delivery in Justice Sector	71.00%	*Expert survey 2012*	71.00%	
2.2	Citizen's satisfaction with service delivery in Justice Sector		CRC 2012	68.90%	
2.2.3	*% of citizens satisfied with service delivery by MAJ*	*56.50%*	*CRC 2012*	*56.50%*	
3	**Health Sector**			**75.73%**	
3.1	Expert's satisfaction with service delivery in Health Sector	78.00%	*Expert survey 2012*	78.00%	
3.2	Citizen's satisfaction with service delivery in Health Sector		CRC 2012	73.45%	
4	**Education Sector**			**80.25%**	

4.1	Expert's satisfaction with service delivery in Education Sector	65.00%	*Expert survey 2012*	65.00%	
4.2	Citizen's satisfaction with service delivery in Education Sector		CRC 2012	95.5%	
5	**Land Sector**			**73.15%**	
5.1	Expert's satisfaction with service delivery in Land Sector	72.00%	*Expert survey 2012*	72.00%	
5.2	% of citizen expressing satisfaction with service delivery in Land sector	74.30%	*CRC 2012*	74.30%	
6	**Agricultural sector**			**77.70%**	
6.1	Expert's satisfaction with service delivery in Agriculture Sector	75.00%	*Expert survey 2012*	75.00%	
6.2	Citizen's satisfaction with service delivery in Agriculture and Livestock Sector		CRC 2012	80.40%	
7	**Water Sector**			**56.70%**	
7.1	Expert's satisfaction with service delivery in water Sector	64.00%	*Expert survey 2012*	64.00%	
7.2	% of citizen expressing satisfaction with service delivery in Water sector	49.40%	*CRC 2012*	49.40%	
8	**Infrastructure (Including Infrastructural facilities)**			**52.8%**	
8.1	Expert's satisfaction with service delivery in Infrastructural facilities	72.00%	*Expert survey 2012, CRC 2012*	72.00%	
8.2	Water and Sanitation		*EICV3,*CRC 2012	74.4%	
8.3	Energy (electricity)	12.00%	RURA, CRC 2012	16.0%	
8.4	Transport (paved and unpaved roads)		MININFRA	42.20%	
8.5	Communication		RURA	59.5%	
Indicator overall score				**70.44%**	

V.7.2. Key Findings of Quality of Service Delivery



Quality of Service Delivery has performed worst though it has improved compared with the previous assessment. In the RGS 2010, this indicator scored 66.21% and improved by 4.23% in RGS 2012 where it scored 70.44%.

Unlike in the previous scorecard, at least 4 sub-indicators have managed to cross the green line. These include the Service Delivery in Local Government, Education, and Agriculture, where the scores have improved by 9.58%, 8.31% and 6.94% respectively. Although service delivery in the Land sector has not crossed the threshold into the green category, this sector has made tremendous improvement (7.43%).

However, service delivery in the Water Sector dropped from 57.05% in 2010 to 56.7% in the RGS 2012 due to the low satisfaction of citizens during the data collection in 2011. The same applies to the infrastructure sector, which was estimated at 64.51% in 2010 and 52.8% in 2012. However, the decline is attributed to the introduction of new sub sub-indicators which received low rankings and, consequently, impacted the overall score of this sub-indicator. The newly introduced sub sub-indicators include Infrastructural Water and Sanitation and Internet Penetration Rate (under Communication), estimated at 7.2% in 2011.

V.8. Economic and Corporate Governance

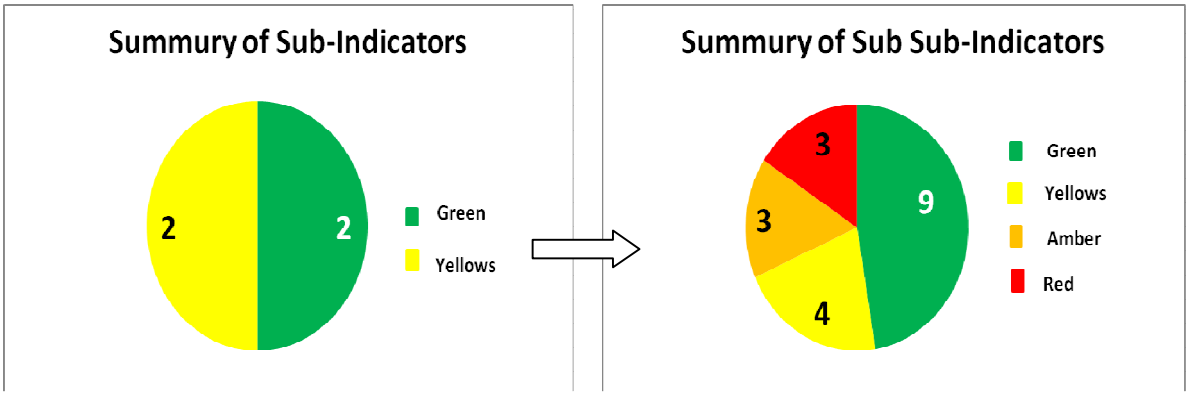
In 2011, Rwanda experienced steady growth due to a number of measures and policies aimed at promoting business in Rwanda, attracting investment and controlling inflation as jobs were being created and purchase power increased.

V.8.1. Detailed Data and Scores of Economic and Corporate Governance

Table 12: Detailed data, source, scores and rating of the Economic and Corporate Governance

S/N	Sub-indicator	Data	Source of data	Score	Rating
1	**Macroeconomic Indicators**			**74.2%**	
1.1	Economic Growth (%)	8.60%	BNR, NISR	74.78%	
1.2	Inflation rate	5.60%	BNR, NISR	100%	
1.3	GDP per capita (in USD)	594.8	BNR	97.5%	
1.4	Income Distribution (Gini Coefficient)	0.49	NISR	20.41%	
1.5	Poverty alleviation rate (in 5 years)	12%	NISR, EICV3	85%	
1.6	Tax revenue as % of GDP	13.2	RRA	89%	
1.7	Export as % of imports	464.24/1563.60 (29.68%)	BNR	30.70%	
1.8	Saving rate as % of GDP	13.20%	NISR	94.6%	
1.9	Off-farm jobs	1 406 000	NISR	63.9%	
1.10	National investment as % of GDP	21.40%	NISR	86.9%	
2	**Business Environment Promotion**			**86.88%**	
2.1	Doing Business	45/188	World Bank	76.06%	
2.2	Visa & work permit (time line)	3 Days	RDB, Immigration	100%	
2.3.	Protecting investors	29/188	RDB	84.57%	
3	**SMEs development and cross-border trade**			**56.42%**	
3.1	Number of companies registered against received applications	6346	RDB	100%	
3.2	Mortality rate of SMEs (Closing Business)	82%	PSF, RDB	18%	
3.3.	Trading Across Borders	155/188	RDB	18%	
3.4.	Cross border trade (Exports) growth	40%	MINICOM	89.71%	
4	**Private Sector Promotion**			**82.25%**	
3.1	Private Sector Growth	30%	NISR	100%	
3.2	Credit to Private sector as % of GDP	12.90%	BNR	64.50%	
Indicator overall score				**74.93%**	

V.8.2. Key Findings of Economic and Corporate Governance



The RGS 2012 improved the Business Promotion and Private Sector Advocacy indicator by changing it to Economic and Corporate Governance, which facilitated better assessment of the indicator. It is in this context that two new sub-indicators have been introduced for better clarification: Macroeconomic Indicators and SMEs Development and Cross-Border Trade. The overall scoring of the Economic and Corporate Governance indicator for 2011 is 72.46%. The Macroeconomic sub-indicator scored 64.3%. Although Rwanda has witnessed a significant improvement in economic performance in the last decade, some indicators need special attention in order to meet the target of Rwanda's Vision 2020. Therefore, it is important to note that annual economic growth should remain at least at 11.5% and improvement in Income Distribution (Gini Coefficient) is critical as this sub sub-indicator scored only 20.41%. The trade balance (Exports as % of imports) and off farm jobs also need particular attention as they scored 30.7% and 43.94% respectively. The macroeconomic performance in 2011 was significantly impacted by the performance of some sub sub-indicators such as control of inflation, GDP per capita growth and investment rates as well as tax revenue as % of GDP.

The sub-indicator of Business Environment Promotion is notable for its high score of 86.88% in 2011. This is due to the Rwandan policy of emphasizing business promotion through ease of doing business as demonstrated by Rwanda's third place ranking across Africa in 2012, after Mauritius and South Africa, and 45 out of 188 countries worldwide.

The SMEs Development and Cross-Border Trade is the weakest sub-indicator of the Economic and Corporate Governance indicator scoring 56.42%. This can be attributed primarily to the Mortality Rate of SMEs and Trading Across Borders where the two sub-sub-indicators scored only 18%. In contrast, the Rwandan Exports of Cross-Border Trade witnessed a growth of 40% in 2011.

The Private Sector sub-indicator scored quite well at 82.25%. The only challenge remains in Credit Private Sector as % of GDP where this sub sub-indicator scored 64.50%.

VI. CONCLUSIONS AND RECOMMENDATIONS

VI.1. Conclusion

The RGS 2012 is the second of its kind, after the RGB (then Rwanda Governance Advisory Council-RGAC) published the RGS 2010 in June 2011. Most indicators in this scorecard have improved even though some need special attention to effectively achieve higher scores. Though the RGS 2012 is premised on the model pioneered by the RGS 2010 it improves upon it particularly in its comparative aspect and the introduction of new indicators.

As in the previous one, the RGS 2012 rates Rwandan governance on a number of indicators and contributes to existing knowledge by highlighting the perceptions of Rwandan citizens and experts, as well as hard data gathered from the government and other institutions. The main objective is to create a consolidated assessment tool built upon reliable data and context-sensitive and internationally relevant indicators, in order to inform Rwandan decision-makers and international actors about the reality of governance in Rwanda.

In producing the Rwanda Governance Scorecard, the RGB has sought to collect and compare the data over years to provide an objective image of governance in Rwanda. Like any worthwhile tool, the purpose of the RGS 2012 is to solve problems and facilitate improvement, which is why it highlights the worst performing areas and makes actionable recommendations.

Although a great deal of effort has been made and considerable achievements have been registered in Rwanda's governance, the RGS 2012 reveals a number of areas for improvement that the Government and other actors in Rwanda's development process need to address in order to deliver on Rwanda's bold development goals. At the same time, in the areas that scored highly, good performance needs to be maintained to ensure sustainability and deepening of good governance in Rwanda.

Looking backward to the RGS 2010 and in particular the implementation of related recommendations, the following are key lessons learned:

- There has been a considerable step in data availability within the institutions despite challenges in accessing updated data
- The level of utilisation of the RGS as a tool to track achievements is significantly observed both at national and international level, this report should therefore
- The implementation level of the RGS 2010 remains very low mainly due to lack of implementation frameworks. It is therefore advised that institutions elaborate implementation plans which would be monitored and overseen by RGB and the Prime Minister's Office respectively.

The Rwanda Governance Board looks forward to feedback from users and stakeholders geared towards refining and strengthening future editions of the Rwanda Governance Scorecard.

VI.2. Policy Recommendations

One of the objectives of the Rwanda Governance Scorecard is to identify areas for improvement and make policy recommendations for enhanced governance in Rwanda. The following are major policy recommendations of the RGS 2012 for each indicator.

Rule of Law:

- ✓ The rate of Backlog of court cases awaiting trial more than 6 months is still high especially for civil cases. Justice Sector needs to address this issue.
- ✓ Reduce the big difference between Cases processed by the courts against those reported.
- ✓ A clear budget must be allocated to the Legal Aid Fund whose legal framework has been approved and the legal aid policy should be expedited to deepen and expand access to justice.
- ✓ Raise citizens' awareness about administration of justice and operations of the legislature to improve on the people's perceptions of their independence.

Political Rights and Civil Liberties:

- ✓ Put in place mechanisms and strategies geared towards empowering non-state actors particularly think tanks, academia and media for their constructive participation in public policy processes.
- ✓ Political parties are encouraged to enhance their presence in decentralized entities and present their party programs and strategies to citizens so as to ensure a greater participation and consensus building in local governance.
- ✓ Awareness campaign is needed for the public and private actors to adhere to the provisions of the access to information law.

Participation and Inclusiveness:

- ✓ Deepen citizen participation especially in the planning process;
- ✓ Enhance Civil Society Organizations operational capacities through partnerships and collaboration to contribute to national development, especially through JADF.

- ✓ Increase efforts to promote women's participation in leadership at decentralized entities as is the case at the national level.

Safety and Security:

Regarding the sub-indicator on Reconciliation, Social Cohesion and National Unity, there is need to:

- ✓ Increase awareness on Rwandanness to maintain the gains in this area.

Investing in People:

- ✓ Increase the percentage of budget allocated to the education sector in the national budget from 15.83% to at least 20%.
- ✓ In the health sector, there is a need to address challenges related to modern contraceptive usage, increase awareness campaigns to reduce HIV-AIDS prevalence amongst young people (15-24), population growth rate and improve the ratio of medical doctors to population.

Control of Corruption, Transparency and Accountability:

- ✓ Continue efforts to fight and control corruption in all public and private sectors.
- ✓ Enhance technical capacities to the Parliamentary Account Committee.
- ✓ Strengthen capacity and functioning of the District Audit Committees.

Quality of Service Delivery:

- ✓ Both the Government and private sector must double efforts to improve the quality of service delivery particularly in the Justice Sector, Water, Energy and Transport Sectors.

Economic and Corporate Governance

In order to meet the Vision 2020 targets, economic growth should be maintained at an annual average rate of 11.5%.

- ✓ Put in place strategies geared towards reducing mortality rate and enhancing sustainability of registered SMEs.
- ✓ Include off-farm jobs and SME's sustainability in Imihigo framework.
- ✓ Put emphasis on governance for production in local governance and imihigo for local governments to drive local economic development.
- ✓ Improve our performance score on trading across borders.

- ✓ Reduce Rwanda's trade imbalance (exports versus imports) through increased domestic production particularly agro-processing and industrialisation.

VI.3. Implementation: Going Forward

I. We recommend that each institution keeps an updated database all the time

II. The implementation of policy actions will be monitored by Rwanda Governance Board and overseen by the Prime Minister's Office;

III. Though the Office of Government Spokesperson, RGS key findings to feature in social media outlets to enhance Rwanda's presence on the web;

IV. Dissemination and use : Launch RGS officially to boost its visibility and its use by our diplomatic missions abroad is key;

V. Direct engagements needed with external think tanks and other opinion formers in key western capitals.

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