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Service Delivery in the Land Sector in the City of Kigali and Secondary Cities of Rwanda

Assessing Users' Perception and Incidence of Corruption



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**Service Delivery in the Land Sector in the City of Kigali and Secondary Cities of Rwanda:
Assessing Users' Perception and Incidence of Corruption**

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Every effort has been made to verify the accuracy of the information contained in this report. All information was believed to be correct as of October 2016. Nevertheless, Transparency International Rwanda cannot accept responsibility for the consequences of its use for other purposes or in other contexts.

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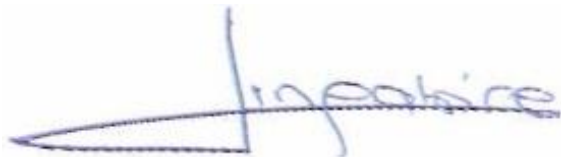
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Marie Immaculee Ingabire

Chairperson of Transparency International Rwanda

List of abbreviations and acronyms

AfDB	African Development Bank
BPMIS	Building Permit Management Information System
CRC	Citizen Report Card
CBO	Community-Based Organization
CPI	Corruption Perception Index
DASSO	District Administration Security Support Organ
EDPRS	Economic Development and Poverty Reduction Strategy
eBPMIS	Electronic Building Permit Management Information System
FGD	Focus Group Discussion
GDP	Gross Domestic Product
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
ICT	Information Communication Technology
IFAD	International Fund for Agricultural Development
LAIS	Land Administration Information System
LQNS	Land Query Notification System
MINALOC	Ministry of Local Government
MINIRENA	Ministry of Natural Resources
MININFRA	Ministry of Infrastructure
MINECOFIN	Ministry of Finance and Economic Planning
MINITERE	Ministry of Lands, Environment, Forests, Water and Mines
MINELA	Ministry of Environment and Lands
NGO	Non-Governmental Organization
NISR	National Institute of Statistics of Rwanda
NLC	National Land Centre
NAFA	National Forestry Authority
OGMR	Rwanda Geology and Mines Authority
ORLT	Registrar of Land Titles

PWD	People Living With Disability
RLMUA	Rwanda Land Management and Use Authority
RNRA	Rwanda Natural Resources Authority
RGB	Rwanda Governance Board
SPSS	Statistical Package for the Social Sciences
SSP	Sector Strategic Plan
SSC	Standard Service Charter
TI-RW	Transparency International Rwanda

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Executive Summary

Transparency International Rwanda, with the support of GIZ, tendered a survey to gather data on the extent of corruption in the delivery of government services in the land sector. The survey was conducted in every province and sampled 2,194 citizens. The objective of the study was to measure the level of corruption in service delivery for land services as well as gather public opinion.

After analysing both qualitative data from focus groups and interviews and quantitative data, the consultant has gleaned the following insights into the state of land service delivery in Rwanda:

- **Ease of access to information:** Public/community meetings and radio remain the primary means through which citizens get their information on public services. Accessing information is difficult for people with disabilities because they either can't physically attend meetings or afford radios, among other reasons.
- **Citizen awareness:** 40% of respondents did not know what services were offered at the district and 29.4% didn't know what services were offered at the sector. When asked whether they knew where to go for each land service, 40% said that they did not know. 27% did not know what requirements they need before ordering a service.
- **Timeliness:** Approximately 22% of respondents said they were not satisfied with the time it took for them to receive services. Perceived reasons for delays include: negligence/carelessness by staff, insufficient staff, and laziness by staff. Lack of staffing seemed to be severe. In some cases, a single land officer was responsible for multiple sectors.
- **Cost:** Exactly half the respondents said they paid additional fees to acquire a service (photocopies, transport, etc.). Approximately 80% of respondents said they are satisfied with the overall cost of services.
- **Corruption:** Perception of corruption is very high. Depending on the type of service requested, between 40% and 62% of respondents indicated that they perceive corruption as high or very high. However, only 10.5% of respondents have personally encountered

corruption in the past 3 years. Bribe is the most common form of corruption encountered. Additionally, only 9% of respondents reported the corruption, with the most common reason for not reporting being fear of the consequences.

Based on the findings, the following actions are recommended to address challenges and gaps:

To improve service delivery in land-related services:

1. All District and Sector land offices should post the Standard Service Charters (SSC) for the public. Posting should be extended to all Cell offices given their physical proximity to citizens. RGB should put in place and effectively implement regular monitoring of SSC to ensure that they are being displayed properly and accessed by the public at large.
2. Concerned ministries (Ministry of Labour, MINALOC) should mobilize resources and recruit land notaries to fill the existing gaps, especially in local government.
3. Special care should be taken to address the issue of access to services for PWD: 1) for the visually impaired, braille and other methods of communication should be utilized 2) Authorities of the City of Kigali and secondary city districts should ensure that all buildings meant for public use (administration and commercial) have appropriate facilities for people with physical disabilities (e.g. construction of ramps), 3) provide for a regular special day (e.g. once a month) for PWD to get land-related services.
4. Added costs associated with bank charges and transport of land notaries should be suppressed. The transport cost of the staff should be supported by the local government budget instead of being paid for by service seekers.
5. District authorities should put in place a regular monitoring mechanism aimed at ensuring that procedures in land registration and transfer are abided by land notaries to avoid infringing women's right to land, and ensuring that proof of receipts of original documents are issued to service seekers.

To mitigate corruption risks in land-related services:

6. Double effort is needed in mobilizing, motivating (incentives) and protecting whistle-blowers to increase corruption reporting mechanisms and therefore reduce the incidence of corruption in public service delivery.
7. The existing system of asset declaration for civil servants should be strengthened by using ICT for monitoring in order to reduce corruption incidence.
8. Existing anti-corruption campaigns should be increased to sensitize citizens about not buying their rights.
9. Service seekers need to be required to present marriage/single certificate upon demanding transfers related to sold lands in order to effectively prevent property sale without the knowledge and approval of co-owning spouse.

1 General Introduction

1.1 Background

The development of cities in Rwanda is very recent, and the rate of urbanization stands at about 18%. Although this rate is among the lowest in the world, the annual growth rate of the urban population of 4.5% far exceeds the worldwide average of 1.8%. Almost half of the urban dwellers are concentrated in the City of Kigali, with about one million inhabitants. In the 2000's, urban policies shifted to focus on beautification and greening, security, waste removal and prohibition of plastic, road construction and paving, street lighting, drainage channel construction and modern housing development. In parallel, leadership has recognized the importance of future oriented urban planning in Rwanda, as demonstrated by its commitment to an extensive urban planning portfolio at the national level for Kigali and across the country. Secondary city and improved national level planning in this sector strategy are part of the Rwandan leadership initiative.¹

The development and adoption of the National Urban Housing Policy has been established in 2008² with the aim of guiding Government objectives and priorities in line with the objectives as laid down particularly in the Vision 2020, the EDPRS, and the National Investment Strategy. According to the aims of Vision 2020, about 30% of the population will live in planned cities with access to basic infrastructure necessary to ensure sustainable development. This policy proposes the establishment of a regulatory body, an Urban Development Board to manage the development of urban areas and urban housing in particular. This body will regulate the issues concerned with allocation of land, its development, standards associated with housing and construction, private and public estate development among other functions.

In Rwanda, the Decentralization policy has, since 2000, been a key policy of the Government for Promoting good governance, service delivery, and national development. The last decade of decentralization implementation has resulted in major positive developments in participatory

¹ Ministry of Infrastructure (2013) : Urbanization and rural settlement sector strategic plan 2012/13-17/18

² Ministry of Infrastructure (2008): National Urban Housing Policy for Rwanda

democratization and local accountability but still a lot needs to be done to reach where we want to be in terms of democratic, participatory local governance, and effective citizen-centred service delivery: The challenge is that in some areas, the distance between the people and their leaders is still wide. Building confidence and trust among citizens and their leaders understandably requires time and sustained effort. Mobilizing citizens to participate in affairs affecting them will take a two pronged approach: one, sensitizing the citizens on their rights to participate, and two, mobilizing and obligating local government leadership to create conducive environment for citizen's participation, dialogue and accepting criticism³.

According to the 2015 CRC⁴, about 71% of Rwandan citizens are satisfied with the service rendered to them. However, regarding the service delivery in land services, the citizens' net satisfaction at the national level was 64.7%. The 2016 Rwanda Bribery Index published by Transparency International Rwanda revealed that 13% of Rwandans who apply for a construction or rehabilitation permit end up paying bribe, while the overall bribe prevalence in local government service delivery is at a much lower rate of 5%.

As a factor of production, land still remains a key resource in socio-economic development in Rwanda. The majority of Rwandans rely on agriculture for their livelihoods, yet access to agricultural land is severely limited and most farmers cultivate small rain fed plots on a subsistence basis. 88% of Rwanda's labour force works in agriculture, but produces only 36% to 40 % of GDP⁵.The need to improve services in the land sector is vital to ensure effective and efficient land-related service delivery.

It is in this framework that TI-RW initiated a study which allows to assess the status of land sector service delivery in the City of Kigali and secondary cities of Rwanda.

³ **Ministry of Local Government(2012)**: National Decentralization Policy (Revised). Consolidating participatory governance and fast-tracking citizen-centred development

⁴ **RGB(2015)**: Citizen Report Card Survey

⁵ **Eugene RURANGWA (2013)**: Land Tenure Reform. The Case Study of Rwanda

1.2 Objectives of the study

The main objective of the study was to assess service delivery in the land sector in urban areas of Rwanda. Specifically, it aimed at:

1. Analysing the level of respondents' awareness on land-related services provided in urban areas;
2. Assessing the ease of accessing information on land-related services provided in urban and secondary cities;
3. Analysing the timeliness in providing services in this sector;
4. Evaluating the cost of accessing land services in the selected districts;
5. Measuring the Incidence of corruption associated with land services;
6. Assessing the citizens' satisfaction on ease of accessing information, the cost and the timeliness of the services and the ease of land dispute resolution;
7. Seeking citizen views and recommendations on ways to improve service delivery in land services.

1.3 Indicator framework

	Objectives		Indicator
1	To analyse the level of respondents' awareness on land-related services provided in urban and secondary cities	1.1	Level of respondents' awareness on land-related services provided in urban and secondary cities
		1.2	Level of respondents 'awareness of the offices in charge of providing land-related services
		1.3	Level of respondents' awareness of requirements for the land-related services
2	To assess the ease of accessing Information on land-related services	2.1	Level of citizen's satisfaction on the ease of access to information on land services
		2.2	Awareness of existing channels of information on land services
		2.3	Level of satisfaction on the cost of accessing information on land-related services offered in decentralized entities

3	To analyse the timeliness in providing services in this sector	3.1	Number of days/months/years spent to get the service
		3.2	Number of times at the office seeking for the same service
		3.3	Number of interactions or contacts with concerned office/staff while following a request on land-related services
		3.4	Reasons behind the delay to get the service
		3.5	Overall satisfaction on the timeliness in providing services
4	To evaluate the cost of accessing land services in the selected districts	4.1	Official amount paid for the requested service
		4.2	Amount of extra payments for the requested services
		4.3	Overall satisfaction on the cost of land-related services
5	To measure the incidences of corruption associated with land services	5.1	Level of bribe encountered by respondents while seeking for a land-related service
		5.2	Level of bribe occurrences in land services
		5.3	Level of bribe occurrences in land services per district
		5.4	Amount of bribe paid
		5.5	Share of bribe
		5.6	Reasons for bribe
		5.7	Bribe recipients (service provider)
5.7	Forms of corruption		

Table 1: Indicator framework developed to guide the research tools design

2 Methodology

2.1 Approaches and methods

The study consists of both quantitative and qualitative approach. The quantitative method uses a structured questionnaire which provides primary data on various aspects of service delivery in land sector in the districts concerned by this study. These include the awareness on land services provided, ease of access to information, timeliness and cost of service, corruption and conflict resolution mechanisms.

Furthermore, a semi-structure questionnaire was administered to citizens who have sought land related services in the past 3 years. It aimed used at collecting data on their perception and experiences in regard to different services requested from land service providers at both sector and district levels. This task was executed by 27 enumerators under the supervision of 9 field team leaders and two national supervisors. Prior to embarking on fieldwork, enumerators and field team leaders were trained on questionnaire content, data collection methods and research ethics. The questionnaire was tested and readjusted accordingly afterwards. The Standard Service Charter (SSC) for the urban districts and sectors was used by the researcher as a reference of standards in the land sector while designing research tools (see table 2). Out of 35 land-related services offered on District and Sector level according to the SSCs for urban areas, 28 were selected for analysis. The remaining seven services (such as “Application for setting up a petrol station”, “Permission to set up a communication antenna” or “Transfer of rights on condominium units”) were assessed as infrequently demanded services with comparatively little relevance for the average land sector service seeker.

The qualitative approach involved literature review, Key Informant Interviews and Focus Group Discussions. The literature reviewed existing land policies, institutional and legal framework as well as publications coupled with service delivery in land sector in Rwanda. It also highlighted the overview of urban sector in Rwanda, the quality of service delivery as a good governance parameter and the link between quality service delivery and the fight against corruption.

Land offices	Service
District infrastructure One Stop Center	Construction permit
	Construction permit renewal
	Building occupation permit
	House renovation/ rehabilitation
District Land Officer	Land subdivisions
	Land merger
	Rectification of land boundaries
	Correction of names or change of information on the persons on land titles
	Correction of information on land register (wrong names, ID number, etc.)
	Requesting new land title replacing lost or depleted titles
	Change of land use
	Request to add or remove someone from the land title
	Request for land title for land under conflict when solved
	Acquiring a deed plan (“fiche cadastrale”)
	Land mortgaging(secondary cities)
	Resolving land based conflicts
	Application for mortgaging plot of land
	Sector Land Office & Land Notary
Construction permit in a community settlement(secondary cities)	
Application for property ownership document	
Resolution of complaints or conflicts related to land ownership	
House renovation/ rehabilitation	
Registration of unregistered land	
Requesting unprinted land titles	
Transfers related to sold lands	
Land transfer out of sale agreement(Secondary cities)	
Transfer by succession on land rights	
Replacing lost/depleted land titles	

Table 2: Selected land-related services offered at Sector and District level (according to Standard Service Charter)

The desk research consisted in collecting information on access to land information and the timeliness of service provision by checking selected documents such as application files for various land related services (at sector and district levels), and in observation (see Annexe B) conducted by 9 trained data collectors at selected land offices. Key Informant Interviews were carried out by researchers with land service providers (land notaries, construction inspectors, district land officers) and other resource persons at national level including the Director General

of Rwanda Land Management and Use Authority and a representative of Profemmes, Twese Hamwe.

The Focus Group Discussions (FGDs) were also used to investigate experiences, attitudes, practices and even testimonies on various aspects of service delivery in land sector in the areas of study. Homogeneous and heterogeneous FGDs were organized in the selected District. Homogeneous FGDs involved women and people living with disabilities (PWDs) in order to assess whether there are particular issues faced by the latter with regard to land service delivery. Heterogeneous FGDs were conducted with land related service seekers (male and female, various education background, age, etc.).

2.2 Study population and Sampling

The scope of the study covers urban and secondary cities of Rwanda including the City of Kigali, Rusizi, Rubavu, Nyagatare, Musanze, Muhanga and Huye districts. At sector level, only those with urban characteristics were eligible for the study. The target population of this study involves citizens living in urban areas who sought for land-related service in the last three years. The list of urban sectors is available in the master sampling frame of the National Institute of Statistics of Rwanda.

The study population were all service seekers of land related services in urban areas of Rwanda in the past 3 years. As publicly available statistics do not allow to determine the exact size of the study population, the Raosoft⁶ sample size calculator was used as the basis to obtain the size of the sample for this study. With a confidence level of 95%, a margin error of around 2% and a response distribution of 50%, the overall target sample size for this study was 2,403.

The actually achieved sample size (questionnaires well completed) is 2,194 (see table 3), that is 91.3% of coverage. The actual sample size remains statistically representative to allow significant extrapolation of the findings at national level with 2% margin of error and 95% level of

⁶ www.raosoft.com/samplesize.html

confidence. At district level, the actual minimum sample size (213 in Muhanga and Gasabo Districts) corresponds to a margin of error of less than 7% at 95% level of confidence.

Local leaders at village level assisted in getting sampling frames for households from which respondents were selected. Any selected household which included a member who sought a land related service in the last 3 years was considered for the survey. In the opposite case, the household was dropped and therefore replaced. Replacement households were selected at village level by the field team leaders. In some cases, due to availability constraint, selected respondents were met and interviewed at their workplace. It is worth highlighting that this study was conducted in urban settings where some eligible residents were not at home for different reasons by the time of visit of enumerators. This therefore made it difficult to reach the initial sample size in the study timeframe.

Province	District	Frequency	Percent
Kigali City	Gasabo	213	9.7%
	Kicukiro	227	10.3%
	Nyarugenge	256	11.7%
	Subtotal City of Kigali	696	31.7%
South	Huye	215	9.8%
	Muhanga	213	9.7%
	Subtotal South	428	19.5%
East	Nyagatare	267	12.2%
	Subtotal East	267	12.2%
North	Musanze	270	12.3%
	Subtotal North	270	12.3%
West	Rubavu	266	12.1%
	Rusizi	267	12.2%
	Subtotal West	533	24.3%
Total		2,194	100.0%

Table 3: Sample allocation by Province and District

2.3 Data collection

Upon the approval of the research visa from the National Institute of Statistics of Rwanda (NISR), the fieldwork was carried out by skilled interviewers recruited and trained to this end. The training covered issues such as survey methods, questionnaire structure and content,

interviewer's responsibilities, as well as on survey ethics. In a bid to ensure data quality, the data collection activity was supervised by assistant researchers and TI-RW research coordinator. Furthermore, a desk review in the 9 districts covered by the study was conducted.

Before starting the data collection process a "pilot survey" was organized in a sector other than those covered by the actual survey. The pilot survey allowed testing the research tools with regard to the clarity, wording, coherence and consistency of the questions. It served as an opportunity for interviewers to get used to the tools they have to use during the actual survey.

2.4 Data processing and analysis

For the purpose of data processing, a specific data entry template was designed using Statistical Package for Social Sciences (SPSS). After the data collection, quantitative data were captured by data entry under the supervision of the statistician specifically recruited for this task. After the data entry by clerks, and data cleaning by the statistician, graphs and/or tables were generated on the basis of the tabulation plan, and the analysis therefore followed. As far as qualitative data is concerned, data were analysed by the consultant/researcher using the content analysis method. For both quantitative and qualitative data, the interpretation of data and report writing were done by the researcher.

2.4.1 Scoring logic

The data analysis used the scoring methodology where a numeric value was assigned to each response option. The scoring methodology applied scale questions with four responses options. The simplest and perhaps most popular method of scoring is Integer Scoring. The method assigns integers to represent the rank order. For a typical Likert-scaled question, one may assign the following: Not satisfied at all = 1, Not satisfied = 2, Satisfied = 3, and very satisfied = 4.

2.4.2 Formula used to calculate questions' score:

A Weighted Average Mean was used to calculate the questions' score which is an average in which each quantity to be averaged is assigned a weight. These weightings determine the relative importance of each quantity on the average as indicated in the formula below:

$$\bar{x} = \frac{\sum_{i=1}^n x_i w_i}{\sum_{i=1}^n w_i}$$

2.4.3 Formula used to calculate indicator's score

The first step in the scoring process is to construct a score for each question using the above mentioned formula. As a second step, question scores are aggregated into a score for each sub-indicator. The sub-indicator score is computed as a simple mean of associated question scores (Q scores). The same process is used to calculate the indicator score and the overall score as indicated in the following formula:

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

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

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

where SQ: Sub-question
 Q: Question
 SI: Sub-indicator
 I: Indicator
 N: Number of questions, sub-indicators and indicators

The above scoring used the following scale:

Response option	Score	Percentage
Not satisfied at all/Very low	1	1-25%
Not satisfied/Low	2	26-50%
Satisfied/High	3	51-75%
Very satisfied/Very high	4	76-100%

Table 4: Scoring scale

2.4.4 Quality control

For data quality control purposes, the following measures were taken:

- Assessment and approval of the study tools and methodology by NISR
- Recruitment of skilled interviewers
- Training of interviewers
- Testing of the questionnaires
- Supervision of data collection activity
- Overall coordination of the field work
- Use of SPSS software for data analysis
- Data cleaning prior to analysis

3 Service delivery, good governance and land related policy framework in urban areas: a literature review

This section intends to provide a brief overview of the policy, legal and institutional framework of land related service delivery in urban areas in Rwanda. It discusses relevant topics such as the quality service delivery as a good governance parameter, linking quality service delivery and the fight against corruption, gives an overview of urban sector in Rwanda and explores the legal, policy and institutional framework of the land sector in Rwanda.

On the international level, country legislations use differing definitions for urban areas. Even within Rwanda, different definitions are used by different institutions. As the Ministry of Infrastructure (2013:15), puts it, *“Several definitions of urban area are used, which are not completely compatible with each other”*. For example, MINIRENA (in: MININFRA 2013:15) defines an urban area as *“a built-up agglomeration with an area of more than 20 km, and a population of more than 10,000 permanent residents, which results in a population density higher than 500 p/km²”*.

However, art. 2 of the Law n0 24/2012 of 15/06/2012 relating to the planning of land use and development in Rwanda defines urban as *“the part of a District designated for urban development activities”*. Furthermore, the Fourth Rwanda Population and Housing Census 2012 used a definition of urban area *“based on smallest administrative entity, the village (Umudugudu) with an important built-up area and important infrastructures (Education facilities, electricity and water, market, bank and other financial institutions)”* (NISR & MINECOFIN, 2014: 4). For the purpose of the same census, *“every district has defined a District Urban Area with an approved Master Plan”* and in addition to those 30 urban areas, the Census also considered *“other big trade centers in rural area hosting an important number of social economic infrastructures, and commercial activities”* (idem).

In this study, the working definition is based on criteria used by NISR & MINECOFIN, and as highlighted in the methodology section, the sampling frame of urban districts and sectors from

the City of Kigali and other 6 “Secondary cities” as defined by NISR.⁷ Secondary cities include Huye, Muhanga, Musanze, Rubavu, Rusizi and Nyagatare (MININFRA, 2013:60).

3.1 Quality service delivery as a good governance parameter

Service delivery is a fundamental function between service procuring entities and services seekers who have the right to request for services to satisfy their needs. A number of attributes or dimensions that determine service quality include the accessibility, reliability (to provide the service on time and accurately), the promptness of service and its affordability among others.

According to Birner (2007), public service delivery as a good governance parameter entails distinguishing the strategies of the supply and demand. The Supply side of public service is not the sole responsibility of the state but involves also various governance actors such as private sector, NGOs, CBOs, and communities at large. The author argues that this approach *“needs to focus on increasing the capacity and incentives of public agencies and other service providers to participate in different ways so that they can best fulfil their functions.”*

Batley (2006) came up with a similar approach aiming to improving the supply side of public service delivery by creating an enabling environment for non-state providers to engage in activities that increase and improve service provision to poor people, while the AfDB (2005) supports that *the demand side of public service delivery focuses on the voice, regulation, financial management, transparency and accountability dimensions of governance.*

The strategy of supply and demand in public service provision where non-state actors are given conducive environment is fundamental, as it inspires and encourages governments to be more efficient and responsive by applying market principles and strategies to public service provision. This is maintained by Awortwi et al. (2012: 10) who highlight that:

“When public service delivery is contracted out to private and non-governmental providers, the government maintains the responsibility for determining the quality, timing and quantity of services by assuming oversight

⁷ A complete list of all Rwandan imidugudu and their status (rural/urban) can be downloaded from NISR’s geodata portal: http://geodata-nisr.opendata.arcgis.com/datasets/32e1f5c0f5974681ac32d31a9f2cf166_0

and providing training and technical information to the organizations that have been contracted. By doing so, government can promote the ultimate objective of better service delivery to citizens at lower cost”.

3.2 Linking quality service delivery and the fight against corruption

Various sources ascertain that corruption undermines government ability to provide basic services and leads to wastage of public resources. As IFAD (n.d) put it, *in promoting good governance, it is vital to tackle the abuse of power. The views of all oppressed groups, including women, youth and poor, must be heard and considered by governing bodies because they will be most negatively affected if good governance is not achieved.*

According to Transparency International Rwanda (2011), high quality, quick and efficient service delivery is an end in itself and is an important feature of good governance. However, slow and flawed service provision potentially offers space for corruption practices to creep in: delaying a service might indeed be an encouragement from a provider to the user to give a bribe while the user at the same time might think that the bribe could help speeding up the process or increase the quality of the service. Indeed, a study conducted by TI-RW in 2011 on service delivery and corruption in local governments showed that the sector with most corruption was also one of those which experienced problems of delays while the sector with least corruption emerged as the quickest one which confirms that behind a delay to provide a service there might be corruption.

3.3 Overview of policy, legal and institutional framework of land in Rwanda

The urban policy framework is clearly mentioned in the Rwanda’s Constitution, Vision 2020, the Economic Development and Poverty Reduction Strategy (EDPRS 2), Government Programme for 2010-2017, Rwanda Green Growth Strategy, Sector Strategic Plan (SSP), National Housing Policy and the Law Governing Urban Planning and Building in Rwanda of 2012 (MININFRA, 2015).

The priorities below are provided by the Urbanization and Rural Sector Strategic Plan 2013-18 (SSP) to support a sustainable urban planning and design:

- Improve the urban and rural settlement development planning and management system

- Develop secondary cities as poles of growth
- Develop urban and rural settlements around economic activities;
- Establish financing and supply options for affordable housing;
- Collaborate with the private sector;
- Build institutional and human capacity in the urbanization and rural settlement sector.

The Rwanda National Urbanization Policy (MININFRA 2015) stipulates that the institutional framework for urban development comprises a number of ministries, public institutions and agencies that are responsible for urban development, with the Ministry of Infrastructure in the lead, with its agencies responsible for policy implementation. At the district level, the One Stop Centres are implementers and facilitators of urban development, under the overall governance and management of the District governments, responsible for all areas which concern citizens' lives.

3.3.1 Land Policy framework

The Government of Rwanda had adopted a National Land Policy in 2004 with a series of land reform practices in the central part of the mentioned policy which consisted of defining a new legal framework and institutional arrangement through institutionalizing structures governing the humankind relation to land by intervening in the prevailing land ownership, control and usage (MINITERE 2004). This policy aimed to ensure land tenure security in order promote business in land and provide a proper land use. It distinguishes two categories of private land, "urban land and rural land". Key elements of the policy include:

- All Rwandans will enjoy the same rights of access to land: according to this principle, women, married or not, should not be excluded from the processes of land access, land acquisition and land control, and female descendants should not be excluded from the process of family land inheritance;
- Land is a common heritage for past, present and future generations;
- Land administration should guarantee land tenure security:

- The determination of the real purpose of land and information about land are a pre-requisite to good management and rational use of land, which is the basic element of development and source of life;
- Methods of land management and land use will differ according to whether they concern urban or rural land;
- Existing fragile zones that are of national interest should be protected;
- Good land management should develop land use planning, including organization of human settlement and consolidation of small plots for a more economic and productive use of land;
- Land transactions and land taxation should be included in land administration as elements of land development;
- Cadastral plans and maps are the best method for obtaining, registering and analyzing comprehensive and accurate data regarding land;
- An appropriate cadastral system is an essential basis for really understanding the land situation of a country, and thus for planning any land reform action.

As far as service delivery is concerned, Rwanda committed to stand as a regional hub of excellence for service and customer care in the Economic Development and Poverty Reduction Strategy (EDPRS) II. The Government *“takes the issue of service delivery seriously in recognition of the fact that public service delivery is the most important function of government officials, who must be accountable to the citizens that they are employed to serve”* (Government of Rwanda 2013:80). Moreover, in a bid to strengthen accountability, EDPRS II highlights that MINALOC established citizen service charters in which *“detailed standards for services rendered at the district level, sector level and cell level are set out, but more effort will be needed to put this in practice”*.

In this regard, Standard Service Charters for public local service delivery on all levels (including in urban Districts and Sectors) were initiated and commissioned by MINALOC, with technical and financial support of the Rwandan-German Programme on Decentralization and Good Governance in Rwanda, implemented by GIZ. These documents were launched in 2015 to

facilitate the public to be aware of the type, cost, timing, requirements and providing entity/office of services delivered by urban districts, secondary cities' districts, urban sectors and secondary cities sectors.

In the same vein, the Government committed to revitalize service delivery both in the public and private sectors through three major interventions (Government of Rwanda, 2013:81):

- The development of a customer-centered service delivery culture as part of regular capacity building;
- the design and entrenchment of policies, processes and culture of customer service;
- the establishment of an Institute of Customer Services.

Furthermore, the Government of Rwanda considers ICT as a *“viable tool available for citizens to provide affordable and easily accessible feedback on implementation of policies and the nature of service delivery”* (Republic of Rwanda, 2013:81). In this regard, ICT has been increasingly integrated in public service delivery, including in land services. The Government has promoted an e-governance system as part of the wider ICT policy. A range of electronic platforms were established and are currently used by public service seekers including in land sector.

The **Irembo Platform** is a fee-based e-government platform launched in 2015 to facilitate citizens and businesses to access integrated government services via internet and mobile devices (Government of Rwanda, 2016). Various government services can currently be accessed via this platform. As far as land related services are concerned, the following are provided through Irembo⁸:

- Transfer of Land Title (Voluntary Sale)
- Land Sub-Division
- Land merging
- Change of land use
- Transfer of Rights on a Parcel based on Court Order

⁸ <https://irembo.gov.rw/rolportal/en/web/rnra/home>

- Transfer of Rights on a Parcel based on Donation
- Transfer of rights on a parcel by Inheritance/Succession
- E-Payment for Transfer of Land Title (Voluntary Sale) by minor
- E-Payment for Transfer of Land Title (Voluntary Sale) by Successor

The **Electronic Building Permit Management Information System** (eBPMIS): it is a set of computer-based platform that was established in 2017 and serves to automate and streamline the building permit process. According to Merard Mpabwanamaguru, the City Master Plan review and Development Control officer, quoted by *The NewTimes* newspaper (24 April 2017):

"The new system replaces the old system (BPMIS) previously deployed in the secondary cities, and will allow applicants to get progressing notifications and enable them to pay for services electronically using mobile money services or debit and credit cards."

The aim of this electronic tool is to reduce permitting time, improve customer service and staff efficiency, enhance quality, and make operating funds more productive (Republic of Rwanda & World Bank Group, n.d.).

The **Land Query Notification System(LQNS)** was put in place by the Rwanda Land Management and Use Authority (RLMUA) in a bid to allow the public to check the status of a particular plot of land using their mobile phones. It is an electronic platform to which *"subscribers need to dial *651# and then Yes. By entering the plot number the user gets information on the status of the plot including the area, registered owners, whether it is disputed or presented as collateral at any bank⁹".*

⁹ http://rnra.rw/index.php?id=51&tx_ttnews%5Btt_news%5D=338&cHash=49e645a045f9c2154bafef0c62a65133

3.3.2 Land legal framework

After 1994, land administration referred to “Arusha Accord”¹⁰ stating that:

“[...] in order to promote social harmony and national reconciliation, refugees who left the country more than 10 years ago should not reclaim their properties, which might have been occupied by other people. The Government shall compensate them by putting land at their disposal and shall help them to resettle”¹¹.

Furthermore, the Organic Land law n° 05/2005 of 14 July 2005 determining the use and management of land in Rwanda Art.6, 7 and 30, the Ministerial Orders no 02/208 on modalities of land registration and the Ministerial order N° 30/01 on the exact number of years of land lease, both of 2008, all rural land previously under customary tenure are untitled to be registered and granted an Emphyteutic Lease of 99 years and a certificate of emphyteutic lease of 99 years (Ministerial Order No. 001/2008 of 01/4/2008). There are four main areas of the law that particularly affect the land administrator:

- The law of “real” property that affects dealings in land;
- The laws on land reform such as the privatization of State-owned land, the restitution of former private land, and land consolidation;
- The laws that govern the conduct of land administration such as the regulations that control the operation of the cadastre; and

The Organic Law N° 08/2005 of 14/07/2005 determining the use and management of land in Rwanda has the following key characteristics:

- Land is part of the public domain of all Rwandans; ancestors, present and future generations (Re. Article 3 of the Organic Land Law).

¹⁰ Signed by the then Government of Rwanda and the Rwandese Patriotic Front (RPF)

¹¹ Art. 4 of the Protocol of Agreement between the Government of the Republic of Rwanda and the Rwandese Patriotic Front on the Repatriation of Rwandese Refugees and the Resettlement of Displaced Persons,

- Rights of access to land for all Rwandese without discrimination (Art. 4): Following this article, women, widows and orphans should not be excluded from the process of land acquisition, use, and control. Moreover, this law ensures that the rights of foreigners over land are protected (Art.6).
- With exceptions of the rights given to people, the state has supreme powers to manage all the national land, and this is done in public interest aimed at sustainable economic development and social welfare, in accordance with procedures provided for by law.
- In that regard, it is the state that guarantees the right to own and use the land. The state also has rights to expropriation due to public interest, settlement and general land management through procedures provided by law and prior to appropriate compensation.
- The law recognizes rights to land obtained under customary law as equivalent to rights obtained under formal law, requires land registration and sets minimum plot's sizes for agricultural land

Among other provisions advocating for a good move into land tenure reform process include:

- The Constitution of the Republic of Rwanda of 04/06/2003 revised in 2015 (Art. 34, 35), with a focus on right to property and to private ownership of land;
- Organic Law N° 03/2013/OL of 16/06/2013 repealing Organic Law n° 08/2005 of 14/07/2005 determining the use and management of land in Rwanda The law relating to expropriation in the public interest of 19/04/2007
- Law N°27/2016 of 08/07/2016 governing matrimonial regimes, donations and successions
- Ministerial Order 002-2008 Determining modalities for land registration;
- Ministerial instructions N°007/2010/MINELA of 20/08/2010 related to fees paid for systematic land registration.

Series of decrees or orders (more than 20) have been enacted to clarify and implement various aspects of the Organic Land Law. The most important include: (1) Order No. 53/01 of 12/10/06 determining the Structure, the Powers and the Functioning of the Office of the Registrar of Land

Titles; (2) Order No. 30/01 of 29/06/2007 determining the Exact Number of Years of Land Lease, which sets out the length of leases available for certain types of land.

3.3.3 Land Institutional Framework

Article 21 of the law determining the use and management of land in Rwanda (Law N° 43/2013) stipulates that:

“Without prejudice to the provisions of this Law relating to the area of the land which cannot be subdivided, land rights may be transferred between persons through succession, gift, inheritance, ascending sharing, rent, sale, sublease, exchange, servitude, mortgage or any other transaction, in conformity with the conditions and methods provided for by the laws and regulations.”

Moreover, the Land Administrative Procedures Manual (MINIRENA 2012) provides that each land transfer has to be formally registered and included in the official land register. To facilitate the updating of this activity, the government has undertaken some actions through different public institutions from central and local governments.

- **The Ministry of Natural Resources (MINIRENA)** which is responsible for addressing issues of policy, in particular through Ministerial orders and/or orders that set out laws and procedures for the administration, planning and allocation of land.
- **Rwanda Land Management and Use Authority (former Rwanda Natural Resources Authority, RNRA)** was established in 2011 (Law 53/2010 of 01/2011) as a merger of the National Land Centre (NLC), the National Forestry Authority (NAFA) and the Rwanda Geology and Mines Authority (OGMR). Although RNRA mission is very broad (RNRA shall be an authority that leads the management of promotion of natural resources which is composed of land, water, forests, mines and geology), it has the specific responsibility to register land, issue and keep land authentic titles and any other information relating to land of Rwanda, that is executed through its Department of Lands and Mapping. The Office of the Registrar is housed within RNRA.
- **The Registrar of Land Titles (ORLT):** The office is headed by the Chief Registrar supported by five Registrars covering each of the four Provinces of Rwanda and Kigali City. The Office

has the (among other) powers of signing certificates of Land Titles and long term leases, certifying that land has been allocated on freehold terms and certifying that land is leased under a long term contract. Registrars in their respective areas of jurisdiction are the only ones with power to issue Certificates of Registration. They have the overall responsibility of the land transaction and registration process and in particular:

- “Approve” (or refuse) the transaction;
 - “Sign”, “Print” and “Seal” the Certificate;
 - Physically Print and Seal the Certificate and forward to the District Land Office for issuing;
 - Store the original of the Certificate at the Registrar’s Office.
- **District Land Bureaus (DLBs)/District One Stop Centres (DOSCs):** The Land Law establishes District Land Bureau (DLB) headed by a District Land Officer (DLO) who acts as public notary in all matters pertaining to land in accordance with legislation related to notarized deeds. The District Land Officer (and/or authorized staff) functions at the interface between the applicant and the land administration system. Among his/her responsibilities include:
 - Advises the Applicant and verifies, notarises and files the documents received for an application for transaction;
 - “Books” and “accepts” and “processes” the documents for transaction in the LAIS (only the District level);
 - Ensures that the Certificate is generated with electronic signature and seal of the Registrar (only the District level);
 - Reports on the measurement of the land signed by the owner and his bordering neighbours, the land officer that carried out the measurement and Executive Secretary of the cell where the land is located.
 - **District/ Sector land Manager:** The Law N°13bis/2014 governing the Office of Notary gives notarial powers to the Officer in charge of land at the Sector level. The sector land manager is also in charge of providing information to the clients, receive their applications, check their completeness and forward them to the District Land Officer.

- **Sectors and Cells Land Committees:** Each Sector and Cell has a land committee responsible for follow up of management and use of land registration).
- **LAIS Processor and GIS Officer:** These functions are new in the land administration system but very important due to the establishment of the LAIS. The LAIS Professional and GIS Officer will ensure LAIS system maintenance, including specialized activities like (hardware/software) system management and data management.

4 Presentation of key findings

The two previous chapters presented a general introduction and the methodology of this study respectively as well as the literature review that included a view of the policy and implementation framework for land services management in Rwanda. The following chapter focuses on major findings of the study. Beside a description of a couple of respondents' demographics, the chapter analyses land service seekers' perception of and experiences with selected land-related services provided by local officers (district and sector levels). Stakeholders' perspectives on different aspects that were discussed during the research are also captured

4.1 Respondents' demographics

Only four in ten respondents of the survey were female (see table 5). While women are a majority of the Rwandan population (52%), and while female respondents use to stand as majority in most of household surveys conducted in Rwanda, it seems that men's predominance in managing family land properties persists. This might therefore justify partly the male majority among respondents, implying that men in marriage seek more land-related service than women do.

As far as age is concerned, cumulatively, around 5 in 10 respondents are aged 30 to 49, while close to 3 in 10 (i.e.26.3%) fall in youth category (younger than 35). Respondents aged 50 or above represent around two-fifths. Close to 8 in 10 respondents are married, while single and widow/ers stand at nearly 1 in 10 respectively.

Another variable used to describe respondents is the highest level of education achieved. Around a half of respondents did not reach beyond primary education. However, it is interesting to notice that around 4 in 10 have at least attained secondary education. One can argue that unlike the former category (with primary education or none at all), this latter category stands a greater chance to access information about public services in general and that relating to land services especially written one (paper-based and online). Regarding occupation, the large majority of respondents have occupations in various sectors. Four (4) in 10 respondents are self-employed (generally in business) while the rest include farmers (around 2 in 10) and those serving in public, private and civil society areas; and close to 2 in 10 unemployed. Employment status is often

associated with income and may therefore be an important pattern in assessing service delivery especially when it comes to costly services.

Variable	Option	Percent
Gender	Male	58.5%
	Female	41.5%
Age	18-24	2.3%
	25-29	9.3%
	30-34	14.7%
	35-39	17.9%
	40-44	16.3%
	45-49	16.5%
	50-54	8.9%
	55-59	7.0%
Marital Status	60+	7.0%
	Married	79.9%
	Single	8.9%
	Widow/er	9.0%
Highest education level attained	Divorced/separated	2.1%
	None	14.0%
	Primary only	37.0%
	Vocational training	12.9%
	Secondary	24.3%
Occupation	University	11.8%
	Unemployed	18.2%
	Farmer	24.3%
	Self-employed	40.1%
	Employed by government	8.5%
	Employed in CSO/NGO/Private sector	5.2%
	Retired	2.4%
Others	1.3%	
Personal Monthly Income	Less than 35,000	42.9%
	35,000 – 69,999	28.2%
	70,000 – 174,999	19.1%
	175,000 – 349,999	7.9%
	Over 350,000	1.9%
Living with a disability	Yes	5.6%
	No	94.4%
		n=2194

Table 5: Distribution of respondents by selected demographics

Personal monthly income as variable closely related to the preceding one was also considered in describing the survey respondents. The data suggests that nearly over 4 in 10 respondents earn less than RWF 35,000 (around USD¹² 42) per month, while close to 3 in 10 earn between USD 42 and 84 monthly. Cumulatively, only close to 3 in 10 respondents earn above USD 84 per month.

It was also deemed relevant to examine the proportion of people living with disability among the respondents in order to understand their perception and experience with service delivery in the land sector. The data suggests a too small proportion (less than 1 out of 10) of this category of people within the sample to allow any disaggregation. However, this challenge was addressed through qualitative approach (FGDs with PWD).

4.2 Ease of access to information on land-related services

Access to information is an important dimension of quality service provision. People need to be aware of which type of service is provided, the office or official responsible for its provision, the requirements to get the service, its costs, the time it takes to get it among other things. In absence of such awareness, it is hard to know where to go for the service and what it takes to get it. This section examines the extent of service seekers awareness on these aspects.

4.2.1 Awareness of land service providers

Level	Service provider	Frequency (n=2194)	%
District	District infrastructure One Stop Center	663	30.2%
	District Land Officer	951	43.3%
	Don't know	877	40.0%
Sector	Sector Land Office & Land Notary	1548	70.6%
	Don't know	646	29.4%

Table 6: Proportions of respondents aware of the offices in charge of providing land-related services at District and Sector level

Important proportions of respondents are aware of offices responsible for land-related service provision at both district and sector level (see table 6). Three (3) in 10 and around 4 in 10 respondents are aware of the District Infrastructure One Stop Center and the District Land Officer

¹² USD 1 = Frw 830

respectively. The Sector Land officer & Land Notary appears to be most known by respondents (7 in 10). This may be due to the fact that in many cases, citizens who seek land-related services do not go beyond the sector level. It is the Sector Land officer & Land Notary that generally forwards the applications for services to the district-based service providers. Thereafter, the requested service, for example official documents or authorizations are sent to the sector office for collection by service seekers. This was also supported by citizens who participated in FGDs as well as interviews with sector land notaries. In the words of Land Notary of Gahanga Sector (Kicukiro District):

“Generally, seekers of land-related services including those provided at the district level do submit their applications to our office and we facilitate the rest of the process until the requested service is ready for collection/provision at sector level. It is not surprising that some applicants may not be aware of the interactions between sector and district levels with regard to the land-related services they sought”.

However, the notary’s argument should not serve as an excuse for the institutions/officials in charge not to improve providing information to the public. Moreover, the data suggests important proportions of respondents who are not aware of any office providing land-related services at district level (4 in 10 respondents) and at sector level (3 in 10 respondents). This calls for increased community sensitization and communication in this regard.

4.2.2 Awareness of land-related services provided by decentralized entities

Four services emerged as the most known by respondents despite not in high proportions (see table 7). They include construction permit, house renovation, land subdivision and application for property ownership document. It seems that these are the services often sought by many people compared to other services in urban and secondary cities.

Overall, the majority of land-related services delivered by relevant offices at both district and sector level are not known by respondents. For most of them, proportions of respondents who are aware of them stand lower than 20% and below 10% for some.

Office/Officer	Service	Freq. (n = 2194)	(%)	
District Infrastructure One Stop Center	Construction permit	832	37.92%	
	House renovation/ rehabilitation	507	23.11%	
	Construction permit renewal	247	11.26%	
	Building occupation permit	196	8.93%	
	Don't know	877	39.97%	
District Land Officer	Land subdivisions	484	22.06%	
	Land merger	306	13.95%	
	Change of land use	226	10.30%	
	Correction of names or change of information on the persons on land titles	202	9.21%	
	Correction of information on land register (wrong names, id number, etc.)	202	9.21%	
	Requesting new land title replacing lost or depleted titles	199	9.07%	
	Rectification of land boundaries	195	8.89%	
	Acquiring a deed plan (fiche cadastrale)	195	8.89%	
	Request to add or remove someone from the land title	154	7.02%	
	Request for land title for land under conflict when solved	139	6.34%	
	Land mortgaging(secondary cities)	118	5.38%	
	Resolving land based conflicts	44	2.01%	
	Don't know	608	27.71%	
	Sector Land Officer & Land Notary	Application for property ownership document	479	21.83%
		House renovation/ rehabilitation	444	20.24%
Transfers related to sold lands		406	18.51%	
Lending/borrowing a title deed for bank guarantee		360	16.41%	
Registration of unregistered land		272	12.40%	
Resolution of complaints or conflicts related to land ownership		227	10.35%	
Transfer by succession on land rights		191	8.71%	
Requesting unprinted land titles		167	7.61%	
Replacing lost/depleted land titles		155	7.06%	
Construction permit in a community settlement(secondary cities)		119	5.42%	
Don't know		667	30.40%	

Table 7: Proportions of respondents aware of land-related services

In the same vein, for all land service providers considered in this study there are at least close to 3 in 10 of respondents who are not aware of any service that the latter provide.

The data confirms that the more a service is in demand, the higher is the proportion of people who are aware of it. Figure 1 shows each of the selected services as a dot. The horizontal position of the dot stands for the proportion of respondents aware of the service, the vertical position for the proportion of respondents who sought the service during the last 3 years. The dots follow a diagonal pattern, indicating that, in general, services that are more known tend to be more demanded (and vice versa).

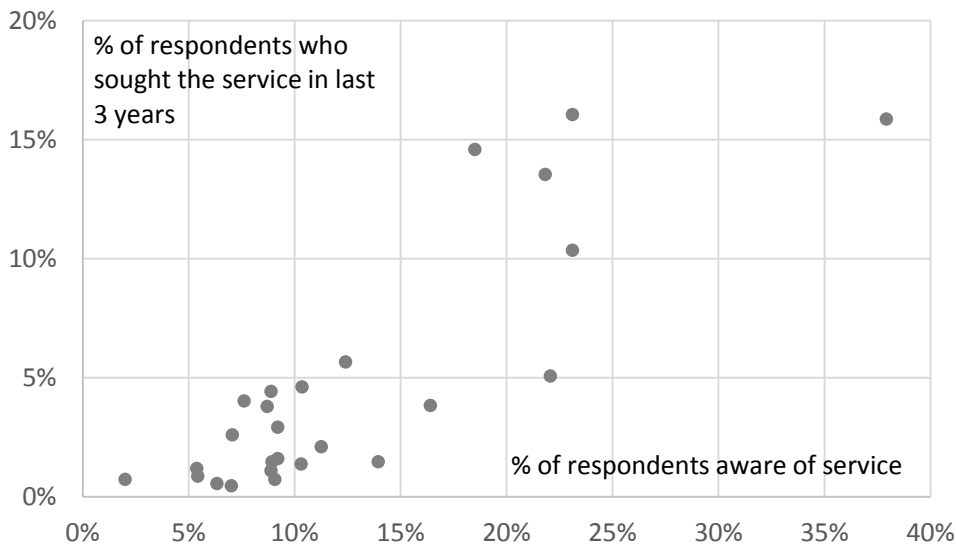


Figure 1: Correlation of demand and awareness of land-related services

This opinion was largely backed by participants in FGDs and interviews which revealed that despite the existence of several land-related services (above 30) provided by districts and sectors, few of them are generally known by citizens as they are the ones obviously most requested.

4.2.3 Types of land-related services sought by respondents

Construction permit, house renovation, transfer related to sold lands/property and application for property ownership documents constitute top 4 services requested by respondents in the past three years, but only in small proportions (between 1 and 2 in 10 respondents, see table 8).

Entity	Service	Freq. (n = 2194)	(%)
District	Construction permit	348	15.9%
	House renovation/ rehabilitation	227	10.3%
	Land subdivisions	111	5.1%
	Rectification of land boundaries	97	4.4%
	Correction of names or change of information on the persons on land titles	64	2.9%
	Construction permit renewal	46	2.1%
	Correction of information on land register (wrong names, id number, etc.)	35	1.6%
	Building occupation permit	32	1.5%
	Land merger	32	1.5%
	Change of land use	30	1.4%
	Land mortgaging(secondary cities)	26	1.2%
	Acquiring a deed plan (fiche cadastrale)	24	1.1%
	Requesting new land title replacing lost or depleted titles	16	0.7%
	Resolving land based conflicts	16	0.7%
	Request to add or remove someone from the land title	10	0.5%
	Request for land title for land under conflict when solved	12	0.5%
		None	1180
Sector	House renovation/ rehabilitation	352	16.0%
	Transfers related to sold lands	320	14.6%
	Application for property ownership document	297	13.5%
	Registration of unregistered land	124	5.7%
	Resolution of complaints or conflicts related to land ownership	101	4.6%
	Requesting unprinted land titles	88	4.0%
	Lending/borrowing a title deed for bank guarantee	84	3.8%
	Transfer by succession on land rights	83	3.8%
	Replacing lost/depleted land titles	57	2.6%
	Construction permit in a community settlement(secondary cities)	19	0.9%
		None	782

Table 8: Land-related services sought by respondents at District and Sector level in the last 3 years

Requests for other land-related services at district and sector levels also occurred in very small proportions (below 10%). Slightly over a half of respondents did not apply for any land-related service at district level juxtaposed to around only one-third who had not sought a service at sector level. This could partly justify why there are higher proportions of respondents who are aware of services delivered at sector level than district level as shown in the preceding table. It is worth reminding that the core eligibility criterion for this survey consisted in having sought at least land-related service from either a relevant sector or district service provider in urban or secondary cities over the past three years. The above proportions of respondents who did not request for any land-related services at sector or district levels do not therefore imply that some participants were therefore eligible, but simply that those who did not seek a service from one level did it at another level, while others may have visited both levels in the same period.

4.2.4 Awareness of requirement for the requested service

Based on a 4 scale question asked, the level of awareness of the requirements for the service requested by participants stands at 2.9 that is 72.4% (see table 9), which is high. Only 3 in 10 respondents were aware of all requirements, while 4 in 10 did know some of them. Participants in FGDs in key informants' interviews highlighted that in general service seekers get to know the requirements when they reach the service providing entity. The general opinion from participants is that there are a couple of avenues for service seekers to know about requirements for land-related services. As argued by a participant in a FGD in Musanze District:

“It is unrealistic to expect a citizen to be aware of the requirements for a particular service before he/she feels the need of getting that service. In general, when we reach the sector office or an Irembo agent, we get advised on requirements for the service we need. In addition, service charters are posted on sector land notary office. This is how we get familiar with the requirements and strive to meet them”.

In the same vein, participants mentioned the Land Week, communities meeting at village and cell levels as major forums used by land notaries to inform the citizens about land services and their requirements. A desk research conducted as part of this research corroborates this finding. In the

majority of local administrative offices visited (sector and district), the service charter was found posted in Kinyarwanda language (national language) for the public.

Knowledge of requirements	Frequency (n)	Percent (%)
Yes, all	642	30.5%
Yes, some of them	861	40.9%
Yes, few of them	341	16.2%
None of them	259	12.3%
Score	2.9	72.4%

Table 9: Level of awareness of requirements for service demanded

However, about 7 in 10 of respondents (cumulatively) are aware of some, few or none of the land service requirements; they incur the risk not only of submitting incomplete applications, but also spending unnecessarily more time and resources to meet the requirements. Efforts should be doubled to ensure that citizen service charters are popularized to and accessed enough by service seekers prior to applications.

4.2.5 Channels of information on land-related services

Community meetings and radio emerged as most accessible channels of information on land-related services for the citizens (see table 10). More than a half of respondents relied on them to get this information. Community meetings are generally held on a monthly basis at village and cell levels. They sometimes serve as channels for local staff and leaders to pass on information about service delivery including in land sector.

As regards radios, it is worth highlighting that broadcast media (both radio and television) has been manifestly increasing over the past 5 years. Other channels mentioned by participants include public notices, relevant staff at district and sector levels and television.

Other types of media were alluded to in very low proportions. These include newspapers, websites, etc. Local governments and Civil Society Organisations (CSOs) in particular those focusing on governance and service delivery should take advantage of such community meetings and radio stations to maximize citizens' information on land-related services. Overall, a variety of information channels is available to citizens in general and service seekers. Some of them,

however, may not be used effectively or accessed optimally. For instance, it emerged from FGDs that SSCs in their current format and language cannot be accessed by the blind and illiterate people. Given the literacy rate of 68% as of 2012 (NISR & MINECOFIN 2014), one can estimate that around one third of the population cannot rely on SSCs as a source of information on public services.

Information channel	Frequency (N = 2194)	(%)
Public/community meetings	1365	62.2%
Radio	1226	55.9%
Public notices	759	34.6%
Concerned staff in his/her office	528	24.1%
TV	426	19.4%
Newspapers	207	9.4%
Websites/internet	207	9.4%
Toll free number	75	3.4%
Don't know	55	2.5%
Land Information System	48	2.2%
Standard Service Charters posted at district and sector's offices	40	1.8%
Other citizens	34	1.5%

Table 10: Information channel for land-related services

According to the survey data, less than 2% of service seekers used SSCs as a source of information. It is assumed, however, that this low figure is partly due to the unfamiliarity of service seekers with the term “service charter”, and that some of those who stated “public notices” as source of information may have actually referred to SSCs. Even if this is the case, it illustrates that citizens’ awareness of the SSC has to be seen as very low at this point in time.

4.2.6 Perception of access to information on land-related service

Overall, the data suggests a very high level of respondents’ satisfaction with the cost of accessing land-related information (see table 11). This stands at 3.16/4. Obviously accessing such information is not generally expensive given that major channels including community meetings and radios are not costly. Radio sets are increasingly affordable. They are often incorporated in mobile phones. Individual radio sets can be purchased for as little as RWF 2,000 (less than USD

3). Considering that these channels are easily accessed and that they incur hardly any costs, they should be highly exploited. However, TV and internet-based information may be expensive for some citizens.

Costs	Frequency (n)	Percent (%)
Very Cheap	807	37.6%
Cheap	914	42.6%
Expensive	378	17.6%
Very Expensive	46	2.1%
Total	2145	100.0%
Score	3.16	

Table 11: Cost of access to information on land-related services

The data suggests a very high level of ease of access to land-related services information at both sector and district levels (see table 12).

Ease of access	Frequency (n)	Percent (%)
Very easy	807	39.4%
Easy	902	44.1%
Difficult	295	14.4%
Very difficult	42	2.1%
Total	2046	100.0%
Score/4	3.21	

Table 12: Overall perception of ease of access to information on land-related services

However, more should be done to address the gaps and challenges revealed by this study: In five out of 50 Sector offices (Matimba sector in Nyakatare, Nyakabanda in Nyarugenge, Nyarubuye in Muhanga, Ndera in Gasabo, Masaka in Kicukiro) visited in the framework of the observational part of this study, service charters were not found to be posted for public information. In the same vein, no timetable of working days was posted for the public at some Land Officer offices (e.g. Kimironko, Gasabo, Matimba in Nyagatare, Karangazi in Nyagatare, Ndera in Gasabo); and no supervisor's phone contacts were indicated for the public (e.g. Kimironko, Gasabo at the land officer's office, Matimba in Nyagatare, Karangazi in Nyagatare). Interestingly, researchers who went back to conduct key informants' interviews noticed in some Sectors that service charters

were eventually posted after the first visit of researchers. The study was not able to grasp factors behind such a behaviour. Mechanisms of monitoring and evaluation of SSCs should be established to ensure their availability, accessibility and effectiveness.

Furthermore, the study revealed that access to information remains problematic for people living with disability. Depending on the type of disability, PWD are incapable of or can hardly access some channels of information such community meetings, media (radio, television, newspapers, etc.), while others get simply stigmatized. Major disabilities concerned with this type of services include physical and sight related. It emerged from FGD with PLWD that there is no special ways of easing access to land-related services for the people with disabilities. It is hard for them not only to get a service related to land due to a long process, which require physical fitness, time and money, but also to read and understand the language of the service.

As highlighted by a PWD in a FGD in Muhanga District,

“it is impossible for us [the blind] to read the existing documents providing information on services rendered by public institutions including those related to land. The language used by the service charter and the land title is not friendly to us”.

The same concern was echoed by another participant who claims that

“I can’t know whether or not my name is really written on the land title I have. This results in our properties to be unduly owned by our relatives”.

Similarly, PWD experience a challenge of accessing physically the land-related services. A participant in a FGD with PWD in Rubavu District expressed his grief as follows:

“As I am physically impaired, thus can’t walk, whenever I need to go to seek a public service, I am obliged to pay for a motorbike to reach the service providing entity where physically fit people can easily walk”.

Obviously, the above finding is evidence that PWD are faced with a particular impediment of accessing public services including those related to land. This problem is exacerbated by the fact

that living with disability is largely associated with restriction to some income generating activities especially in context where many people still believe that disability is synonymous with inability and where there is no adequate infrastructure for this category of people to access public services or undertake relevant business. Based on the above, one can argue that PWD are doubly disadvantaged. This calls for collaborative endeavours to establish appropriate mechanisms to address this challenge.

Despite the sound progress made by Rwanda in empowering women and promoting their access to services, in some cases the traditional labour division at household level keeps being a real hindrance to women’s access to information, including in the area of service delivery. As highlighted by a representative of Profemmes Twese Hamwe, interviewed in this study:

“Some women, particularly in rural settings, do still perform several tasks including chores (unlike their husbands), and this impacts negatively on their availability for community meetings which constitute a major source of information on public life, including local government matters”.

4.3 Providing land-related services in reasonable time

The legal adage that “delayed justice denied justice” is not in vain. It holds true for most of public services that people seek including in land sector. This section examines the extent to which land-related services are provided in reasonable time or at least abides by the official timeline.

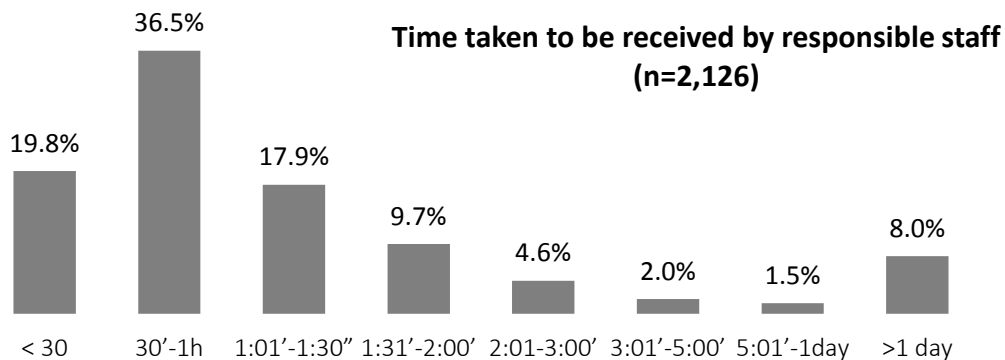


Figure 2: Time taken to be received by responsible staff (most recently sought land-related service)

Cumulatively, it took at most an hour for around a half of respondents to be received by the service providers. Although there is no binding legal provision on this particular timing, this may look fair in Rwandan standards and in consideration of the daily number of service seekers to be received by local government staff whose workload, in some cases, is not limited to land-related services. It is common practice of land service providers on Sector level to reserve certain weekdays for service provision to citizens and use the remaining days of the week for field visits and other activities. This may help to prevent long delays in receiving service seekers. Furthermore, whenever payments for services are made through Irembo (as often is the case for land-related services by now), appointments with the service providers are provided to the client through the platform.

However, the data shows that there is an important proportion of respondents (around one half cumulatively) for whom it took at least an hour to be received. It appears that almost 1 in 10 respondents spent more than one day to be received. Among PWD, almost one quarter of service seekers had to wait for more than one day. One should be mindful that this time does not include the travel time. Considering that some service seekers do occupy positions wherein they also provide services, or are self-employed, one can argue that the delay in being received by the service provider does not go without negative effects on service seekers business. The increasing digitalization of service delivery platform that Rwanda has been embarking on should be sped up to contribute to addressing this challenge.

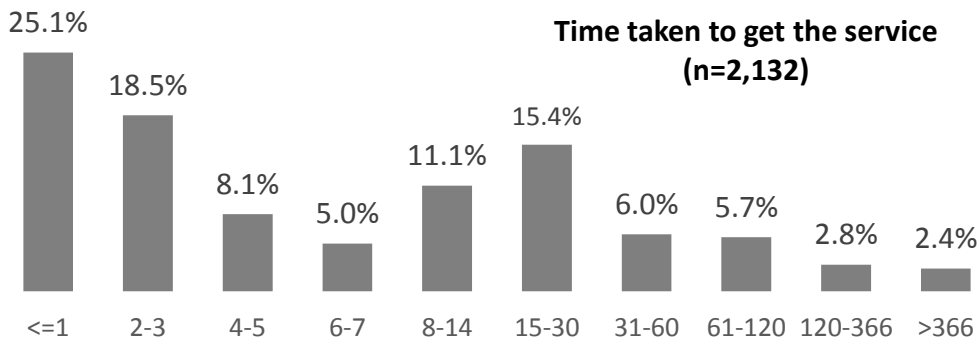


Figure 3: Time taken to get the service

The data suggests that a one-quarter of respondents received the requested service in one day or less while, cumulatively, close to 6 in 10 respondents got the requested service in less than a week (7 days) period, and 8 in 10 respondents cumulatively received the services in one month or less. An important proportion of respondents (close to 2 in 10 cumulatively), however, had to wait more than a month to get the services they sought.

For a proper evaluation of the timeliness of services, we have to take into consideration given standards. Urban districts and sectors of the City of Kigali and secondary cities use standard service charters (SSC) that define service providers, requirements, fees and standard waiting times for different services, including land-related service. (See Annexe A). The SSC were elaborated and published in 2015 by the Ministry of Local Government (MINALOC) with the support of German Cooperation (GIZ). The provision of an individual service can be considered timely, when the actual waiting time does not exceed the defined standard waiting time. Figure 4 explores the difference between actual and standard waiting time for the three main land-related service providers on District and Sector level, based on the survey data.

The chart shows at least half of the service seekers of all the three providers receive the service without delay. One Stop Centers even provide 75% of their clients with timely service, and a large part of their clients are served well before the deadline. One can thus conclude that a slight majority of service seekers has to wait no longer than defined by standards, and another significant part will have to wait longer (less than 30 days overdue). However, there is a non-negligible minority of service seekers that experience extreme delays that may go very well beyond a whole year.

Based on citizen generated data collected through Suggestion Boxes, TI-RW conducted an analysis of local public service delivery in 2016. The analysis focused on 12 Sector services in selected Districts, among which were 3 services provided by the Sector Land officer. According to the analysis, land transfers were provided in compliance with time standards in 89.6% of the cases, construction permits in community settlements in 79.8% and property ownership certificates in 56.5%.

Interpreting the box plots

Figure 4 and figure 7 provide some descriptive statistical insights on the deviation of service provision from given standards (as defined by the SSCs). A zero on the vertical axis represents a service provided with exactly the delay of time indicated in the SSC (figure 4), respectively a service provided for exactly the fee indicated in the SSC (figure 7). A service with a standard maximum waiting time of 14 days would thus be represented at -4 if it was already provided after 10 days.

The bottom line of the lower box represents the 1st quartile. Exactly 25% of respondents have experienced a waiting time/fee payment deviance at the level of this line or lower. The top line of the upper box represents the 3rd quartile, i.e. 25% of respondents have experience a waiting time/fee payment deviation at the level of this line or higher. The separation line between the two boxes indicates the median. 50% of respondents have experienced a waiting time/fee deviation lower than this level, the other 50% higher than this level.

Only services with non-ambiguous statement of standard waiting time/fee payment in the SSC have been considered in this chart. Furthermore, one has to be well aware of the fact that SSCs have only been introduced in 2016, whereas this survey covers services provided during the last 3 years. The standards for service provision might thus have been different for some of the services at the time they were provided.

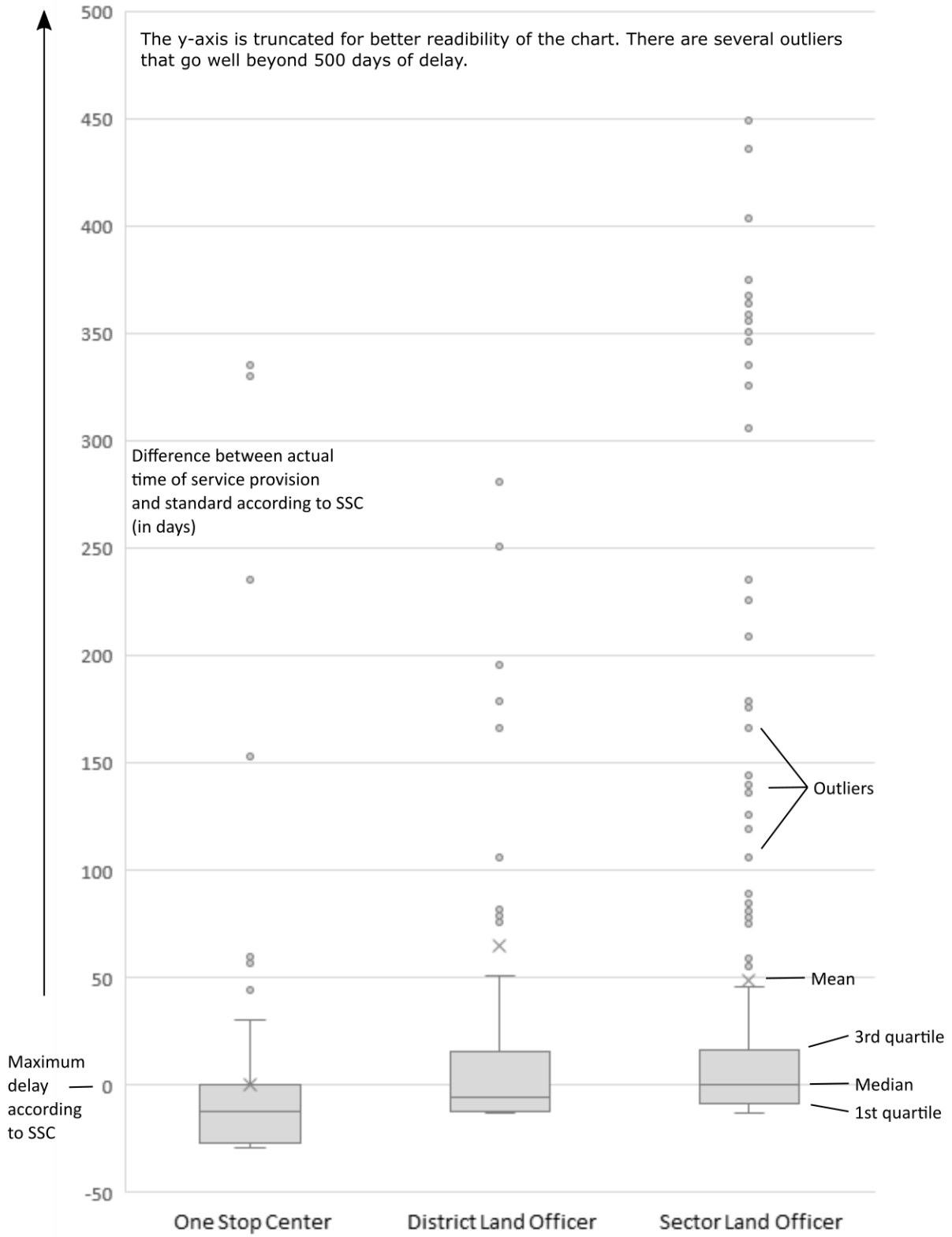


Figure 4: Actual service provision time experienced by respondents compared to standards (SSC)

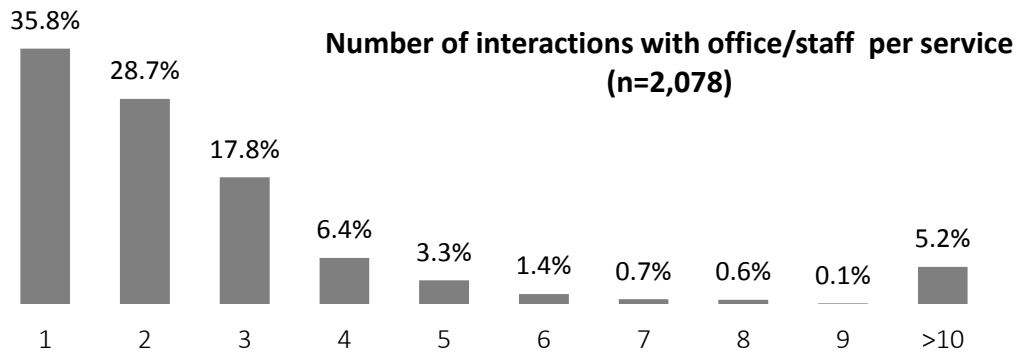


Figure 5: Number of interactions or contacts with office/staff as a follow-up on a requested land-related service

The figure above suggests that getting land-related service at sector and district levels does involve follow up interactions or visits prior to getting the service for around two thirds of all service seekers. Around 6 in 10 cumulatively made at most 2 follow up interactions to eventually receive the service. However, the data reveals that almost 4 in 10 respondents have to make three follow-up visits or more. This is not only inconvenient, but transport costs for recurrent office visits may also put a heavy financial burden on low-income households. A high number of interactions may also be an indicator for delayed service provision.

Level of satisfaction	Frequency (n)	Percent (%)
Very satisfied	818	40.2%
Satisfied	767	37.7%
Not satisfied	349	17.1%
Not satisfied at all	102	5.0%
Total	2036	100.0%
Score/4	3.13	78.3%

Table 13: Satisfaction with the time taken to get land-related service

Table 13 suggests a very high level of respondents' satisfaction with the time taken to get the service they sought from sector and district land service providers. This level stands at 3.13/4 that is 78.3%. This implies that respondents appreciate largely the extent to which land-related services are provided in reasonable time. Even if they still deserve more than this, service seekers send an encouraging feedback to the land-related service providers.

However, as shown in the same table, few respondents (around 2 in 10) appear to not be satisfied with the time it took them to get the services they requested. Some reasons behind the delay in this regard are examined in the table 15.

District		Very satisfied	Satisfied	Not satisfied	Not satisfied at all	Total	Score /4
Gasabo	n	84	60	41	15	200	3.07
	%	42.0%	30.0%	20.5%	7.5%	100.0%	76.6%
Huye	n	85	53	47	4	189	3.16
	%	45.0%	28.0%	24.9%	2.1%	100.0%	79.0%
Kicukiro	n	123	34	39	18	214	3.22
	%	57.5%	15.9%	18.2%	8.4%	100.0%	80.6%
Muhanga	n	80	76	36	13	205	3.09
	%	39.0%	37.1%	17.6%	6.3%	100.0%	77.2%
Musanze	n	122	90	28	7	247	3.32
	%	49.4%	36.4%	11.3%	2.8%	100.0%	83.1%
Nyagatare	n	47	151	40	9	247	2.96
	%	19.0%	61.1%	16.2%	3.6%	100.0%	73.9%
Nyarugenge	n	79	101	44	13	237	3.04
	%	33.3%	42.6%	18.6%	5.5%	100.0%	75.9%
Rubavu	n	87	97	35	22	241	3.03
	%	36.1%	40.2%	14.5%	9.1%	100.0%	75.8%
Rusizi	n	111	106	39	1	257	3.27
	%	43.2%	41.2%	15.2%	0.4%	100.0%	81.8%
Overall	n	818	768	349	102	2037	3.13
	%	40.2%	37.7%	17.1%	5.0%	100.0%	78.3%

Table 14: Satisfaction with the time taken to get land-related service per District

Given the margin of error of this study of close to 7% on District level results, the differences between Districts in citizens' satisfaction with the timeliness of land-related service provision are rather negligible. Overall, the data in the table above conveys a positive message for all districts assessed to provide land-related services on time. However, more efforts need to be made to minimize some cases of delay in service delivery observed in some districts. For instance, the desk research revealed cases in Matimba, Karangazi and Rukomo sectors in Nyagatare district where it took 3 months to successfully register a property, 12 months to transfer a land

ownership and 4 months to register a land property respectively. Note that according to the service charter, such services should not exceed one month to be delivered.

Interviews with the land notary in these Sectors advanced that delays may have been largely caused by the fact that both Sectors share only one land notary, whose responsibility, among many others, is to transfer hard copies of land registration applications to the District and take them back to the sector for collection by applicants. There is hope that this particular delay will be addressed by the ongoing digitalisation of government service delivery systems. According to the Director General of Rwanda Land Management and Use Authority (RLMUA), Ms. Esperance Mukamana, interviewed in this study in June 2017:

“Starting from May this year, the existing service delivery platform has been reinforced in a way that enables the sector land notaries to submit electronically land related service applications to the District Land Office”.

Similarly, in Gisenyi Sector (Rubavu District), it took 3 months for a service seeker to be received by the Land Notary, while in Gihundwe Sector (Rusizi District) a renovation authorization was granted to the seeker after a period of three months instead of 5 days provided for in the charter.

Perceived reason for delayed service provision	Frequency (n =844)	Percent (%)
Negligence of the concerned staff	297	35.2%
Insufficient staff/workload	286	33.9%
Laziness of the concerned staff	219	25.9%
Delay to begin the work	120	14.2%
Bribe	112	13.3%
ICT related issues	50	5.9%
Loss of files/documents	42	5.0%
Property related conflict between family members	29	3.4%
Absence of the land owner while processing for land/property transfer of ownership	27	3.2%
Others	46	5.5%

Table 15: Perceived reasons behind the delay

While the overall satisfaction of service seekers is very high, cases of delays in getting the requested service were also mentioned by respondents. Major perceived reasons behind such

delays include laziness and negligence of some staff in charge of providing services, inadequacy between the workload and the number of the service provision staff, unpunctuality of some staff, and delays perceived as implicit demands of bribe. The analysis of reasons behind the delays was deepened through FGDs and interviews.

The Land Notary of Muhoza Sector in Musanze District supports:

“In some places, at the initial phase of collecting information before the land registration process, family members whose names appeared on the provisional land ownership document eventually went abroad for different reasons. When the actual land registration took place, those family members did not show up and this delayed the registration of their land”.

In some cases, it is difficult to bring together all family members concerned with sale-based land transfer and this cause delays in this service. In the words of a participant in a FGD in Nyamirambo Sector, Nyarugenge District,

“I bought a plot which belonged to several family members as inheritance from a deceased parent. When we undertook the land ownership transfer process, it took me several times to be able to bring successfully all concerned family members before the sector executive secretary to certify the inheritance status. Beside this, it happened that when all of them were ready, the latter executive secretary got called for another assignment and could not receive us. This delayed me up to almost one year to get the service I would have received in one month latest”.

The study also revealed that in some places the number of staff does not match the workload, which also delays the service delivery. For example, while the district organizational structure provides for 3 staff members in the land administration per sector, the desk research conducted in March 2017 found that in all sectors considered in this study, only one staff was in place at maximum. Surprisingly, it was found that in some sectors, one land notary covers 2 to 3 sectors or more at the same time. Those sectors include Nyamabuye, Cyeza, Shyogwe in Muhanga

district, Nyakabanda and Rwezamenyo in Nyarugenge District, Nyagatare and Rukomo in Nyagatare District. In Rubavu District, one land notary of Gisenyi sector covered 12 sectors for a period of three months, while waiting for the newly recruited sector land notaries to be sworn in and take over from the former. According to interviewees, a number of up to 3 staff members specializing on different types of land-related services would be desirable at each Sector.

Other minor reasons may relate to ICT issues, loss of files, conflicts around the concerned property. This proves challenging and therefore requires corrective or mitigating measures, including additional service staff in the land notary office.

4.4 Cost of accessing land-related services at district and sector levels

The cost of any service is vital in assessing the service accessibility. The general rule is that the cheaper the service the more accessible thus the higher the demand, especially when the service is provided by one entity (i.e. no alternative entity) as is the case for most of land-related services considered in this study. This section focuses on service seekers’ perception and experience with the cost of accessing land-related services.

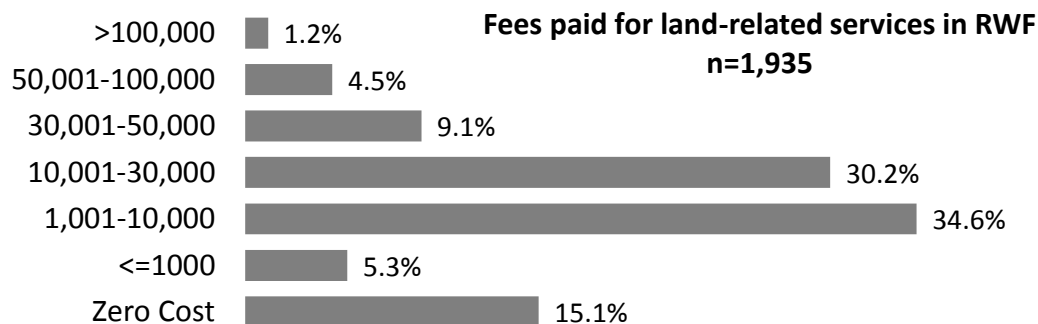


Figure 6: Fees paid to get land-related service

Standard fees for each land-related service delivered in urban and secondary cities are provided for in related standard service charters except for additional costs involved by preliminary stages of requesting the service such as transport, photocopying documents, work in internet cafés, etc. The survey data in the figure above shows that cumulatively slightly over 5 in 10 respondents

paid at most RWF 10,000 (i.e. around USD12) for the requested service. More cumulatively, 8 in 10 respondents paid at most RWF 30,000 (i.e. below USD 37).

According to SSC, while some services are free of charge (e.g. resolution of complaints or conflicts related to land ownership), the cheapest service (e.g. application for property ownership document, house renovation/rehabilitation)¹³ cost RWF 1,200 (i.e. USD 1.5). The most expensive service (e.g. transfers related to sold lands) costs RWF 27,000 (i.e. USD 33)¹⁴. At district level, a couple of services provided by the District Infrastructure One Stop Center are also free of charge (e.g. building occupation permit)¹⁵, while the cheapest land-related service (house renovation/rehabilitation)¹⁶ costs only RWF 1,200. The most expensive service is the construct permit/renewal that costs RWF 60,000 (i.e. USD 72), if the construction area equals or exceeds 500m².

We can compare the fees that the survey respondents stated to have actually paid for the requested service with the standard fee for the same service according to the SSC. It was unanimously argued by participants in FGDs and interviews that online payment systems for public services such as Irembo do not allow payments that are not compliant to standards. The standard service fee is not paid directly from the service seeker to the service provider; instead, the latter receive and check the payment proofs in their internal electronic systems. The system therefore does not allow any bargain, overcharged or undercharged online-based service delivery.

According to the survey data (see figure 7), however, more than three quarters of service seekers at One Stop Centers have paid more than the standard fee. On the average, service seekers at One Stop Centers paid around RWF 15,000 more than the standard fee. While the distribution of actual amount of paid fees is more centred around the standard for District and Sector Land Officers, the variation is still very large.

¹³ MINALOC (2015), *District Standard Service Charter: Urban Sector*, pp. 18-19

¹⁴ *Idem*, p.20

¹⁵ MINALOC (2015), *District Standard Service Charter: Urban District*, p. 7

¹⁶ *Idem*, p.5

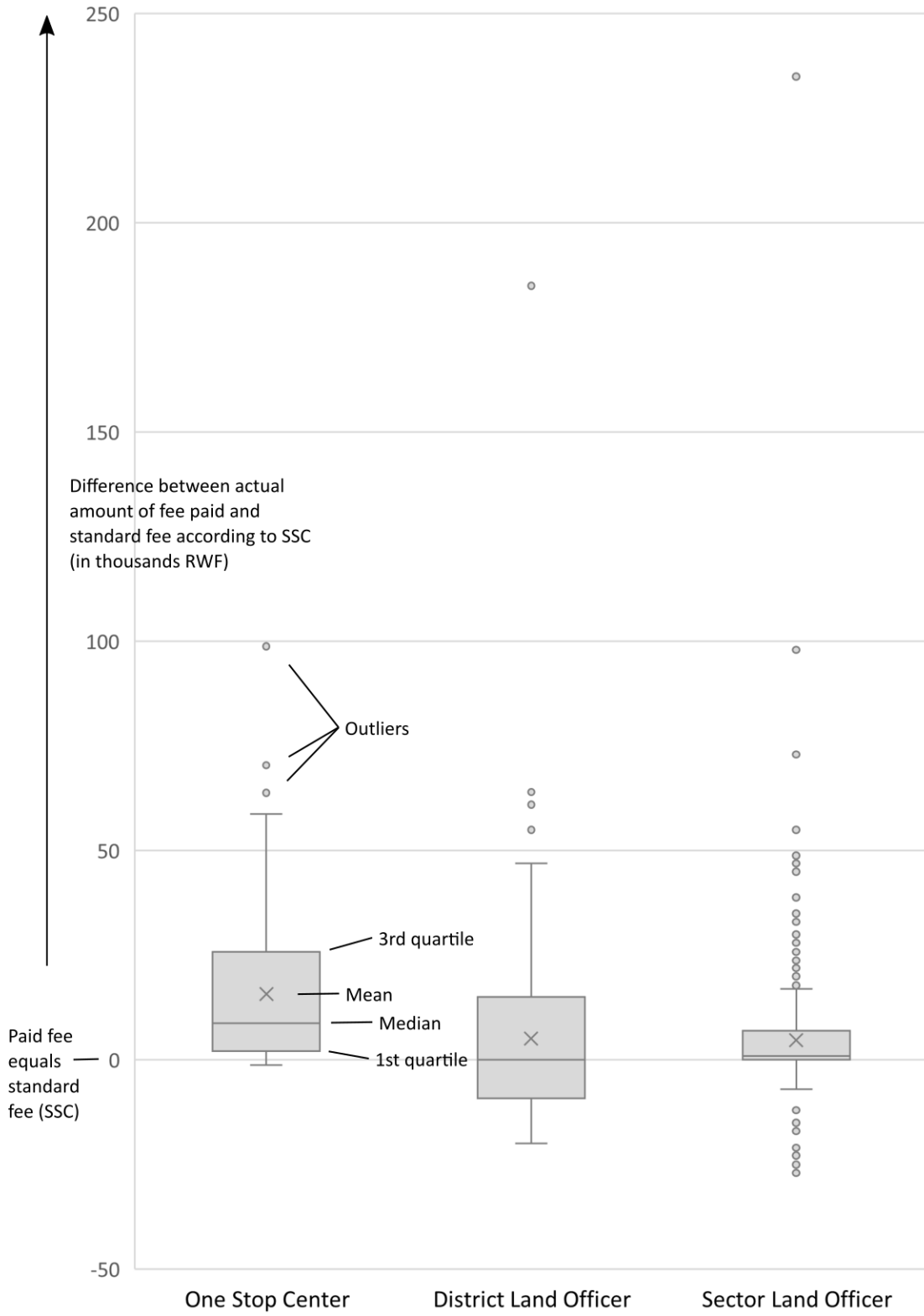


Figure 7: Actual amount of fee paid as stated by respondents compared to standard fee (SSC)

Beyond these legal fees paid by service seekers, other costs may have been incurred throughout the process as examined in figure 8:

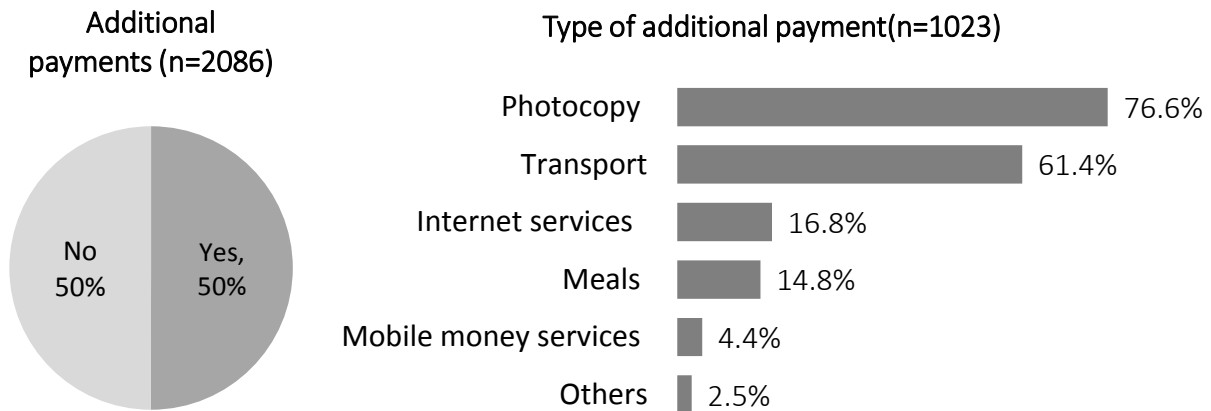


Figure 8: Proportion and types of additional non-fee payments made when seeking land-related services

A half of respondents encountered extra-payments while seeking for land-related services. Costs involved by those extra-payments are examined in the table below. Major additional payments incurred by respondents while requesting for land-related service include photocopying of documents, transport to and from the service provision offices, internet services, charges for related mobile money services and meals.

Transport and meals tend to be a burden for service seekers when it comes to land transfer involving properties inherited by many family members. It emerged from FGDs that this generally requires the physical presence of all concerned family members before the sector executive secretary. In most cases, the land-buyer tends to be unwillingly responsible for the transport and meals of all concerned people. This may constitute a significant burden, especially when they live far away from the sector office.

As regards the cost of photocopying service, the unit cost per page does not seem to be that expensive (from RWF 15 to RWF 30, except for ID which costs RWF 100). However, the interview with the land officer in Nyarugenge District revealed that the application for construction permits used to entail expensive printing of house/building plans. Since recently, printouts are no longer required as soft copy plans are used.

Beside the official fee paid for land-related services they sought, some service seekers spent important amounts of money for other items or services. Mobile money services transport and meals emerged as most costly on average (see table 16).

Service	N	Minimum	Maximum	Sum	Mean
Photocopy	591	20	30,000	355,360	601
Internet services	130	100	6,000	102,750	790
Mobile money & banking services	33	150	50,000	117,550	3,562
Transport	503	300	120,000	2,307,600	4,588
Meals	113	300	70,000	538,950	4,769

Table 16: Amount of additional payments incurred by the land-related service sought

While the level of satisfaction with the cost of land-related services is very high as indicated in the table 17, participants in FGDs (service seekers) expressed dissatisfaction with banking charges incurred in paying for the services. The general grievance relates to a fee worth RWF 500 charged by Bank of Kigali and Banque Populaire for any payment of some services including those related to land when the service seeker does not have an account in these banks.

Level of satisfaction	Frequency (n)	Percent (%)
Very satisfied	819	43.6%
Satisfied	748	39.8%
Not satisfied	251	13.4%
Not satisfied at all	61	3.2%
Total	1879	100.0%
Score/4	3.24	80.9%

Table 17: Satisfaction with the overall cost of land-related service requested over the past 3 years

Overall, the data suggests a very high level of satisfaction with the cost of accessing land-related services. The extent of satisfaction stands as high as 80.9%. Legally established costs do not seem to be a burden for the large majority of service seekers who participated in this survey. It is worth noting that as of recent the fee for transfer of property document (ownership) rose¹⁷ from RWF 27,000 to RWF 30,000. Most of participants in FGDs argued that the cost of land-related services

looks affordable. As highlighted by a participant in discussion in Muhoza Sector in Musanze District,

“the official amount we pay for land transfer is much reasonable if we consider the value of the land property concerned”.

While participants in general considered the above fee (land transfer) as affordable, some did however complain that this amount does not take into account some parameters such as the size, the location (e.g. in urban or rural) and use of land property. In the views of some participants such a flat fee does not grant fair treatment of service seekers. There might be a policy response to this grievance which appears to be positively understood by the RLMUA. In the words of its Director General (see above): *“This concern looks legitimate; we will advocate for fairness in respect of land transfer fee”.*

Furthermore, beside the banking fee charged by the Bank of Kigali (as discussed under table 13 above), participants in all FGDs complained about the fact that the cost of technical/physical work of land subdivision is carried out by private companies (approved by the districts) which have the power to determine the cost unilaterally, beside the standard service fee of land division (RWF 10,000 for approval of deed plan and RWF 5,000 for each new land title/contract). In the words of a participant in a FGD in Nyamabuye Sector (Muhanga District):

“The cost for physical land subdivision service varies from a company to another. One company may charge you RWF 20,000, RWF 30,000 or RWF 35,000. As the service I requested recently involved subdividing my piece of land in three plots [that is 2 subdivisions], I therefore paid RWF 70,000 to the company, which was a burden to me”.

Some participants considered the cost of land subdivision services as “double payments” and called upon the Districts to cut down the related standard service fee, as much of the technical work is carried out by companies.

Another cost-related burden expressed by participants in FGDs consists in the claim that when the service sought requires a field visit, the cost of transport for the land notary is supported by the service seekers.

As far as access to services by PWD is concerned, it emerged from a FGD with people in this category that when the service they requested for requires long procedures and many documents, it becomes hard for them to walk around to find those documents. As a result of this, they find themselves in situation where they either pay a lot of money for transport purposes or resort to brokers (commissionaires) who also require an important amount of money for this service. This remains particularly challenging for PWD, the majority of whom appear to be economically vulnerable. In regard to women as special group, the survey did not come up with particular issues except the one relating to poverty that some women may be facing.

However, interviews with District Land Officers advanced that vulnerable people approved by the district are exempted from official payment for land-related services. Nonetheless, participants in FGDs (service seekers) were not apparently aware of this information. One can therefore argue that even though this opportunity is meant for vulnerable people, they may not be aware of it, and may still therefore not take advantage of it.

It is worth mentioning that this study came up with a finding on malpractice which, in some places infringe on women's right to land property. It emerged from all FGDs that some sector land notaries do receive applications for land property ownership transfer for legally married people (specifically those purchasing land properties) without requiring the marriage certificate among the compulsory documents. Women complained about the fact that this offers an opportunity for some men to register the land they purchase in their own names or their concubines. Obviously, the same approach may be used to disenfranchise men of their right to property.

One can however argue that by so doing, notaries do not bypass the existing regulation because the Standard Service Charter does not require a marriage or single certificate for transfers related to sold lands. Such a document is instead compulsory in the case of transfer by succession on land rights (MINALOC, 2015:20). This proves to be a critical gap in the regulatory framework which needs a particular attention from a gender perspective.

Moreover, in some FGDs, participants claimed that some land notaries do not provide any proof of application receipt (known as Form 4), while applicants have submitted their original land titles. As highlighted by a participant in a FGD in Muhoza Sector (Musanze District),

“After submitting my original land title for a sale-based land transfer, I asked the land notary to give me a copy of the Form 4 duly signed and stamped but he told me that it was not necessary. He simply promised to call me when the new title will be available for collection. This scared me as I had paid my money yet I had no more evidence of land title after leaving it with the notary”.

Overall, the study reveals high levels of satisfaction with land-related services provided by urban and secondary cities with regard to access to information, timeliness and costs. However, a couple of issues were also highlighted and therefore call for effective mitigating or corrective measures. Beside the aspects of service delivery examined above, the study also assessed the level of corruption perceived and experienced while seeking the same services. The findings are presented in section below.

4.5 Corruption and service delivery in land-related services

It is widely believed that a good service delivery must be corruption-free. Corruption not only contributes in denying the right to service for those who are entitled to that right, or constrain some people to pay unduly for the service, but also opens the door for unqualified seekers to unjustifiably access the service. A corruption-free service delivery is therefore a relevant indicator of good governance. This section examines the extent of corruption in the provision of land-related services at both sector and district levels in urban and secondary cities of Rwanda.

4.5.1 Perceived corruption in selected land-related services

The data suggests a high level of corruption in the provision of land-related services in urban and secondary cities (see table 18). The formula used to determine the corruption perception scores in the following is explained in the methodology section of this report. In brief, a score of 1 would represent the highest possible perceived corruption level, whereas a score of 4 would stand for the lowest corruption level.

Service	Total	Score	Don't know	Grand total
Construction permit	339 100.0%	2.49	61 15.3%	400 100.0%
Construction permit renewal	129 100.0%	2.09	56 30.3%	185 100.0%
Building occupation permit	80 100.0%	2.00	84 51.2%	164 100.0%
House renovation/ rehabilitation at district level	356 100.0%	2.49	145 28.9%	501 100.0%
Land subdivisions	119 100.0%	2.16	102 46.2%	221 100.0%
Land merger	77 100.0%	2.05	91 54.2%	168 100.0%
Rectification of land boundaries	112 100.0%	2.17	92 45.1%	204 100.0%
Correction of names or change of information on the persons on land titles	69 100.0%	1.96	105 60.3%	174 100.0%
Correction of information on land register (wrong names, id number, etc.)	52 100.0%	1.56	107 67.3%	159 100.0%
Requesting new land title replacing lost or depleted titles	42 100.0%	2.07	98 70.0%	140 100.0%
Change of land use	54 100.0%	1.70	107 66.5%	161 100.0%
Request to add or remove someone from the land title	31 100.0%	1.74	108 77.7%	139 100.0%
Land mortgaging	90 100.0%	2.06	120 57.1%	210 100.0%
Construction permit in a community settlement(secondary cities)	33 100.0%	1.82	101 75.4%	134 100.0%
Application for property ownership document	203 100.0%	1.76	174 46.2%	377 100.0%
Resolving land based conflicts	111 100.0%	2.22	124 52.8%	235 100.0%
House renovation/ rehabilitation at sector level	125 100.0%	2.42	152 54.9%	277 100.0%
Registration of unregistered land	102 100.0%	1.75	126 55.3%	228 100.0%
Requesting unprinted land titles	67	1.85	130	197

	100.0%		66.0%	100.0%
Transfers related to sold lands	214	1.79	189	403
	100.0%		46.9%	100.0%
Transfer by succession on land rights	78	1.92	123	201
	100.0%		61.2%	100.0%
Replacing lost/depleted land titles	62	2.06	116	178
	100.0%		65.2%	100.0%

Table 18: Perception of extent of corruption in land-related services

Qualitative data from FGDs and interviews supports the perception that corruption exists in land-related services. It is believed so high and complex that “brokers” have found in it a new working field. The following statement from a participant in a FGD in Gisenyi Sector, Rubavu District substantiates this claim:

“Some land service providers would keep giving you endless appointments until you eventually come across a broker who promises to help you get successfully the service in question if you pay a bribe, known as ‘akantu’. You therefore find yourself in a situation where you have no choice but to pay it in order to get the service”.

4.5.2 Motivation for corruption in land-related services

A range of motivations (purposes) appear to stand behind corruption malpractices in the provision of land-related services (see table 19). For nearly all purposes considered in this survey, the respondents’ perception stands over 50% (extent of each purpose). Two motivations seem to be outstanding: Securing a construction permit/house renovation thanks to favouritism/nepotism or bribe (60%) and conflict of interest based on granting the construction tender to a company owned by the land-related service providing officers (63%).

Purpose of corruption		Total	Score	Don't know	Grand total
Fraud and alteration of land records (e.g. change the road, land use in the master plan) for private gain	n	999	1.91	1,093	2,092
	%	100.0%		52.2%	100.0%
	n	970	2.04	1,135	2,105

Forgery of land documents to be used for loan purposes	%	100.0%		53.9%	100.0%
Multiple allocations of the same plots of land	n	1,010	2.10	1,097	2,107
	%	100.0%		52.1%	100.0%
Favouritism in issuing land documents	n	1,077	2.42	1004	2,081
	%	100.0%		48.2%	100.0%
Conflict of interest(Hiring land services providers own companies)	n	985	2.52	1,090	2,075
	%	100.0%		52.5%	100.0%
Unfair acquisition of land/plots	n	884	2.13	1,188	2,072
	%	100.0%		57.3%	100.0%

Table 19: Perceived purpose of corruption in land-related services

Other important purposes of corruption include modification of the land property destination (use), forgery of land titles for banking purposes. Obviously, there are several reasons behind corruption in land-related services in urban and secondary cities. Such malpractices do not go without negative consequences. This calls for both sensitizations for increased transparency and integrity in service delivery, but also revisiting existing dissuasive and retributive mechanisms on corruption.

4.5.3 Level of personal experience of corruption in land-related services

Beyond perceived corruption, the survey examined respondents' personal experience with corruption while seeking land-related services over the past 3 years. More than one (1) in 10 respondents encountered corruption while seeking a land-related service in the past 3 years (see figure 9). Although it is much lower than the perceived corruption, it remains worrying that at least every request (out of 10) for land-related service gets affected by a corruption attempt.

Given the criminal nature of corruption, this proportion can be just taken as minimal given that some respondents who could have experienced corruption demand or suggestion can easily refrain from disclosing this information for fear of consequences. It is worth noting that the level of bribe encountered while seeking for land-related services is quite similar to the likelihood of bribe encountered among Abunzi(mediators) and Traffic Police as indicated in the 2016 Rwanda Bribery Index.

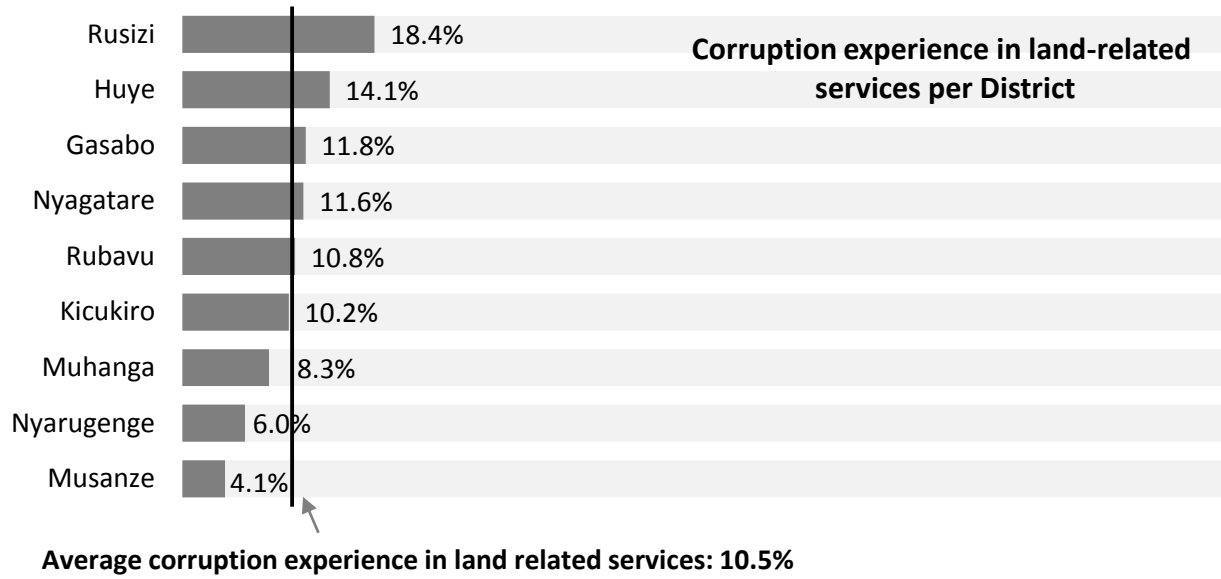


Figure 9: Personal experience of corruption while seeking a land-related service

Rusizi and Huye districts emerge with the highest levels of corruption (personal experience) with 18.4% and 14.1% respectively. Corruption prevalence stands around 10% in Rubavu, Musanze and Kicukiro Districts, while the lowest levels are observed in Musanze (4.1%), Nyarugenge (6%) and Muhanga (8.3%). The data suggests an important discrepancy (14.3%) between Musanze District (4.1%) and Rusizi (18.4%). Interestingly, while Rusizi does not score low as far as satisfaction with time taken for land services to be provided is concerned, the same district reportedly has a higher corruption encounter in land services. The analysis of factors behind this discrepancy as well as those explaining the differences of level of corruption in the selected district was beyond the scope of this study.

Men appear to be more experiencing corruption than women in land related services (see figure 10). This study was not able to examine the reasons behind the observed slight difference of corruption experience between men and women. Earlier research (TI-RW 2010) has shown that women are perceived to be less likely to propose bribes.

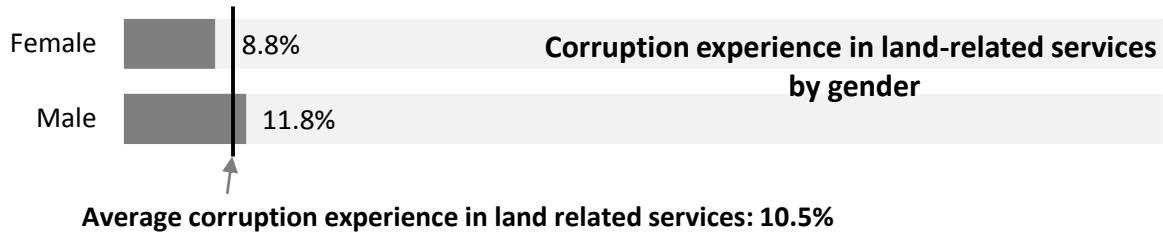


Figure 10: Corruption experience on land-related services by gender

It is worth highlighting that this study also analysed the relationship between service delivery and gender particularly with regard to timeliness and cost of service. It revealed no significant difference between men and women in both aspects.

Bribe emerges as the main form of corruption encountered by the respondents. It involved around 8 in 10 respondents who experienced corruption malpractice. Bribe has always ranked first form of corruption reported by service seekers in Rwanda as per previous surveys (see TI-RW Bribery Index, TI CPI, etc.).

Type of corruption	Frequency	%
Bribe	173	84.0%
Favouritism/nepotism	25	12.1%
Other	8	3.9%
Total	206	100.0%

Table 20: Forms of corruption personally experienced by respondents

The data suggests that around 8 in 10 respondents who experienced bribe attempt were demanded to pay it by the service providers while only around 2 in 10 did propose it (see figure 11).

A deeper look into the data may lead us to ask whether or not corruption is rooted to some extent and probably tolerated in the Rwandan culture? Some participants in FGDs did not seem to take corruption as serious crime, arguing that it sometimes helps them to speed up the service needed. Others do not take it as a problem as long as it occurs as a win-win situation. Furthermore, given the criminal nature of corruption, one can argue that the “proposed” bribe may have been underreported to some extent by respondents.

Bribe demanded or proposed while seeking land-related services (n=191)

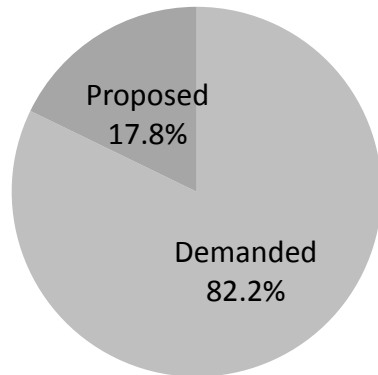


Figure 11: Bribe demanded or proposed while seeking land-related services

Whether demanded or proposed, a further question to ask is whether the bribe was eventually paid or not. Paying the bribe when encountered seems to be common among respondents who experienced corruption while seeking a land-related service in urban and secondary cities in the past three years. Seven (7) in 10 respondents did pay the bribe (see figure 12). This challenges the capacity or the willingness of the service seekers to resist corruption advances or attempts.

Bribe paid (n=191)

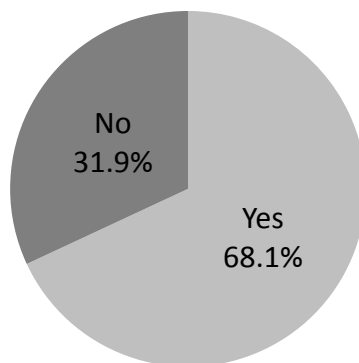


Figure 12: Proportion of respondents who eventually paid bribe after encountering corruption attempt

How much bribe was paid and to whom it was paid? The amount of bribe ranges from RWF 1,500 to RWF 1,000,000 (see table 22). On average, each respondent (who paid bribe) paid RWF 65,890 (i.e. USD 80). The bribe was paid to various local government staff including cell and sector

executive secretaries, heads of village executive committee, construction inspectors, land surveyors, district land officers, DASSO, etc.

Staff /Department	Minimum	Maximum	Mean
Cell executive secretary	3,500	300,000	33,372
Sector executive secretary	5,000	1,000,000	79,583
Building inspector	1,500	500,000	98,761
Land surveyor	2,000	200,000	41,067
Village leader	2,000	50,000	15,143
District land officer	15,000	300,000	122,308
DASSO	5,000	700,000	122,200
Secretary to the land notary	10,000	200,000	80,556
Land valuator	3,000	100,000	38,667
Sector Land Office & Land Notary	10,000	200,000	76,250
TOTAL	1,500	1,000,000	65,890

Table 21: Amount paid per land service provider (RWF)

In terms of frequency, the data (though the sample is not large enough to draw any reliable conclusion), suggests that cell and sector executive secretaries, construction inspectors are top three corrupt officials in terms of frequency.

How do these leaders indulge in corruption while they do not directly provide most of land-related services? Qualitative data from interviews and FGDs reveals that in practice, cell and sector executive secretaries are in charge of securitizing and approving or disapproving that house renovation/repair meets the requirements before submission to the sector land notary.

Additionally, these leaders are responsible for evaluating whether or not the renovation was consistent with the authorization issued by the notary. This does therefore confer them with sound power to determine the application outcome, which partly justifies the involvement of some of them in corruption practice in relation to land-related services. Such an involvement was also confirmed by one Sector Executive Secretary who claimed:

“Many cell executive secretaries in this sector indulged in bribe related to tolerating or allowing illegal construction or house renovation. They have been fired over such malpractices.”.

Construction permit, house renovation/rehabilitation permit emerge as top two services the bribe was paid for. This concurs with the data in table 12 above whereby the two services score highest (2.49 on a scale from 1 to 4) for perceived corruption. However, bribe was also paid but in very small proportions for other services (see table 22).

Service	Minimum	Maximum	Mean
Construction permit	500	500,000	101,621
Construction permit renewal at district level	10,000	700,000	101,129
Construction permit renewal at sector level	5,000	310,000	57,833
Land mortgaging	500	100,000	33,550
Land subdivisions	3,000	400,000	69,750
Resolving land based conflicts	3,500	420,000	87,250
Application for property ownership document	2,000	20,000	10,500
Registration of unregistered land	5,000	30,000	14,000
Transfers related to sold lands	10,000	20,000	12,500
Correction of information on land register (wrong names, id number, etc.)	5,000	20,000	15,000
Construction permit renewal	20,000	70,000	45,000
Rectification of land boundaries	2,000	50,000	26,000
Building occupation permit	50,000	50,000	50,000
Land merger	15,000	15,000	15,000
Requesting unprinted land titles	7,000	7,000	7,000
Transfer by succession on land rights	5,000	5,000	5,000

Table 22: Amount of bribe paid per land service

9 in 10 respondents who encountered corruption attempts did not report them to relevant authorities (see figure 13). This is surprising because not only corruption is crime that should be spoken out and punished, but also in a country like Rwanda which adopted a zero tolerance policy to corruption.

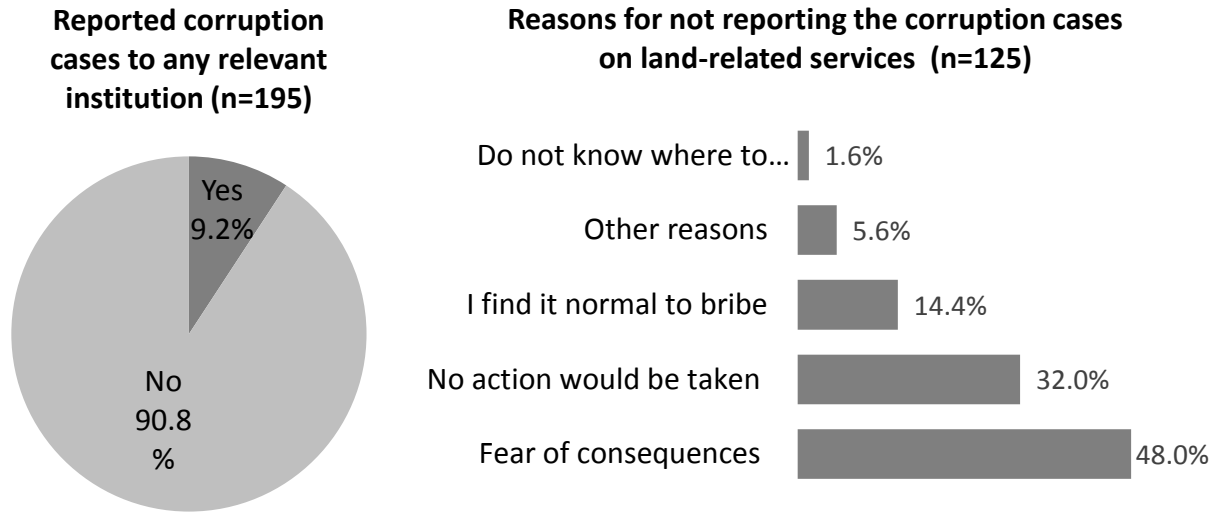


Figure 13: Corruption reporting level and reasons for not reporting cases

Around half of respondents who experienced corruption attempts would just go for non-denunciation as a result of fearing the consequences. This is more likely to happen in situations where corruption is demanded local leaders such as cell and sector executive secretaries or any other local government officers from whom citizens go need to go to again for another service. If denunciation does not result in dismissal of the concerned staff, the latter is likely to take revenge against any citizens involved in the unsuccessful denunciation. This calls for increased efforts to protect whistle-blowers and strong mechanisms to effectively investigate corruption allegations and punish the culprits. Other important reasons for non-denunciation include a feeling that no action would follow (which is again associated with the previous reason), and the tolerance vis-à-vis corruption malpractice (perceived as “normal” behaviour). This finding implies that there is still a long way to go in the fight against corruption in Rwanda and therefore calls for more effective anti-corruption strategies.

4.6 Addressing Complaints and Conflict Resolution in Land-related Services

Conflicts related to ownership of land properties stand among top issues handled by both local government authorities and courts in Rwanda¹⁸. While the institution of mediators (Abunzi) is responsible of examining land-related conflicts (at least those whose subject matter value does

¹⁸ See TI-RW, ALAC reports. (see also Supreme Court annual reports)

not exceed RWF 3,000,000) among other things, District Land Officers and Land Office and Land Notary at sector levels are also entitled to examine such conflicts or disputes. This section examines participants' perception of the extent to which related offices or institutions do contribute in handling those conflicts or disputes.

4.6.1 Awareness of institutions or offices responsible for handling land-related conflicts

A couple of institutions/officials intervene in resolving complaints or challenges faced by the population particularly with regard to land ownership. Land committees and land service providers at sector and district levels emerge among most known, followed by mediators, land registrars, and some anti-corruption and anti-injustice institutions/organisations such as the Office of the Ombudsman and Transparency International Rwanda, etc.

Institution	Frequency	Percent (N=2075)
Land committees/land service providers	1,173	56.5%
Mediators	656	31.6%
Land registrars	603	29.1%
Office of the Ombudsman	509	24.5%
Transparency International Rwanda	425	20.5%
Don't know	122	5.9%
Others	80	3.9%

Table 23: Respondents' awareness of institutions or offices for land-related conflict resolution

Only a small proportion of respondents (less than 1 in 10) are not aware of any institution/organisation they would resort to should they have a complaint about land-related conflict to resolve (see table 23). One can argue that being aware of such institutions or offices is of a paramount importance given that it may constitute the first step in the process of claiming one's rights and/or demanding accountability to the service providers.

Respondents who experienced conflict related to land in the last 3 years (n=2031)

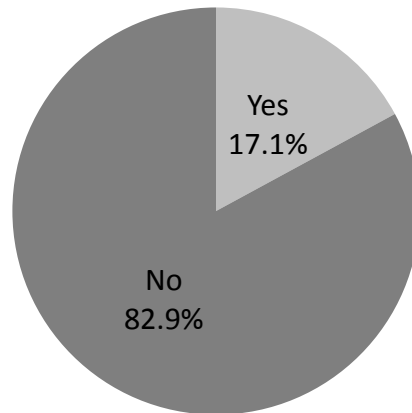


Figure 14: Proportion of respondents who experienced a land-related conflict in the last 3 years

Close to 2 in 10 respondents experienced land-related conflicts/disputes over the past three years (see figure 14). According to some key informants and FGD participants, the biggest portion of land-related conflicts occurred in the beginning of the land registration process (which goes beyond the 3 year period considered by this study). However, interviews with sector and district land officers/notaries revealed that disputes/conflicts are continuously received and examined, though not as many as in the beginning of the land registration process. It is worth mentioning that land-related disputes fall also in the responsibilities of mediators (Abunzi) who examine them prior to reaching primary courts in case of lack of agreement between the conflicting parties.

The study intended to conduct further analysis of institutions that were approached to examine those disputes and their responsiveness, but the proportion of respondents who experienced land-related disputes appears to be too small to allow any statistically significant conclusions. However, both participants in FGDs with land-related service seekers and interviews with service providers claimed that sector land notaries and mediators examine regularly such disputes.

5 Conclusion and recommendations

This study examined perceptions and experiences of seekers of land-related services delivered by relevant offices at both sector and district levels in 3 Districts of the City of Kigali and 6 secondary cities in Rwanda. It focused on respondents' awareness on land-related services provided by those offices, ease of access to information on those services, timeliness and costs of the service provision and incidence of corruption in this sector.

The research relied on a mixed methods approach which used a semi-structured questionnaire, focus group discussions, key informant interviews and observation.

It emerged from this study that a range of channels of information on land-related services are available for the citizens in general and service seekers in particular. Major channels include community meetings, radio stations, land week, public notices and service charters. It was revealed that such Standard Service Charters were not yet posted publicly at all Sector/District offices. The existence and use of those channels may therefore be an important factor of a high level of awareness of and access to various land-related services. However, important proportions of service seekers still need to increase their awareness in this regard, especially those living with disabilities.

Furthermore, the study suggested a high level of satisfaction with the time taken to get the service, despite cases of delays reported which are mainly due to the inadequacy of the number of staff involved and the workload. In some sectors, a single sector land notary has to cover two or more sectors at the same time.

81% of service seekers are satisfied or very satisfied with the cost of land-related services. However, the study observed some dissatisfaction with regard to the cost of transport of land notaries in case of field visits and the RWF 500 charged by some banks when the service seeker is not an account holder.

The cost of service proves to be particularly challenging for PWD. The study revealed that when the requested service requires long procedures and many documents, they may find themselves

in a situation where they either spend a significant amount of money on transport or pay for the services of a broker (commissionaire). One mitigating measure for this problem was reported to be the fact that vulnerable people approved by the district are exempted from official payment for land-related services. Nonetheless, participants in FGDs (service seekers including PWD) were not apparently aware of this information.

The study also came up with a finding on a malpractice which in some places infringes on women's right to land property. In some sectors, land notaries do receive applications for land property ownership transfer for legally married people (specifically those purchasing land properties) without requiring the marriage certificate among the compulsory documents. This is likely to affect particularly women, as it offers an opportunity for some men to register the land they purchase in their own names only or in the name of their concubines.

Moreover, it was reported that some land notaries do not provide any proof of application receipt, while applicants have submitted their original land titles. This situation scares service seekers who do not remain with any proof of their land property.

Perceived corruption in land-related services appears to be high (between 40% and 60%), while corruption incidence stands around 10%. Bribe emerged as the most dominant form of corruption reported. It is driven by various motivations including hiring land service providers' own companies, favouritism in issuing land documents, unfair acquisition of land/plots, fraud and alteration of land records, conflict of interest (changing the course of a projected road or of the land use category in the master plan) for private gain, etc.

Based on the above findings, a couple of actions can be recommended to address some of the challenges and gaps identified.

To improve service delivery in land-related services:

10. All District and Sector land offices should post the Standard Service Charters (SSC) for the public. Posting should be extended to all Cell offices given their physical proximity to citizens. RGB should put in place and effectively implement regular monitoring of SSC to ensure that they are being displayed properly and accessed by the public at large.
11. Concerned ministries (Ministry of Labor, MINALOC) should mobilize resources and recruit land notaries to fill the existing gaps, especially in local government.
12. Special care should be taken to address the issue of access to services for PWD: 1) for the visually impaired, braille and other methods of communication should be utilized 2) Authorities of the City of Kigali and secondary city districts should ensure that all buildings meant for public use (administration and commercial) have appropriate facilities for people with physical disabilities (e.g. construction of ramps), 3) provide for a regular special day (e.g. once a month) for PWD to get land-related services.
13. Added costs associated with bank charges and transport of land notaries should be suppressed. The transport cost of the staff should be supported by the local government budget instead of being paid for by service seekers.
14. District authorities should put in place a regular monitoring mechanism aimed at ensuring that procedures in land registration and transfer are abided by land notaries to avoid infringing women's right to land, and ensuring that proof of receipts of original documents are issued to service seekers.

To mitigate corruption risks in land-related services:

15. Double effort is needed in mobilizing, motivating (incentives) and protecting whistle-blowers to increase corruption reporting mechanisms and therefore reduce the incidence of corruption in public service delivery.
16. The existing system of asset declaration for civil servants should be strengthened by using ICT for monitoring in order to reduce corruption incidence.
17. Existing anti-corruption campaigns should be increased to sensitize citizens about not buying their rights.

18. Service seekers need to be required to present marriage/single certificate upon demanding transfers related to sold lands in order to effectively prevent property sale without the knowledge and approval of co-owning spouse.

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Organic Law N° 03/2013/OI of 16/06/2013 Repealing Organic Law N° 08/2005 of 14/07/2005 Determining the Use and Management of Land in Rwanda

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MINIRENA, 2012, Land Administration System Manual 1. Land Administration Procedures

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Annexe

A. Fee and waiting time standards for selected land-related services according to Service Charters

Service	Fee	Waiting time
District Infrastructure One Stop Center		
Construction permit	0-100 m2: RWF 20,000 100-500 m2: RWF 40,000, >=500 m2: RWF 60,000 Deep plan: RWF 3,000 Production deep plan: RWF 10,000	Within 30 days
House renovation/ rehabilitation	RWF 1,200	Within 2 weeks
Construction permit renewal	0-100m2: RWF 20,000 100-500m2: RWF 40,000 >=500m2: RWF 60,000	Within 15 days
Building occupation permit	None	Within two weeks
District Land Officer		
Land subdivisions	Approval of deed plan: RWF 10,000 RWF 5,000 for each new land title/contract	Same day – within two weeks the new title is ready
Land merger	Deed plan RWF 10,000 RWF 5,000 for each new land title/contract	Same day – within two weeks the new title is ready
Change of land use	RWF 5,000 for the new land title	Same day – within two weeks the new title is ready
Correction of names or change of information on the persons on land titles	RWF 5,000 for the new land title when the change is not originating from the land office. No fee otherwise	Same day – within two weeks the new title is ready
Correction of information on land register (wrong names, id number, etc.)	RWF 5,000 for the new land tilte	Same day – within two weeks the new title is ready
Requesting new land title replacing lost or depleted titles	RWF 5,000 for the new land tilte	Same day – within two weeks the new title is ready
Rectification of land boundaries	Deed plan RWF 10,000 RWF 5,000 for the new land title – no fee if the errors are from the land office mapping	Same day – within two weeks the new title is ready
Acquiring a deed plan (fiche cadastrale)	RWF 10,000 for the deed plan paid to the district	One week after the field visit
Request to add or remove someone from the land title	RWF 5,000 for the new land tilte	Same day – within two weeks the new title is ready
Request for land title for land under conflict when solved	None	Same day – within two weeks the new title is ready

Land mortgaging (secondary cities)	RWF 2,000 for notarisation	Same day
Resolving land based conflicts	None	Same day
Sector Land Office & Land Notary		
Application for property ownership document	RWF 1,200	Same day
House renovation/ rehabilitation	RWF 1,200	One week including site visit
Transfers related to sold lands	RWF 27,000: (RWF 20,000 for the transfer RWF 5,000 for new land title RWF 2,000 for notarisation)	Same day – within two weeks the new title is ready
Lending/borrowing a title deed for bank guarantee	RWF 2,000	Same day
Registration of unregistered land	RWF 5,000	Same day – within two weeks the new title is ready
Resolution of complaints or conflicts related to land ownership	None	Immediate for some, others after field visit
Transfer by succession on land rights	RWF 27,000: (RWF 20,000 for the transfer RWF 5,000 for new land title RWF 2,000 for notarisation)	Same day – within two weeks the new title is ready
Requesting unprinted land titles	None	Same day – within two weeks the new title is ready
Replacing lost/depleted land titles	RWF 5,000 for new land title RWF 2,000 for notarisation	Same day – within two weeks the new title is ready
Construction permit in a community settlement(secondary cities)	RWF 1,200	5 days

B. Observation guide

IDENTIFICATION

SN	Identification	Response
1	Questionnaire ID number	
2	Name of the district	
3	Sector name	
4	Cell name	
5	Date of data collection	
6	Staff/Office /organ interacted with	

Access to land information(interact with at least 2 citizens who came to seek service at district and sector level)			Post location	Post language
			1. Easily accessible to public 2. Hardly accessible to public	1. Kinyarwanda 2. English 3. French 4. Other
1. Is the service charter on land services posted for the public at the following levels? [check the post and its location, language	Yes	No		
District				
Sector				

Cell				
2. Does the land officer have a timetable/ working days which are clearly posted for the public?				
3. Does the supervisor's contact posted for the public at the land officer's office for any complaint?				

The timeliness in getting service (Select and Talk to at least 2 citizens who came to seek service at district and sector level)		Comments
1. Use observation , to check the time it took to the service seeker to be received by the concerned staff(indicate the number of hours)		
2. Use observation to check the number of times the service seeker spent at the office while seeking for the same service		

3. Select randomly at least 2 files and check the Number of days/months/years spent to get the service requested (starting from the time a complete application was submitted) at sector and district level.		Comments
Registering land (sector level)		
Issuance of construction permit(district level only)		
Authorization to renovate a building or change of building design(sector level)		
Request of transfer of property (sector level)		

Expropriation (district level)		
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Cost of service

Check the unit cost of the closest facility to sector or district office with regard to applicable triangulate the information got with the informal service providers(cyber café for eg.)		Comments)
1. E-payment		
2. Photocopy (one page)		
3. Printing(one page)		

Thank you

C. Participants in Key Informant Interviews and Focus Group Discussions

Date	Location	Method	Participants
17/05/2017	Gahanga Sector	Interviews	Sector Executive Secretary and Land Construction and Notary Officer
17/05/2017	Gahanga Sector	FGD	Mixed group of citizens (male and female)
17/05/2017	Gahanga Sector	FGD	Group of female service seekers
18/05/2017	Nyarugenge District	Interviews	Land administration at Nyarugenge district, In-charge of Infrastructure at the district level
18/05/2017	Nyamirambo Sector	Interviews	Sector Executive Secretary, Sector Land Officer and Notary
18/05/2017	Nyamirambo Sector	FGD	Mixed group of citizens (male and female)
18/05/2017	Nyamirambo Sector	FGD	Group of female citizens
19/05/2017	Muhanga District	Interview	District Construction Inspector
19/05/2017	Muhanga District	FGD	Group of citizens living with disabilities (male and female)
19/05/2017	Muhanga District	FGD	Mixed group of citizens (male and female)
23/05/2017	Musanze District	Interviews	Director of One Stop Centre, District Officer in charge of infrastructure and expropriation, and Sector Land Officer and Notary (Muhoza)
23/05/2017	Musanze District, Muhoza Sector	FGD	Mixed group of citizens (male and female)
24/05/2017	Rubavu District	FGD	Group of men living with disabilities
24/05/2017	Rubavu District	FGD	Mixed group of citizens (male and female)

D. Survey questionnaire**URUTONDE RW'IBIBAZO****IBIBAZO KU MITANGIRE YA SERIVISE Z'UBUTAKA N'IMITURIRE**

Izina ry'ubaza												
Numero y'ubaza							Numero y'urupapuro:					
Itariki y'ibaza							Isaha utangiriyeho					

AHO UBUSHAKASHATSI BUKORERWA			
Intara	Umubare ujyanye n'igisubizo		Akarere (Andika izina)
Umujyi wa Kigali	01		Umurenge (andika izina)
Amajyepfo	02		Akagari (andika izina)
Iburasirazuba	03		Umudugudu (andika izina)
Amajyaruguru	04		
Iburengerazuba	05		

Muraho neza. Nitwa _____ Ndi umushakashatsi nkaba nkorera umuryango witwa Transparency International Rwanda. Ubu tukaba turimo gukora ubushakashatsi kuberekeye ibipimo ku iterambere ry'itangazamakuru mu Rwanda. Turakora ubushakashatsi ku mitangire ya serivise z'ubutaka n'imiturire mu mijyi yo mu Rwanda. Ibizava muri ubu bushakashatsi bizafasha inzego zibishinzwe kumenya uko itangwa rya serivisi z'ubutaka n'imiterere riteye no kuzinoza mu buryo bunogeye abazisaba kurushaho. Kuba twarifuje kuganira namwe muri ubu bushakashatsi twakoresheje uburyo bwa tombora. Ibisubizo uri butange birafatwa nk'ibanga. Nta buryo bushobora gutuma ibisubizo watanze bimenyekana ntugire ikibazo cyatuma utavuga ibyo utekereza.

[ICYITONDERWA] Waba warigeze usaba serivisi mubutaka n'imiturire munzego z'ibanze mu myaka 3 ishize?

Yego	1	Oya	2
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[Niba ari Oya hagarika ikiganiro]

UMWIRONDORO W'UBAZWA							
B.1 Aho Utuye	Umugi	01			B.2 Igitsina	Gabo	01
	Icyaro	02				Gore	02
B.3 Icyiciro cy'imyaka ubarizwamo							
18-24	01		35-39	04		50-54	07
25-29	02		40-44	05		55-59	08
30-34	03		45-49	06		60+	09

B.4 Umurimo akora		B.5 icyiciro cy'amashuri yarangije		B.6 ingano y'umutungo yinjiza mu kwezi	
		Ntayo	01		
Utagira akazi	01	Amashuri abanza gusa	02	Munsi ya 35,000	01
Umuhinzi	02	Amashuri y'imyuga gusa	03	35,000 – 69,999	02
Uwikorera ku giti cye	03	Ayisumbuye gusa	04	70,000 – 174,999	03
Umukozi wa Leta	04	Kaminuza	05	175,000 – 349,999	04
Ukorera ibigo byigenga	06			700,000 – 999,999	06
Uri mu kiruhuko cy'izabukuru	07			Hejuru 1,000,000	07
ibindi (bivuge)	08				
B.7 Irangamimerere		B.8 Waba ubana n'Ubumuga runaka?			
Arubatse	01	Yego	01		
Ingaragu	02	Oya	02		
Umupfakazi	03				
Yatandukanye n'uwo bashakanye	04				

C. IBIJYANYE NO GUSOBANUKIRWA SERIVISI ZITANGWA MU RWEGO RW'UBUTAKA N'IMITURIRE MU MUJYI WA KIGALI N'INDI MIGI MITO

C1. Watubwira urwego rushinzwe gutanga serivisi mu bijyanye n'ubutaka n'imiturire mu Karere no ku Murenge. [NTUZIBASOMERE]

Akarere	1. Ibiro bishinzwe Ibikorwa Remezo n' Imiturire
	2. Ibiro bishinzwe Ubutaka
	99. Simbizi
Umurenge	1. Ibiro bishinzwe ubutaka ku Rwego rw'Umurenge
	99. Simbizi

C.2. Watubwira serivisi z'ubutaka n'imiturire waba uzi zitangwa n'abakozi bashinzwe ubutaka n'imiturire ku nzego zikurikira [SHYIRA AKAZIGA KU MIBARE YOSE IJYANYE NA SERIVISI ZIVUZWE N'UBAZWA)

Umukozi	Serivisi
C.2.1. Umukozi ushinze Ibikorwa Remezo n' Imiturire mu Karere	1. Gusaba uruhushya rwo kubaka inzu
	2. Gusaba kongererwa igihe ku ruhushya rwo kubaka inzu
	3. Gusaba uruhushya rwo gukorera mu nyubako nshya
	4. Gusaba uburenganzira bwo gusana/kuvugurura inyubako
	99. Simbizi
C.2.2. Umukozi ushinze ubutaka Mu Karere	1. Kugabanyamo ibice ikibanza/isambu
	2. Guhuza ubutaka
	3. Gukosora imbibi cyangwa ubuso bw'ubutaka
	4. Gukosora cyangwa guhindura amakuru ku bantu banditse ku butaka
	5. Gukosora amakuru muri regisitiri y'ubutaka (amazina yanditse nabi, inimeru y'irangamuntu)
	6. Gusimbura ibyangombwa by'ubutaka bisimbura ibyatakaye, ibyangiritse, ibyahiye cyangwa ibyatwawe n'ibiza
	7. Guhinduza icyo ubutaka bwagenewe gukoreshwa
	8. Gusaba kongera cyangwa kuvana abafite uburenganzira ku butaka muri regisitiri y'ubutaka
	9. Gusaba gukuraho amakimbirane/guhabwa ibyangombwa byari mu makimbirane mu gihe yakemutse
	10. Gusaba igishushanyo cy' ikibanza (deed plan)
	11. Gukemura amakimbirane ashingye ku butaka

	12. Gutanga no gutiza ingwate muri bank
	99. Simbizi
C.2.3.. Umukozi ushinzwe ubutaka ku rwego rw'Umurenge	1. Gusaba icyemezo cy'ingwate ku butaka
	2. Gusaba uruhushya rwo kubaka inzu ahagenewe kubaka Imidugudu
	3. Gusaba icyemezo cy'umutungo
	4. Gukemura ibibazo n'amakimbirane ashingiye ku butaka
	5. Gusaba uburenganzira bwo gusana/kuvugurura inyubako
	6. Kwandikisha ubutaka butabarurwe
	7. Gusaba ibyangombwa by'ubutaka bitasohotse kandi ubutaka bwarabarurwe
	8. Ihererekanya ry' uburenganzira ku butaka rishingiye ku bugure
	9. Ihererekanya ry'uburenganzira ku butaka rishingiye kw'izungura
	10. Gusaba gusimbura icyangombwa cy'ubutaka cyatakaye/cyangiritse
	99. Simbizi

D. IBIYANYE N'ISABWA RYA SERIVISE Z'UBUTAKA N'IMITURIRE

D.1. Waba warigeze usaba serivise zirebana n'ubutaka/imiturire muri izi nzego zikurikira mu myaka itatu ishize? Garagaza serivisi uheruka gusaba byanyuma.

[SHYIRA AKAZIGA KU BURI MUBARE UJYANYE N'IBISUBIZO BYOSE BITANZWEN'UBAZWA, NAHO AHAGENEWE "IGIHE CYA NYUMA AHERUKIRA KWAKA SERIVISI" CA AKAZIGA KURI SERIVISI IMWE GUSA IVUZWE N'USUBIZA]

Urwego	Serivisi	Imyaka 3 ishize	Igihe uherukira gusaba serivisi bwanyuma
Akarere	1. Gusaba uruhushya rwo kubaka inzu		
	2. Gusaba kongererwa igihe ku ruhushya rwo kubaka inzu		
	3. Gusaba uruhushya rwo gukorera mu nyubako nshya		
	4. Gusaba uburenganzira bwo gusana/kuvugurura inyubako		
	5. Kugabanyamo ibice ikibanza/isambu		
	6. Guhuza ubutaka		
	7. Gukosora imbibi cyangwa ubuso bw'ubutaka		

	8. Gukosora cyangwa guhindura amakuru ku bantu banditse ku butaka		
	9. Gukosora amakuru muri regisitiri y'ubutaka (amazina yanditse nabi, inimeru y'irangamuntu)		
	10. Gusimbura ibyangombwa by'ubutaka bisimbura ibyatakaye, ibyangiritse, ibyahiye cyangwa ibyatwawe n'ibiza		
	11. Guhinduza icyo ubutaka bwagenewe gukoreshwa		
	12. Gusaba kongera cyangwa kuvana abafite uburenganzira ku butaka muri regisitiri y'ubutaka		
	13. Gusaba gukuraho amakimbirane/guhabwa ibyangombwa byari mu makimbirane mu gihe yakemutse		
	14. Gusaba igishushanyo cy' ikibanza (deed plan)		
	15. Gukemura amakimbirane ashingiye ku butaka		
	16. Gutanga no gutiza ingwate muri bank		
	99. Simbizi		
Umurenge	1. Gusaba icyemezo cy'ingwate ku butaka		
	2. Gusaba uruhushya rwo kubaka inzu ahagenewe kubaka Imidugudu		
	3. Gusaba icyemezo cy'umutungo		
	4. Gukemura ibibazo n'amakimbirane ashingiye ku butaka		
	5. Gusaba uburenganzira bwo gusana/kuvugurura inyubako		
	6. Kwandikisha ubutaka butabaruwe		
	7. Gusaba ibyangombwa by'ubutaka bitasohotse kandi ubutaka bwarabaruwe		
	8. Ihererekanya ry' uburenganzira ku butaka rishingiye ku bugure		
	9. Ihererekanya ry'uburenganzira ku butaka rishingiye kw'izungura		
	10. Gusaba gusimbura icyangombwa cy'ubutaka cyatakaye/cyangiritse		
	99. Simbizi		

D.2. Waba warigeze umenya ibisabwa byose mu gihe wasabaga serivisi zirebana n'ubutaka n'imiturire bwa nyuma mu myaka 3 ishize mu karere ubarizwamo?

Yego, ibyasabwaga byose	Yego, bimwe mubyasabwaga	Yego, bike mu byasabwaga	Ntabwo nigeze menya
1	2	3	4

E. IBIYANYE NO KOROHEREZWA KUBONA AMAKURU AREBANA N'ITANGWA RYA SERIVISI Z'UBUTAKA N'IMITURIRE

E.1. Ni iyihe miyoboro uzi ikoresheya n'inzeho z'ubutaka n'imiturire mu gutanga amakuru kuri serivisi zitanga.[NTUMUSOMERE IBISUBIZO BIKURIKIRA. CA AKAZIGA KURI BURI MUBARE UJYANYE N'IGISUBIZO ATANZE]

Umuyoboro	Umubare ujyanye n'igisubizo
Inama z'abaturage	1
Amatangazo/inwandiko amanitse	2
Radiyo	3
Televiziyo	4
Ibinyamakuru	5
Imbuga-nkoranyambaga	6
Uburyo bw'ikoranabuhanga bwashizweho n'ikigo Cy'igihugu gishinzwe imicungire n'imikoresheze y' Ubutaka	7
Cyber café	8
Kubaza umukozi ubishinzwe muri biro bye	9
Igitabo/inwandiko igaragaza serivisi zitangwa n'urwego rubishinzwe	10
Telefone (umurongo wabigenewe)	11
Undi (wuvuge)	12
Simbizi	99

E.2. Wavuga ko bikoroheye ku rugero rungana iki kubona amakuru mu rurimi wumva(indimi 3 zivugwa mu Rwanda) arebana na serivisi z'ubutaka n'imiturire mu karere utuyemo? Ese wavuga ko bikoroheye cyane, bikoroheye buhoro, bitakoroheye cyangwa bitakoroheye na gato?

Biroroshye cyane	Biroroshye buhoro	Biragoye	Biragoye cyane
1	2	3	4

E.3. Wavuga ko ikiguzi cyo (cost) cyo kubona amakuru arebana na serivisi z'ubutaka n'imiturire mu karere utuyemo gihendutse ku rugero rungana iki ? Ese wavuga ko gihendutse cyane, gihendutse, gihenze cyangwa gihenze cyane?

Kirahendutse cyane	Kirahendutse	Kirahenze	Kirahenze cyane
1	2	3	4

E.4. Wavuga ko bikoroheye ku rugero rungana iki kubona amakuru arebana n'ibyangombwa bisabwa (*requirements*) na serivisi z'ubutaka n'imiturire mu karere utuyemo? Ese wavuga ko bikoroheye cyane, bikoroheye buhoro, bitakoroheye cyangwa bitakoroheye na gato?

Biroroshye cyane	Biroroshye buhoro	Biragoye	Biragoye cyane
1	2	3	4

E.5. Haba hari ibibazo byihariye ababana n’ubumuga baba bahura nabyo mu bijyanye no kubona amakuru kuri serivisi z’ubutaka n’imiturire? Niba bihari, Vuga ibibazo 3 byingenzi waba uzi .

- 1.....
- 2.....
- 3.....

E.6. Haba hari ibibazo byihariye abagore bahura nabyo mu bijyanye no kubona amakuru kuri serivisi z’ubutaka n’imiturire? Niba bihari, Vuga ibibazo 3 byingenzi waba uzi .

- 1.....
- 2.....
- 3.....

F. GUHABWA SERIVISI YIHUSE/KU GIHE

F.1. Ibuka serivisi y’ubutaka/imiturire uheruka gusaba (bwa nyuma) maze umbwire igihe wamaze utegereje mbere yo kwakirwa n’umukozi ubishinzwe.

< Iminota30	30’-1h	1h:01’- 1:30”	1:31’- 2:00’	2:01- 3:00’	3:01’- 5:00’	5:01’- 1Umunsi	>1 Umunsi
1	2	3	4	5	6	7	8

F.2. Tekereza serivisi y’ubutaka/imiturire uheruka gusaba (bwa nyuma) maze uvuge ihige byagutwaye utegereje mbere yo kuyihabwa (serivisi) n’umukozi ubushinzwe? **[ANDIKA UMUBARE W’IMINSI]**

F.3. Watubwira incuro wagiye kwibutsa/kubaza aho dossier yawe igeze mbere yo guhabwa serivisi wasabye y’ubutaka/imiturire uheruka gusaba?

Incuro	1	2	3	4	5	6	7	8	9	10	>10
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F.4. Wavuga ko unyuzwe ku rugero rungana iki n’igihe byatwaye ngo uhabwe serivisi bwa nyuma y’ubutaka n’imiturire wasabye mu karere utuyemo ? Ese wavuga ko unyuzwe cyane, unyuzwe buhoro, utanyuzwe cyangwa utanyuzwe na gato?

Ndanyuzwe cyane	Nyuzwe buhoro	Sinyuzwe	Sinyuzwe na gato
1	2	3	4

F.5. Niba utaranyuzwe n'igihe byagutwaye kubona serivisi (igiteganywa n'amategeko) uratekereza ko byatewe n'iki?

Impamvu	Umubare ujyanye n'igisubizo
Ubunabwira bw'umukozi ubishinzwe	1
Uburangare bw'umukozi ubishinzwe	2
Abakozi badahagije/akazi kenshi	3
Kudatangirira akazi ku gihe	4
Gushaka ruswa	5
Ibibazo by'ikoranabuhanga	6
Gutakaza dossier	7
Amakimburane/kutumvikana kw'abagize umuryango ku mutungo w'ubutaka	8
Kutaboneka kwa nyirubutaka mu gihe cy'iherekanya ry'ubutaka	9
Ibindi (bivuge)	10

G.IKIGUZI CYA SERIVISI

G.1. Tekereza serivisi y'ubutaka/imiturire uheruka gusaba (bwa nyuma) maze uvuge ikiguzi kitaziguye (amafranga ateganywa n'amategeko) watanze ngo uyihabwe? Andika umubare w'amafaranga y' u Rwanda

G.2. Haba hari ikindi kiguzi kiziguye (ibindi bishyuye bidateganywa n'amategeko/amabwiriza) kugira ngo uhabwe iyo serivisi

Yego	1
Oya	2

G.3. Niba ari YEGO kuri G.2 vuga ibindi wishyuye

Icyishyuye	Umubare ujyanye n'igisubizo	Umubare w'amafranga yishyuye
Fotokopi	1	
Kwishyura serivise za internet	2	
Kwishyura kuri mobile money	3	
Urugendo	4	
Ifunguro kur rugendo	5	
Ibindi (bivuge)	6	

G.4. Wavuga ko unyuzwe ku rugero rungana iki n'ikiguzi cyose wishyuye ngo uhabwe serivisi ya nyuma y'ubutaka n'imiturire wasabye mu karere utuyemo ? Ese wavuga ko unyuzwe cyane, unyuzwe buhoro, utanyuzwe cyangwa utanyuzwe na gato?

Ndanyuzwe cyane	Nyuzwe buhoro	Sinyuzwe	Sinyuzwe na gato
1	2	3	4

G.5. Haba hari ibibazo byihariye ababana n'ubumuga baba bahura nabyo mu bijyanye n'ikiguzi cyo kubona amakuru kuri serivisi z'ubutaka n'imiturire? Niba bihari, Vuga ibibazo 3 byingenzi waba uzi .

- 1.....
- 2.....
- 3.....

G.6. Haba hari ibibazo byihariye abagore bahura nabyo mu bijyanye n'ikiguzi cyo kubona amakuru kuri serivisi z'ubutaka n'imiturire? Niba bihari, Vuga ibibazo 3 byingenzi waba uzi .

- 1.....
- 2.....
- 3.....

H. IBIJYANYE NA RUSWA MU MITANGIRE YA SERIVISI

H.1. Wavuga ko ruswa iri ku rugero rungana iki muri izi serivise zikurikira? Ese wavuga ko iri hasi cyane, iri hasi, iri hejuru cyangwa iri hejuru cyane?[*HARAREBWA GUSA SERIVISI ZASABWE NKUKO BIGARAGAZWA KU KIBAZO # D.1.*]

Serivisi	Hasi cyane	Hasi	Hejuru	Hejuru cyane	Simbizi
a. Gusaba uruhushya rwo kubaka inzu	1	2	3	4	99
b. Gusaba kongererwa igihe ku ruhushya rwo kubaka inzu	1	2	3	4	99
c. Gusaba uruhushya rwo gukorera mu nyubako nshya	1	2	3	4	99
d. Gusaba uburenganzira bwo gusana/kuvugurura inyubako	1	2	3	4	99
e. Kugabanyamo ibice ikibanza/isambu	1	2	3	4	99
f. Guhuza ubutaka	1	2	3	4	99
g. Gukosora imbibi cyangwa ubuso bw'ubutaka	1	2	3	4	99
h. Gukosora cyangwa guhindura amakuru ku bantu banditse ku butaka	1	2	3	4	99

i. Gukosora amakuru muri regisitiri y'ubutaka (amazina yanditse nabi, inimeroy'irangamuntu)	1	2	3	4	99
j. Gusimbura ibyangombwa by'ubutaka bisimbura ibyatakaye, ibyangiritse, ibyahiye cyangwa ibyatwawe n'ibiza	1	2	3	4	99
k. Guhinduza icyo ubutaka bwagenewe gukoreshwa	1	2	3	4	99
l. Gusaba kongera cyangwa kuvana abafite uburenganzira ku butaka muri regisitiri y'ubutaka	1	2	3	4	99
m. Gusaba icyemezo cy'ingwate ku butaka	1	2	3	4	99
n. Gusaba uruhushya rwo kubaka inzu ahagenewe kubaka Imidugudu	1	2	3	4	99
o. Gusaba icyemezo cy'umutungo	1	2	3	4	99
p. Gukemura ibibazo n'amakimbirane ashingiye ku butaka	1	2	3	4	99
q. Gusaba uburenganzira bwo gusana/kuvugurura inyubako	1	2	3	4	99
r. Kwandikisha ubutaka butabaruwe	1	2	3	4	99
s. Gusaba ibyangombwa by'ubutaka bitasohotse kandi ubutaka bwabarabwe	1	2	3	4	99
t. Ihererekanya ry'uburenganzira ku butaka rishingiye ku bugure	1	2	3	4	99
u. Ihererekanya ry'uburenganzira ku butaka rishingiye kw'izungura	1	2	3	4	99
v. Gusaba gusimbura icyangombwa cy'ubutaka cyatakaye/cyangiritse	1	2	3	4	99

H.2. Ubona ruswa ishingiyeye ku impamvu zikurikira igaragara ku rugero runganiki mu mitangire ya serivisi z'ubutaka n'imiturire mu Karere ubarizwamo? [MUSOMERE BURI BWOKO BWA RUSWA MAZE USHYIRE AKAZIGA KU MUBARE UJYANYE N'IGISUBIZO CYOSE GITANZWE N'UBAZWA]

Impamvu za ruswa	Ruto cyane	Ruto	Runini	Runini cyane	Simbizi
Guhindura icyo ubutaka bwagenewe gukorerwaho	1	2	3	4	99
Guhimba imbyangombwa by'ubutaka ngo mbone inguzanyo ya banki	1	2	3	4	99
Gutanga ubutaka uzi neza ko bwamaze guhabwa abandi	1	2	3	4	99

Gushaka ibyangombwa by'ubutaka/byo kubaka witwaje ikimenyane/icyenewabo	1	2	3	4	99
Gushaka ubutaka/uruhushya rwo kubaka witwaje ikimenyane/icyenewabo	1	2	3	4	99
Guha akazi/ikiraka company (rwiyemezamiro) y'ushinzwe gutanga serivise y'ubutaka	1	2	3	4	99
Guhabwa ubutaka mu buryo bunyuranyije n'amategeko	1	2	3	4	99
Igenagaciro ry'ubutaka risumba agaciro nyako k'ubutaka	1	2	3	4	99
Kugabanya igenagaciro ry'ubutaka hagamijwe gukwepa/kugabanya imisoro y'ubutaka	1	2	3	4	99
Ibindi (sobanura)					

H.3. Wowe ubwawe waba warigeze uhura na ruswa ubwo wasabaga serivise y'ubutaka/imiturire mu myaka itatu ishize?

Yego	1	Oya	2
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Niba ari Oya, Jya kuri I.1.

H.4. Niba ari Yego, Ni ubuhe bwoko bwa ruswa wahuye nabwo? [*SHYIRA AKAZIGA KURI BURI BWOKO BWA RUSWA YAHUYE NABWO*]

Ruswa (y'amafaranga/impano)	ntoya	Ikimenyane	Icyenewabo	Indi
1		2	3	4

H.5. Niba wowe ubwawe warahuye na ruswa, ese warayisabwe cyangwa ni wowe washatse kuyitanga?

Narayisabwe	1	Ni njye washatse kuyitanga	2
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H6. Niba warayisabwe cyangwa warashatse kuyitanga, ese byarangiyeye uyuitanze?

Yego	1	Oya	2
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H.7. Niba warayitanze, Ni uwuhe mukozi/urwego rwahawe ruswa

Umukozi/urwego	Umubare w'amafaranga yatanzwe
Noteri w'ubutaka ku rwego rw'akarere	
Umunyamabanga wa noteri w'ubutaka	
Umugenzuzi w'imyubakire	
Ugena agaciro k'ubutaka	
Umupimi w'ubutaka	
Gitifu w'umurenge	
Gitifu w'akagari	
Umuyobozi w'umudugudu	
DASSO	
Undi (muvuge)	

H.8. Niba warayitanze, ni iyihe muri izi serivisi zikurikira watanzemo ruswa? Watanze angahe? [HARAREBWA GUSA SERIVISI ZASABWE NKUKO BIGARAGAZWA KU KIBAZO # D.1.]

Service	Umubare w'amafaranga yatanzwe
a. Gusaba uruhushya rwo kubaka inzu	
b. Gusaba kongererwa igihe ku ruhushya rwo kubaka inzu	
c. Gusaba uruhushya rwo gukorera mu nyubako nshya	
d. Gusaba uburenganzira bwo gusana/kuvugurura inyubako	
e. Kugabanyamo ibice ikibanza/isambu	
f. Guhuza ubutaka	
g. Gukosora imbibi cyangwa ubuso bw'ubutaka	
h. Gukosora cyangwa guhindura amakuru ku bantu banditse ku butaka	
i. Gukosora amakuru muri regisitiri y'ubutaka (amazina yanditse nabi, inimeru y'irangamuntu)	
j. Gusimbura ibyangombwa by'ubutaka bisimbura ibyatakaye, ibyangiritse, ibyahiye cyangwa ibyatwawe n'ibiza	
k. Guhinduza icyo ubutaka bwagenewe gukoreshwa	
l. Gusaba kongera cyangwa kuvana abafite uburenganzira ku butaka muri regisitiri y'ubutaka	
m. Gusaba icyemezo cy'ingwate kubutaka	
n. Gusaba uruhushya rwo kubaka inzu ahagenewe kubaka imidugudu	
o. Gusaba icyemezo cy'umutungo	
p. Gukemura ibibazo n'amakimbirane ashingye ku butaka	
q. Gusaba uburenganzira bwo gusana/kuvugurura inyubako	

r. Kwandikisha ubutaka butabaruwe	
s. Gusaba ibyangombwa by'ubutaka bitasohotse kandi ubutaka bwarabaruwe	
t. Ihererekanya ry' uburenganzira ku butaka rishingiye ku bugure	
u. Ihererekanya ry'uburenganzira ku butaka rishingiye kw'izungura	
v. Gusaba gusimbura icyangombwa cy'ubutaka cyatakaye/cyangiritse	

H.9. Umaze guhura n'ikibazo cya ruswa hari umuntu cyangwa urwego wiyambaje ?

Yego	1	Oya	2
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H.10. Niba ari YEGO kuri H.9. wiyambaje nde?

Uwiyambajwe	
Umukozi/umuyobozi ubishinzwe mu rwego nasabyemo serivisi	1
Polisi	2
Umuyobozi w'akarere	3
Umuyobozi ushinze imyubakire mu Karere	4
Umunyamabanganshingwabikorwa w'umurenge	5
Komite ishinze ubutaka ku Murenge	6
Komite ishinze ubutaka ku kagari	7
Izindi (zivuge)	8

H.11. Niba hari umukozi cyangwa urwego wiyambaje , wanyuzwe ute n'ubufasha baguhaye? Ese wavuga ko unyuzwe cyane, unyuzwe buhoro, utanyuzwe cyangwa utanyuzwe na gato?

Naranyuzwe cyane	Naranyuzwe buhoro	Sinanyuzwe	Sinanyuzwe na gato
1	2	3	4

H.12. Niba nta rwego cyangwa undi muntu wiyambaje byatewe n'iki?

Impamvu	
Kutamenya urwego niyambaza	1
Gutinya ingaruka byangiraho	2
Nabonye ntacyo byatanga	3
Numvaga gutanga ruswa binyorohereza	4
Izindi (zivuge)	5

I. IBIJYANYE NO GUKEMURA AMAKIMBIRANE ASHINGIYE KU BUTAKA N'IMITURIRE

I.1. Ni izihe nzego uzi wakwitabaza mu gihe uhuye n'amakimbirane cyangwa kutanyurwa na serisivi z'ubutaka n'imiturire mu myaka itatu ishize?

Urwego	
Abunzi	1
Umuvunyi	2
Polisi	3
Transparency International Rwanda	4
Komite zishinzwe ubutaka ku murenge/akagari	5
Komisiyo y'ubutaka ku Karere	6
Irundi rwego	7
Ntazo nzi	99

I.2. Wigeze uhura n'amakimbirane ashingiyeye ku butaka/imiturire mu myaka itatu ishize?

Yego	1	Oya	2
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I.3. Niba ari YEGO kuri I.2. ni izihe nzego wiyambabaje ngo zigufashe gukemura makimbirane ashingiyeye ku butaka/imiturire?

Urwego	
Abunzi	1
Umuvunyi	2
Polisi	3
Transparency International Rwanda	4
Komite zishinzwe ubutaka ku murenge/akagari	5
Urundi rwego	7
Ntazo nzi	99

I.4. Wavuga ko unyuzwe ku rugero rungana iki n'uburyo urwego wiyambabaje rwagufashije gukemura amakimbirane ashingiyeye ku butaha wahuye nayo ? Ese wavuga ko unyuzwe cyane, unyuzwe buhoro, utanyuzwe cyangwa utanyuzwe na gato?

Ndanyuzwe cyane	Nyuzwe buhoro	Sinyuzwe	Sinyuzwe na gato
1	2	3	4

I.5. Muri rusange wavuga ko ibibazo bikomeye abaturage bahura nabyo iyo basaba serivise z'ubutaka/imiturire mu karere utuyemo. [NTURENZE BITATU]

Ibibazo	Yego
Igicro cya servise	1
Gutinda kubona servise	2
Ruswa	3
Kutaboneka kw'abashinzwe servise	4
Kutabona amakuru ahagije mu bijyanye na servise	5
Kwakirwa nabi	6
Ibindi (bivuge)	7

I.6. Haba hari ibibazo byihariye ababana n'ubumuga baba bahura nabyo mu bijyanye no kugeza kunzego zibishinzwe ibibazo bafite bijyanye no **gukemura amakimbirane ashingiye** kuri serivisi z'ubutaka n'imiturire? Niba bihari, Vuga ibibazo 3 byingenzi waba uzi .

- 1.....
- 2.....
- 3.....

I.7. Haba hari ibibazo byihariye abagore bahura nabyo mu bijyanye no kugeza kunzego zibishinzwe ibibazo bafite bijyanye no **gukemura amakimbirane ashingiye** kuri serivisi z'ubutaka n'imiturire? Niba bihari, Vuga ibibazo 3 byingenzi waba uzi .

- 1.....
- 2.....
- 3.....

J. N'izihe ngamba wumva zafatwa mu kurushaho kunoza servise zerekeye ubutaka n'imiturire karere kanyu ?

- 1.....
- 2.....
- 3.....

Murakoze ku mwanya muduhaye wo kuganira natwe