

Rwanda Decentralization Assessment

Submitted to:

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Finally, I wish to emphasize, however, that the content of this report is entirely the responsibility of the consultants.

ACCRONYMS AND ABBREVIATIONS

CSO	:	Civil Society Organization
DMU	:	Decentralization Management Unit
CRDP	:	Community Re-integration and Development Project
DFID	:	Department for International Development
CDC	:	Community Development Committee
CDF	:	Community Development Fund
CEPEX	:	Central Projects and external Finance Bureau
ESAF	:	Enhanced Structural Adjustment Facility
EDF	:	European Development Fund
GoR	:	Government of Rwanda
IFAD	:	International Fund for Agricultural Development
ICT	:	Information and Communication Technology
LGI	:	Local Governance Initiative
LSGA	:	Limited Grant Support Agreement
MIGEPROFE	:	Ministry of Gender and Women in Development
MIFOTRA	:	Ministry of Public Service and Labour
MTEF	:	Medium Term Expenditure Framework
NGO	:	Non Government Organization
PRSP	:	Poverty Reduction Strategic Plan
UNDP	:	United Nations Development Program
USAID	:	United States Agency for International Development
UNHCR	:	United Nations High Commissioner for Refugees
SIDA	:	Swedish International Development Agency
SNV	:	Netherlands Development Organization
NTSC	:	National Transformation Steering Committee
RLAA	:	Rwanda Local Authorities Association
WCF	:	Women's Communal Funds
WIT	:	Women in Transition
MINECOFIN	:	Ministry of Finance and Economic Planning
IRC	:	International Rescue Committee
SME	:	Small and Medium Enterprises
PRA	:	Participatory Rural Appraisal

1. INTRODUCTION

General Overview and underlying philosophy for Rwanda's decentralization policy

The Government of Rwanda (GoR) has since 1994 pursued clear goals of establishing a sustainable framework of good governance and prosperity based on equity and participation of all citizens. A number of political, administrative and economic reforms have been undertaken in the aftermath of war and genocide in this direction. **Decentralization has been adopted as one of the main strategies** to achieve good governance and sustainable social and economic development.

The decentralization policy is founded on the assumption that if decision making is undertaken at the local level where the problems are felt, there will be increased effectiveness, efficiency in service delivery, empowerment of citizens, and maximum participation of communities.

The participation in the decentralization process implies the involvement not only in policy execution but also in policymaking process. One of the main challenges, in this regard, is ensuring that all communities and interest groups are reached and their interests covered. It is also important to be careful, as the process might result in centralization tendencies even within decentralized units.

It is also observed that many Sub-Sahara African countries, are increasingly adopting decentralization as a more effective and democratic way of increasing citizens' participation in governance and service delivery. In Europe and America, decentralization, albeit in different forms, has long been practiced, and in some areas, local (or federal governments) are completely autonomous from national governments.

The Decentralization program in Rwanda has received enormous support from various development partners, including the USAID, which is among the leading agencies in supporting Rwanda's Democracy and Good governance initiatives.

Context and Reasons for this assessment

The study to assess the current status and needs of Rwanda's decentralization has been undertaken to provide the USAID/Rwanda and MINALOC with a clear picture of what has been/ is being done and what remains to be done, in the prospect of determining future support to the decentralization process in Rwanda. The assessment seeks to provide insight of the process of policy formulation and implementation progress, as well as the impact of the Poverty Reduction Strategic Plan (PRSP) on the decentralization process, the problem areas, coordination of donor support and the pressing unmet needs. This study pinpoints opportunities for new interventions and new strategies of designing, implementing and coordinating support projects, and presents a number of *lessons* and recommendations for future improvements both in the policy formulation and implementation.

The assessment has focused on:

- The review of the Government policy on decentralization, how it was planned and implemented
- Problem areas or bottlenecks that came to light or are expected to arise
- The inventory of the support received from Donors and Civil society
- New opportunities and needs.

2. METHODOLOGY

The methodology used in this study, largely followed a participatory approach, and was adopted after careful consultations with USAID/ Rwanda Mission, and embraced the following:

- Extensive review of documentation on policy and programme design and implementation from both the GoR donors and other relevant agencies, as well as project reviews, evaluations and assessments, laws, regulations and budget papers on decentralisation;
- In-depth interviews with selected project officials in USAID/ Rwanda and other donors (at national and local project level), central and Local Governments (MINALOC, MINECOFIN, line ministries, Provincial and district staff and elected leaders) and opinion leaders; as well as civil society groups. Interviews were conducted using semi-structured questionnaires.
- Focussed group discussions with communities and interest groups in project areas.
- Observations of activities in project areas particularly in the IRC/ USAID project sites in Kibungo and discussions with people in charge of ARD/ Fiscal decentralization.

The data collection methodology included testing the validity of some of the assumptions of the decentralization policy in Rwanda as perceived by the population, and we employed a group of students from the University for this purpose. The assumptions tested were: Decentralization and poverty reduction, Contribution by Civil society, Coordination of activities at grass roots level, Women involvement in decentralization process, Elections and corresponding responsibilities.

The detailed list of areas visited and the persons interviewed is annexed to this report. The Questionnaire used to obtain interview information is also attached.

3. DECENTRALIZATION POLICY DESIGN

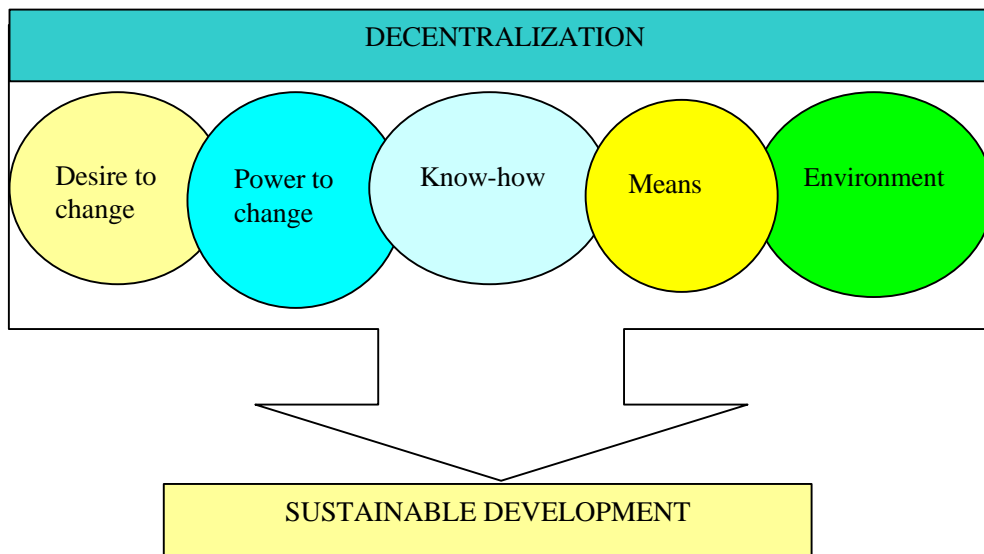
3.1 The Concept

The conceptual framework of the current decentralization policy design has been enriched by lessons learnt over the years from past failures in governance and development. Most past failures in the governance and development in African countries, with specific reference to Rwanda, were initiated, designed and implemented by people who had little contact or knowledge of the real needs and interests of the actors and socio-economic conditions. The initiators alienated themselves from other actors in the development process, thereby eroding participation and ownership by the wider society. As a result, many governance policies and programs, even though many were well designed and intentioned, massively failed to deliver the expected results.

A well conceptualized decentralization policy, is based on the linkage between 5 important elements viz: the will/ desire, among the concerned people to change; right/ power to change; the appropriate know-how to improve their livelihood situations; the means to change; and the conducive external environment including socio-economic, bio-physical, and political environment.

A proper combination of these elements enhances the people's creativity and ability to realize and harness their potentials to fully participate in governance and socio-economic activities, thereby increasing options for sustainable development. This defines the ideal conceptual framework for decentralization, as it is based on giving the people the real power to make decisions on how they should be organized for development.

Fig 1. Conceptual model



It should be recalled that the concept of decentralization in Rwanda is not entirely a new phenomenon, as the current hierarchical structure of cell (*Akagari*) through to sector (*Umurenge*) to district (*Akarere*) and Province (*Intara*), has been the basic administrative setting since pre-colonial periods, and was adopted by the colonial and post-independence governments. What, however, has changed in the current decentralization process, is the democratization of the governance and decision making process whereby the appointee chiefs and leaders have been replaced with democratically elected leadership. In

addition, the decentralization process has introduced the principle of shared responsibility between the governors and the governed i.e. participatory decision-making.

It's important to make a comparative analysis of the Rwandan model of decentralization with other forms of decentralization. Some countries have adopted a form of decentralization that gives full autonomy to local governments. Others have adopted a form closer to the deconcentration and advanced delegation of powers. Rwanda has adopted a form of decentralization which gives some administrative and fiscal autonomy to local entities in terms of administrative and management responsibilities, whereas the Central Government maintains policy formulation, monitoring and analysis responsibilities, as well as full responsibilities in strategic areas like Defence and National Security and Foreign Affairs.

With respect to local autonomy, however, it appears that there are still justifiable limitations to giving full powers to local authorities. At this stage, it has been observed that the law on decentralisation imposes some restrictions in the exercise of authority by local governments. In this regard, the law gives the President of the Republic certain powers to dissolve Local Councils of a District, Sector or Cell, in specified situations.

The decentralization policy framework in Rwanda is currently elaborated in four policy instruments: Decentralization policy (2000), Decentralization Implementation Strategy (2000), Fiscal and Financial Decentralization policy (2001) and Community Development Policy (2001). In assessing the decentralization policy design and its appropriateness, it is important to take into account the institutional changes and policy reforms that have taken place in particular, the adoption of the PRSP.

The National Decentralization policy's strategic objectives are to:

- *Enable and reactivate local people to participate in initiating, making, implementing and monitoring decisions and plans* that concern them taking into consideration their local needs, priorities, capacities and resources from central to local government and lower levels.
- *Strengthen accountability and transparency in Rwanda by making local leaders directly accountable to the communities* they serve and by establishing a clear linkage between the taxes people pay and the services that are financed by these taxes.
- *Enhance the sensitivity and responsiveness of public administration to the local environment* by placing the planning, financing, management and control of service provision at the point where services are provided, and by enabling local leadership develop organizational structures and capabilities that take into consideration the local environment and needs.
- *Develop sustainable economic planning and management capacity at local levels* that will serve as the driving engine for planning, mobilization and implementation of social, political and economic development to alleviate poverty.
- *Enhance effectiveness and efficiency in the planning, monitoring and delivery of services* by reducing the burden from central government officials who are distanced from the center where needs are felt and services delivered.

To achieve the above policy objectives, a plan of action has been designed specifying the specific activities to be undertaken in a reasonable time-frame and the expected results from each activity, together with a set of verifiable indicators of performance.

The Plan of action includes the following outcomes:

- (i) Adopt the policy and communicate the policy
- (ii) Putting in place legal framework and new local administration structures
- (iii) Establishing institutions such as NTSC and DMU
- (iv) Conducting sensitization and awareness activities
- (v) Capacity building activities
- (vi) Organizing local council elections at **district, sector and cell** levels
- (vii) Implementing financial deconcentration
- (viii) Implementing financial devolution
- (ix) Mobilizing financial and other resources

Where local leaders have full autonomy like in development matters, it remains that their decisions can only be applicable when the Prefet of the province has not shown his objection after examining if the various decisions are in conformity with the Constitution and other organic laws. This implies that although it is understood that Decentralisation is meant to transfer administrative and fiscal powers to Local Governments, their powers are still understandably limited at the beginning of the process.

3.2 Decentralization related policies

The major policies that have been adopted to facilitate the implementation of decentralization Policy are Fiscal decentralization policy and the Community development policy.

Fiscal decentralization has been established in order to allow districts to raise their own resources and to be able to finance their current activities. The main components of this policy are: creating a tax sharing arrangement, empowering local authorities to set tax and license rates, empowering local authorities to levy service fees, devolving property tax to local governments, establishing development funds for local government, strengthening accounting and audit systems for local governments, establishing program based budgeting for local governments

Community development policy is based on the principles that the community at grass-root level is the pillar of a durable development; that the investments should be made in projects that benefit a large portion of the population; that investment should target the priority needs in production, distribution and processing; that gratuity should be avoided and limited to vulnerable groups; that only national infrastructures will be managed by Central Government and all other projects will be managed at the level of local governments; reliance on own resources.

The community development policy provides for 6 strategic actions as follows: setting a management system that involves the communities and make them responsible for their development; encouraging emergence of organizational dynamism; setting up a network of collection and circulation of information; improvement of productivity; setting up a development fund; setting up a system of Micro-finance adapted to the reality of Rwanda.

The policy on decentralization, the related policies (Fiscal decentralization and Community development) and the plan of action are not presented in a consolidated manner. This creates a problem of repetitions and uneasy consultation. The team of consultants thinks that a consolidation in one single document of the whole policy formulation would facilitate use and understanding.

3.3 Influence of the PRSP on the decentralization policy

The Decentralization policy was launched more than one year earlier than the Poverty Reduction Strategy Plan (PRSP). The other two related policies on Fiscal and financial decentralization, and Community Development, adopted during the PRSP process, were meant to re-adjust and complement the content and strategy of decentralization to facilitate the implementation of the PRSP. The Community Development policy introduces the planning structures within the decentralization framework, while the fiscal and financial decentralization policy provides mechanisms for financing the process. During the consultative process of this study, however, the Consultants noted that despite this complementarity, some critical elements have been insufficiently covered. These aspects relate mainly to the development of the *social capital*¹, which is considered in the PRSP as key in the eradication of structural poverty. There is also a problem of *ranking development priorities*, which was found different in PRSP and in Community development policy.

¹ Social capital has been variously defined as a set of social and cultural values in a society that constitute its strengths, weaknesses, potentials and values.

4. POLICY IMPLEMENTATION

This report analyses the progress made in the implementation of the decentralization policy which is understood as an ongoing process where the different phases and steps overlap. It has also been noted that the process is a progressive one. It starts from **deconcentration** in which administrative functions and the corresponding technical personnel and budgetary resources have been transferred to provinces. The **delegation** of powers and functions normally reserved to the central government is another form of decentralization entrusted to local entities with transfer of corresponding budget allocations.

There is also the **devolution** of powers, authority, functions, responsibilities, and specified budgetary allocations and budget execution as well as autonomy to mobilize and manage financial resources by the local administrations

It is to be noted that the process of implementing the Decentralization policy was preceded by National reviews and international consultations, the outcomes of which were consolidated in the strategic actions formulated to guide the actual process of launching the decentralization in Rwanda.

It has been observed that the Decentralization implementation Program is being achieved following well-defined phases:

- Preparation, sensitization and consultations (1997-1999)
- Political and administrative decentralization (2000-2002)
- Economic and financial decentralization (2001-...)
- Services delivery deconcentration (2002-...)
- Consolidation ...

4.1 Preparation, sensitization and consultations

During this phase, much has been done to develop a sense of democratization, implementing the culture of participation of the population, including civil society and private sector, reconciling and stabilizing the society and enhancing management system that contributes to increase a transparency and accountability in the country.

This phase was characterized by seminars, field visits by the Minister and his staff, seminars, study visits to other countries to learn from their experiences on how their decentralization policies were formulated and implemented as well as their strength and weaknesses of their decentralization policies and their implementation programs.

Intensive sensitization of the population on their understanding and contribution to the success of the decentralization policy has been sustainably carried out throughout the country and as a result, decentralization as a mode of governance is to date well known and appreciated by all local communities throughout the country. However, with respect to responsibilities and obligations of different local authorities and the central government, it appears that there is still limited understanding, especially, what the local leaders are expected to do, what the communities' rights and obligations are, how the district level staff relate to lower level administrative units, etc. In a number of visited areas, the

local authorities did not appear to be clear about their relationship with line ministry staff in districts, NGOs and other groups.

It should be recalled that decentralization was an important element of the structural reforms agreed with the Bretton Woods Institutions under the Structural Adjustment Facility (ESAF).

4.2 Political and Administrative decentralization

This phase consisted of preparing and approving a legal and regulatory Framework for decentralization, staffing and organizing elections of new leaders to fill the new administrative and political positions.

4.2.1 Legal and Regulatory Framework

The Decentralization policy and the implementation strategy for national decentralization policy were both adopted by the GoR on the 26th May 2000, but the processes had began much earlier as Box 1 below shows and outlines. It is to be noted that a number of the legal instruments and procedures outlined in Box 1 seek to empower local authorities with the required administrative and financial powers, and hence to facilitate the implementation process.

Box 1

1. Law N°45/01 of 29th December 1999 on creation of Security Council of province; OGRR² n°3 of 1st February 2000
2. Law N° 39/2000 of 28th November 2000 for the setting up of the National Electoral Commission; OGRR n° Special of 29/11/2000
3. Law N° 42/2000 of 15th December 2000 instituting the organisation of electoral of leaders at Grass-Root levels in Rwanda; OGRR n° Special of 19/12/2000
4. Law N° 43/2000 of 29th December 2000 establishing the organisation and functioning of province; OGRR n° 4 of 15th February 2001
5. Law N°04/2000 of 13th January 2001 establishing the organisation and functioning of the District; OGRR n° 4 of 15th February 2001
6. Law N°05/2000 of 18th January 2001 establishing the organisation and functioning of urban Authorities; OGRR n° 4 of 15th February 2001
7. Law N°07/2001 of the 19th January 2001 establishing the organisation and the administration of the City of Kigali; OGRR n° 4 of 15th February 2001
8. Law N°18/2001 of 01st March 2001 amending and complementing law n°47/2000 of the 19th December 2000 amending and complementing the law of 15 April 1963 concerning the organisation and administration of the Republic of Rwanda as amended and complemented to date; OGRR n° 5 of 1st March 2001
9. Iteka N°08/01 of 10/11/2000 rya Perezida rihindura kandi ruzuzwa iteka rya Perezida n°896/04 ryo kuwa 27 Ugushyungu 1990 rishyiraho kandi ritunganya inzego z'imirimu za Perefegitura w'umujyi wa Kigali; OGRR n° 22 of 15th November 2001
10. Iteka N°09/01 of 10/11/2000 rya Perezida rihindura iteka iteka rya Perezida n°443/03 ryo ku wa 27 Nzeri 1983 rishyiraho imirimu y'abakozi ba Perefegitura n'imitunganyirize yayo.; OGRR n° 22 of 15th November 2001
11. Presidential order N° 18/01 of 30/09/2001 modifying and complementing presidential order n°37/01 of 23rd December 1998 establishing sectors, cells and the functioning of those structures as modified to date; OGRR n° 23 Ter. of 1st December 2001
12. Instruction for local and international observers of grassroots elections in Rwanda; OGRR n° Special of 16th February 2001
13. Itegeko N°17/2002 ryo ku wa 10/05/2002 rishyiraho inkomoko y'imari n'umutungo by'uturere n'imijyi kandi rigena imikoreshereze yabyo.; OGRR n° 13 of 1st July 2002
14. Law N°11/2002 of 12/03/2002 modifying and completing law n°39/2000 of 28/11/2000 for the setting up the National Electoral Commission; OGRR n° Special of 19th March 2002
15. Law N°12/2002 of 12/03/2002 modifying and completing the law n°42/2000 of 15/12/2000 instituting the organisation of elections of leaders at grass – root levels in Rwanda; OGRR n° Special of 19th March 2002
16. Presidential order N°33/01 of 18/03/2002 establishing modalities for organising elections of leaders at cell and sector levels; OGRR n° Special of 19th March 2002
17. Law N° 20/2002 of 21st May 2002 establishing the organization and functioning of the Common Development Fund for districts, towns and the city of Kigali.
 - o Ministerial decree determining guardianship ministry of CDF
 - o Ministerial decree fixing of salaries and other advantages of members of CDF Management.
 - o Ministerial decree on abrogation of Presidential decree N° 984/04 of 25/10/91 on creation and organization of Communal Funds Solidarity; OGRR n° 22 pf 15th November 1991
 - o Presidential decree on determining emoluments of Board of Directors Members of CDF
 - o Primer Minister decree on nomination of Board of Directors Members of CDF
 - o Primer Minister decree on nomination of Management Board Members of CDF

² OGRR: Official Gazette of the Republic of Rwanda

In addition to the legal instruments outlined in Box 1, a new Finance law has been enacted to provide for local governments financing and financial management.

The legal reforms related to decentralization have also included enactment of a new law on the operations of Non Governmental organizations (NGOs). The new law empowers MINALOC to regulate the operations of NGOs through registration, approval and monitoring. It is accordingly mandatory for foreign NGOs to prove that their programs are in line with national policies.

4.2.2 Local Government new structures

The structural reforms in the local governance of the country that facilitated the decentralization process include the establishment in April 1999 of a fully-fledged Ministry of Local Government (MINALOC) from the then Ministry of Internal Affairs (MININTER). The elevation of the Local Government portfolio to a Ministerial status reflected the importance attached by the Government to strengthening local governance. This cabinet status has provided the requisite high-level political and administrative support needed in the transformation process from centralized governance to democratic decentralized governance through decentralization.

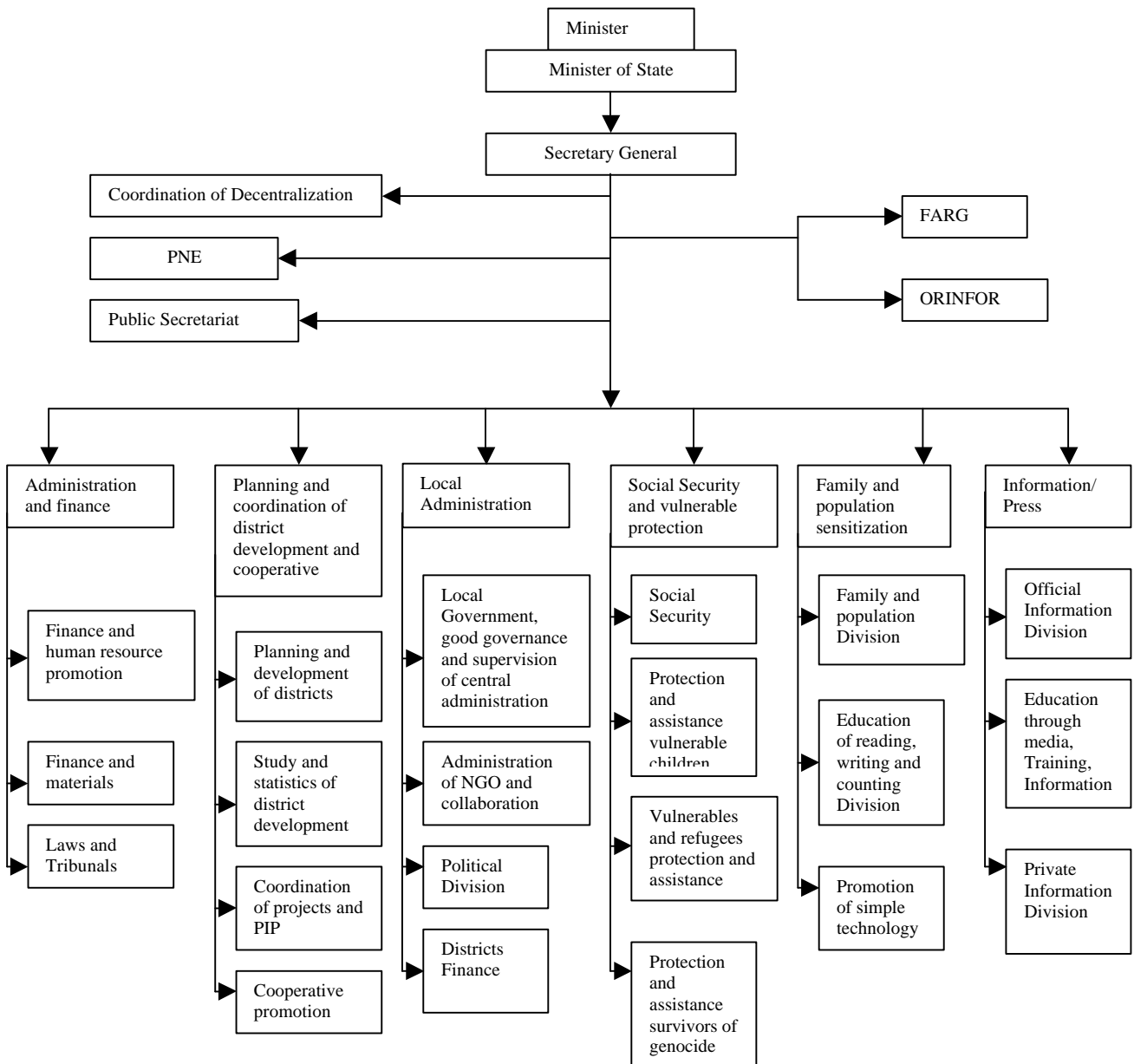


Centre de cartographie du Rwanda

With the establishment of MINALOC, the local administrative structures, the territorial and administrative changes in administrative units have evolved first to reflect the country's social setting and to bring the government as close to the population as possible. In this regard, the lowest administrative unit- a **cell**, has a population of about 500- 1000, followed at higher level by a **sector**,

which constitutes of 3- 5 cells with a population of 3000- 6000. Sectors combine to form a **district** (average: 70 000 inhab) or **towns and municipalities** (average: 40 000 inhab) which is the lowest Government unit with powers to plan and implement autonomous programs, collect revenue, and make by laws. The districts, under the decentralization policy, are the coordination point for several activities, involving planning and service delivery actions.

MINALOC Structure



The role and the mandate of MINALOC, in this context, is: to advise the Government on the Good Governance policy in general; to prepare and manage the decentralization policy; assist in planning and supervision of capacity building programs for the local governments and communities; and to monitor and coordinate the collaboration between Central government bodies, local governments and other actors.

At the three levels of local administration, decision-making involves representatives through the councils and executive committees. At the Provincial level, however, this unit represents the delegated powers of the central Government and it is anticipated that it will be phased out when all the districts have attained fiscal and administrative autonomy. It is important to emphasize that the Administrators at different levels were all appointed by the Central Government and the communities had no authority over them, but under the current decentralization system, all are elected except the Prefet at the provincial level. As table 1 below shows, the titles have also changed along with the territorial entities.

Table 1. Denomination of Territorial Entities

Previous Situation			Current Situation		
Entities	Chief Administrator	Number	Entities	Chief Administrator	Number
Prefecture	Prefet	12	Province	Prefet	11
Sub-Prefecture	Sub-Prefet	22	Kigali City	Mayor	1
Commune	Burgomaster	154	–	–	–
			Town	Provincial Town	Mayor
				Town	Mayor
			District	Mayor	84
			District of Kigali City	Mayor	8
Sector	Counselor	1544	Sector	Coordinator	1,550
Cell	Chief of Cell	9,104	Cell	Coordinator	9,219

The implementation process of decentralization, has been coordinated through an institutional framework consisting of:

- (i) the **National Transformation Steering Committee (NTSC)** which is the highest technical body in the implementation process. Chaired by the Director of Cabinet in the Office of the President, it is composed of the Secretary Generals of all Government ministries and representatives from the private sector, civil society, public institutions (such as Rwanda Revenue Authority, Rwanda Institute of Administration and Management, National University of Rwanda), and representatives from local authorities (districts).
- (ii) the **Decentralization Management Unit (DMU)**, which is responsible for planning, management, monitoring and evaluation of the decentralization programs, as well as providing technical advice on decentralization and decentralized governance. The DMU management team is composed of a Coordinator who reports to the NTSC and Officers responsible for: 1.Administration and Finance; 2.Capacity building, 3.Human resources development, training; 4.Legal affairs; 5.Information, Communication and Public Education, 6. Community Development.

All these structures are in place and have been functioning since the beginning of 2001. It is observed that in the process of implementing the decentralization programs in different sectors, the DMU has worked through the focal points in line ministries, who meet regularly. In this respect, the

focal point units are presently developing inter-ministerial mechanisms of transferring the services to provinces. From discussions held with various officials, there is indication that the focal point units, essentially constituted of one representative from each ministry, would be expanded to facilitate the process of effectively devolving services delivery responsibilities to local authorities. Presently, the status is that service delivery has been deconcentrated to provinces, and the different sector budgets and activities are under the overall supervision of the Prefet in the Province, who is, however, an appointee of the central Government.

We present hereafter the other new local government structures

Fig 2 Structure of Kigali City

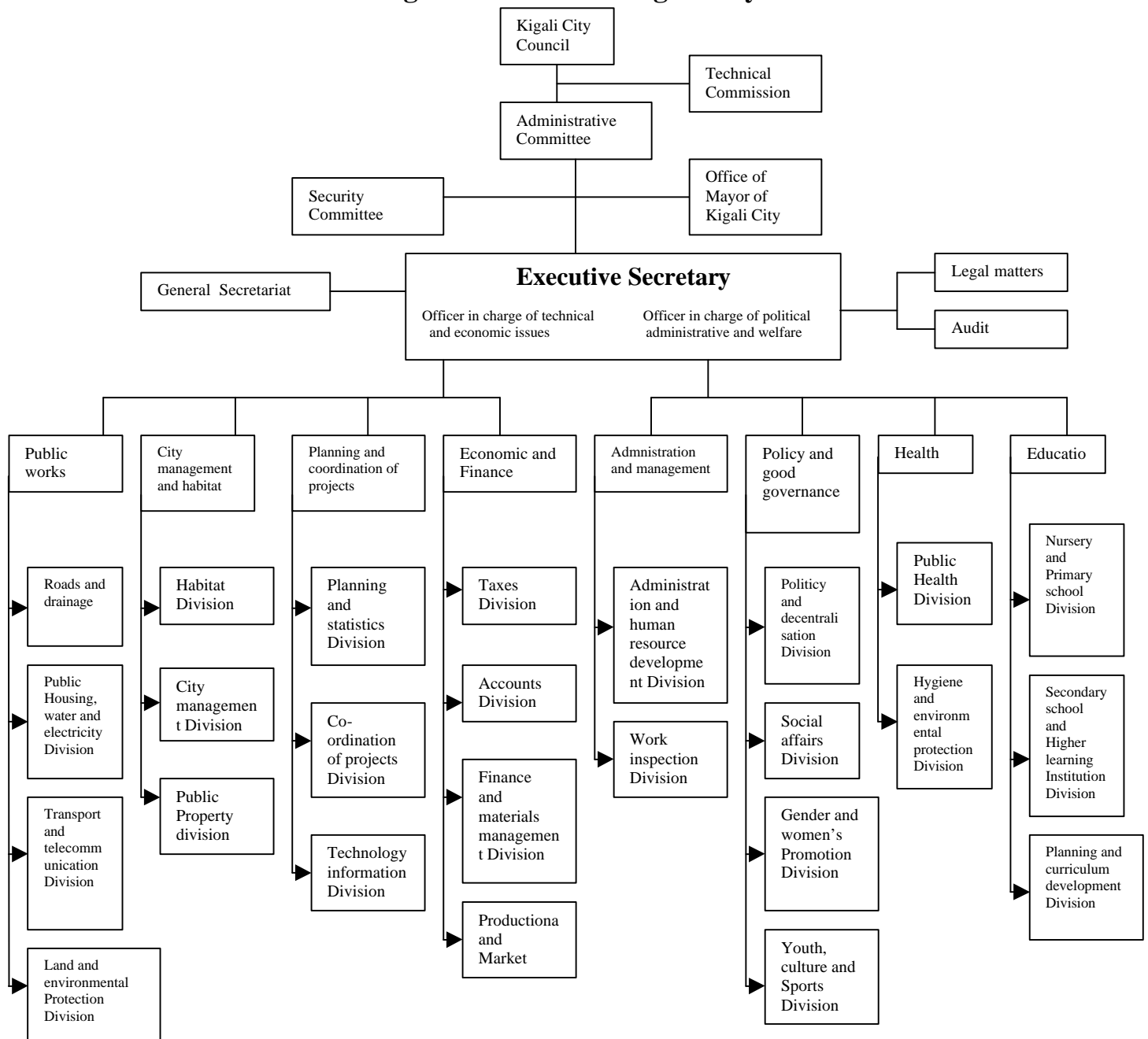


Fig 4.

Structure of Provinces

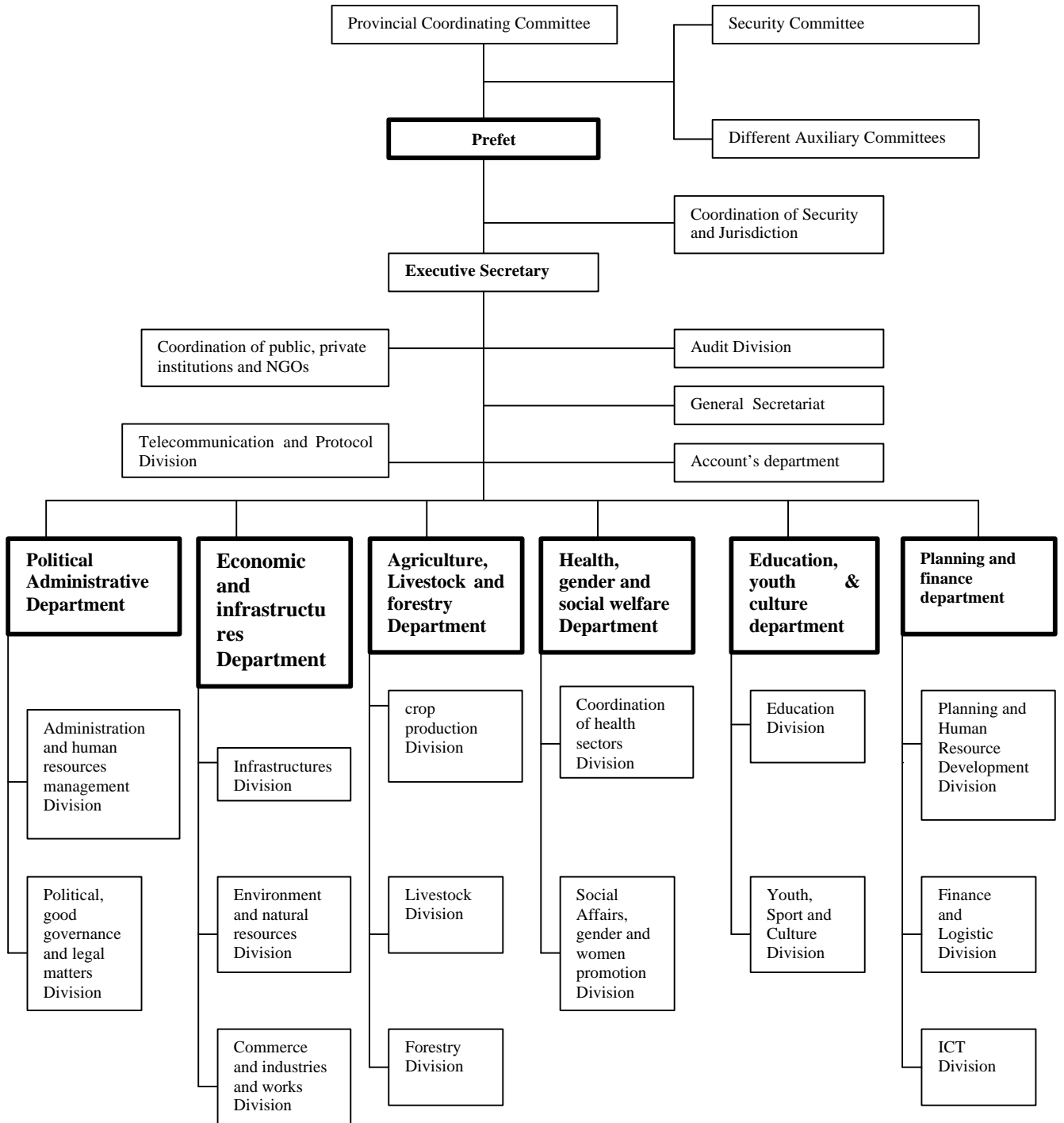
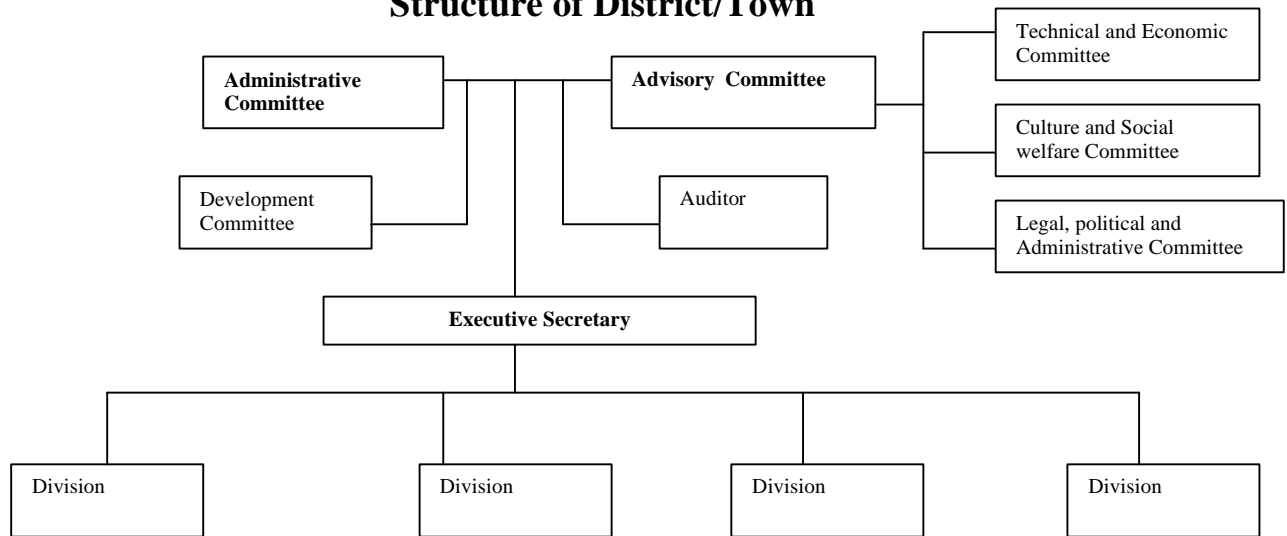


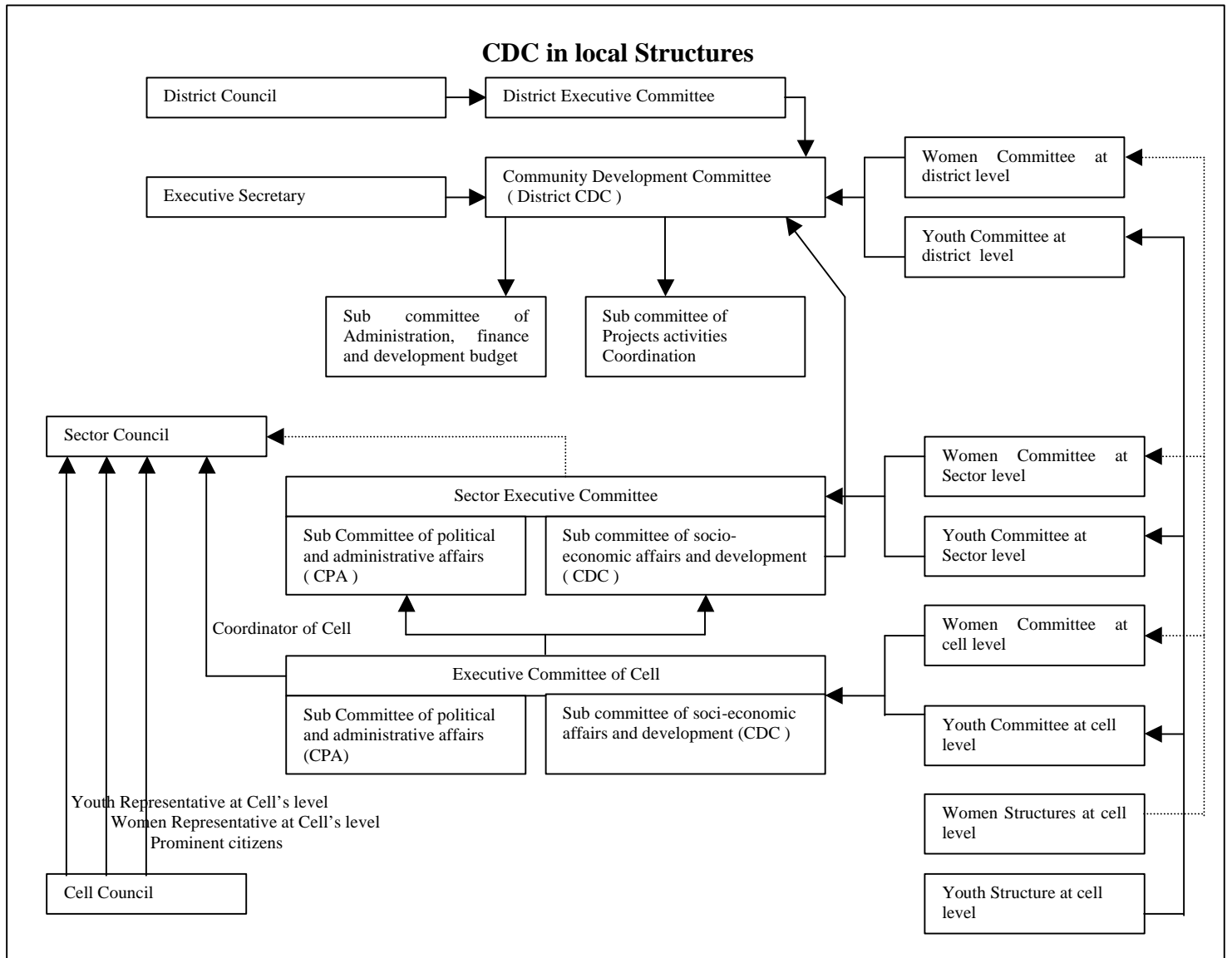
Fig. 3

Structure of District/Town



The adoption of the Community Development policy also provides for the formal creation and operationalisation of Community Development Committees (CDCs). The CDCs are entrusted to effect development planning at different levels of local governments, and assist to refine and finalize for funding, development of project proposals identified at community levels. These CDCs have been constituted and are operational at all levels.

The CDC operations are, however, hampered by lack of funds, mainly due to delays in financial and fiscal decentralization. It is planned that members of CDCs would be trained in various planning and financial management techniques and procedures, to effectively undertake their responsibilities, but this has been delayed by financial inadequacies.



The local governments have so far been hailed as efficient and effective especially in addressing local development concerns such as security and social infrastructure management. There are concerns, however, those only committees at higher levels at the district are remunerated and the lower committees (at cell level) are not. The lower level committees argue that they do the bulk of the work such as in mobilizing the masses, enforcing security, ensuring that local public infrastructures are well maintained and protected, etc. and that they should also be remunerated for their time lost. Both the district leaders and individuals are concerned that lower level local government leaders are likely to lose morale and interest in serving their communities. This situation also underpins the reluctance of some local people to stand for elective posts despite the confidence communities have in them. This situation has also affected the operations of *Gacaca* courts where some of the judges resigned after realizing that they would not be remunerated.

The Rwanda Local Authorities Association (RLAA)

The 106³ districts/towns and the City of Kigali plan to establish an Association of the Rwanda Local Authorities, with support from the Swedish Government. The Association would help provide a link between the central and local governments, represent interests of weak local governments, provide support and services to member local authorities, including information, and help build the capacity of local authorities. In other words, the association seeks to provide an appropriate institutional framework for supporting the decentralization process in a more coordinated and coherent manner. In particular, it is expected to facilitate identification of local governments' capacity building needs, and serve as a conduit through which different donors and other development partners' interventions can be channeled. It is also anticipated that this association will provide institutional mechanisms for addressing the issues of inequality among local governments. This Association is, however, still in its infancy and the impact it will have is yet to be realized.

The Swedish Government is in this connection, assisting in developing the Association's structures, constitution and operational procedures, as well as capacity building.

4.2.3 Elections

The successful organization of elections at the local government level in March 1999; March 2001; and March 2002, is widely regarded as a major success of the GoR in promoting good governance and decentralization. These elections, in which over 205 national and international civil society groups, and Diplomats were observers, have been regarded as a real test of the Rwandan population's concern and interest in the stability and good governance of their country. Although only about 3.34 million people registered to vote i.e. about 67% of those eligible to vote, an overwhelming 96.1% (i.e. 3.21 million) actually voted in the March 2001 elections.

Table 2. The outcome of local elections

Years	Levels	Male		Female		Total
		Number	%	Number	%	
1999	<i>Cell and sector levels</i>	110 656	71,1%	45 083	28,9%	155 739
06/03/2001	- <i>District Council</i>	2045	74%	720	26%	2 765
	- <i>Executive Committee</i>	403	76%	127	24%	530
26/03/2002	- <i>Cell</i>	90 368	72,50%	34 270	27,50%	124 638
	- <i>Sector</i>	10 577	85,82%	1 747	14,18%	12 3245

While these elections indicate progress in the democratization process, there are, nonetheless, a number of concerns that have been expressed in the districts visited:

³ Information availed from MINALOC (May 2002) indicates that there are 106 districts of which 92 are rural while 14 are urban (i.e. towns and municipalities). These plus the City of Kigali make 107 local authorities that have been granted autonomy under the decentralization law.

- the indirect election of district level leaders imply that the district authorities who are in effect the major local policy makers and control the decision making process, are not directly accountable to the population, a situation that raises in some communities a measure of dissatisfaction;
- The practice of lining up behind candidates is feared by some voters who would not like to be identified with particular candidates and would be more comfortable with secret ballot.

The process of building local governance through democratically elected representatives in Rwanda is clearly still evolving and confronts fundamental difficulties. These include:

- Lack of experience and expertise in democratic procedures and practices, as both the administrative cadres and local communities are new to democratic practices and cultures.
- The media and civil society are still evolving so that their roles in mobilizing and sensitizing the masses is not effective. As a result, civic education in the run up to elections was inadequately done.
- Logistical and financial resource constraints that characterize most government operations affected the National Electoral Commission. The budgetary allocations to the Commission remain far inadequate, presenting further difficulties in its operations.
- Electoral law and procedures are not yet harmonized with some other laws, and in many cases are not known to citizens, a situation that has tended to compromise the effective management of the election process.

4.3 Economic and Financial Decentralization

Among the critical factors observed during the field visits was total lack of financial resources to support decentralization actions both at the provincial level but more particularly at the District level. The noticeable slow progress of actualizing fiscal decentralization is a major cause of concern at the local Government administrative units and an enduring source of frustration. This reflects, however, the difficulties mainly the central government confronts in mobilizing the requisite financial resources. At the local authorities level, the technical competence to efficiently and effectively use the limited resources made available is almost non-existent. These factors essentially account for the limited progress in implementing the decentralization process at the district levels.

In this regard, however, considerable preparatory work has been/ is being done in capacity building (training, systems development, etc) and resource mobilization, to provide the required funds to support the local government actions particularly the development activities in which active participation of beneficiary communities is expected.

It is noted that financing decentralisation will require enormous resources, which cannot be satisfied within the current budget provisions. Thus, three sources of local government financing have been planned: a contribution from the national budget to support district recurrent budgets; a contribution from the national budget to support the district development activities; financial resources mobilised locally through fiscal decentralisation.

In this respect operationalisation of fiscal decentralisation has included legal provisions that empower authorities (districts, municipalities and Kigali city) to levy and collect certain revenue made up of head taxes, licenses, and royalties, rents and property tax.

The underlying rationale in the above strategy was that the local revenues and the 1.5% support to local recurrent budget would be enough to cover the district recurrent expenses. This, however, is not the situation, considering that many districts cannot raise sufficient revenues locally due to poverty, insufficient administrative capacity to mobilize resources, and undeveloped local economic infrastructures. It is observed that the gap between the district revenues (local tax revenues and national budget allocations) is still enormous and this will hinder their administrative capacity to implement their programs.

The districts/towns financial resources have been identified as being: district/town taxes (such as property tax, patente and rent tax), revenues from administration services, property revenues, investments revenues, revenues from penalties, borrowings, national budget transfer, fees paid in District Courts, taxes on activities carried out in the district, grants and inheritance.

It is, however, imperative to note that for rural districts most of the above taxes are very sensitive and unsustainable in the current circumstances of poverty of the majority of rural taxpayers. On the other hand, the process of implementing fiscal decentralization in Rwanda faces severe difficulties of lack of financial and human resources to sustain tax collection by local governments. The majority of the districts are not in possession of strategic natural resources to enable them generate autonomous revenues. Therefore, an expanded technical and financial support will have to come from the government and development partners to ensure that the new decentralized administrative and political units are firmly rooted.

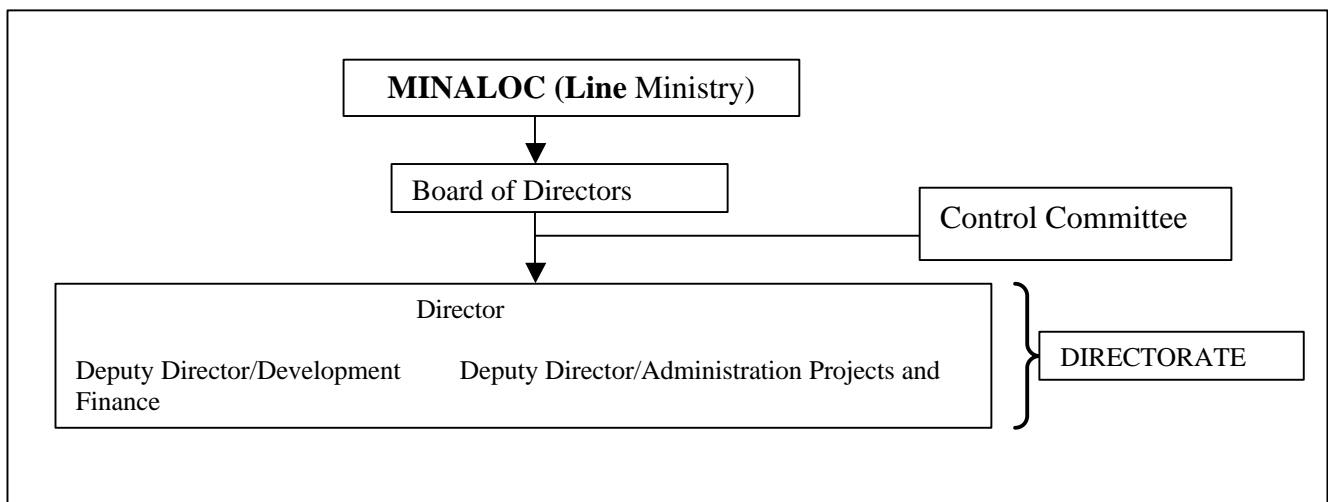
The problem of accounting system

The financial accounting system currently in use in local governments is claimed to be old and obsolete, characterized by double entry operation i.e. consisting of only two entry columns. The system is widely criticized for simply providing a chronological list of expenditure and income without providing the real expenditure situation by nature. The major weakness of the current system is the inclusion of assets in the balance sheet, which overstates the financial situation of a local government. Because of this situation, it is often difficult to know the real financial position of the main accounts (cash, bank, liabilities), making accountability complicated.

Establishment of a Common development Fund

In order to strengthen the financial capacity of districts, a Common Development Fund (CDF) has been established to support community development activities. This fund is constituted by 10% of annual domestic revenue from the treasury for development activities, and an additional 1.5% equalisation fund to cater for districts' recurrent expenses. CDF is also expected to serve as an intermediary between local government entities and donors in support of decentralization.

Structure of CDF



It is the considered view of the Consultants that, in order to develop administrative capacities as a prerequisite for sustainable local governance and development, considering that the perspective of raising sufficient local revenues through fiscal decentralization is uncertain at least in the medium term, there is need to give more priority in the allocation of central government transfers in favor of the local governments recurrent budgets. After all, this study has noted that there is willingness, among donors, to support local government development activities, but very few donors appear to be willing to support recurrent budget activities. In this regard, the GoR could, in the meantime, consider allocating more

funds to local recurrent budgets and less to the CDF. The CDF management could focus more on developing guidelines and management systems that would attract Donors in this exercise. The exercise will clarify on the relations between CDF and the existing FDC, the role that all the partners can play, the new mechanisms of channeling resources to the communities and management procedures concerning CDF and FDC.

Training

The training activities in support of the decentralization process has largely evolved along the following areas:

- Training of districts leaders in administrative and management skills;
- Training of technical staff in provinces, districts and lower levels of local government in projects management, planning, budgeting, financial management, etc.
- Sensitization and training of elected leaders in leadership, administrative and management skills and techniques.
- Sensitization of communities, civil society groups, and other interest groups on decentralization issues, and conception of development projects.

These areas have been covered in several donor and international NGO- assisted interventions. Most of the training interventions have focused on equipping local administrators and managers with financial and planning skills.

This creates the required administrative and technical capacities to effectively realize the objectives of decentralization especially at community levels. The following training programs have been undertaken so far:

- (i) Training under the Limited Scope Grant Agreement (LSGA).
- (ii) Training under the Local Governance Initiative (LGI)
- (iii) Training under the Swiss/ Netherlands/ UNDP Support to decentralization implementation
- (iv) Training in Medium Term Expenditure framework (MTEF) Budgeting approach
- (v) Training under the USAID supported IRC/ MINALOC Decentralization, Good Governance and Community Development Project
- (vi) Training under the SIDA Support to the Decentralization Program
- (vii) Training under the Netherlands Supported Decentralization and Good Governance program
- (viii) Training and Capacity building under the World Bank Supported Community Re-integration and Development Project (CRDP)
- (ix) Training under the UNDP/ MINALOC Community Development Fund

These activities and the beneficiaries are summarized in the table below.

Chart 1. Training Activities in Support of Decentralization by Donor Program and Beneficiaries

Donor & implementing Agency	Subjects & Nature	Location & period (years)	Beneficiaries & levels	Trainers	Training materials/ Manual	Appréciation	Observations
LGI/USAID	*Training in project design and management * PIPO (Planification des interventions par objectifs)	30 Communes		Facilitators	A training manual exist Has been prepared by PADEC/LGI	A good manual	Some of the trained officials have since left their work. This raises the problem of continuity The training manual was not distributed
LSGA	<ul style="list-style-type: none"> Financial Management <p>Under this USAID funded intervention, training mainly focused on financial management procedures, Financial and Accounting Techniques to improve the financial management and control skills of local government staff</p>		21 Accountants in MININTER and Prefectures; 200 Accountants and 11 Financial Controllers from Communes; 153 Burgomasters and 11 Sous Prefets. It is important to note that USAID and MINALOC used a local accounting firm, AUGECO, to deliver the training.				
CRDP/ World Bank	<p>General theme: Local initiatives /capacity building</p> <p>Entrepreneurship Planning by PRA on gender & conflict resolution Preparation and management of income generating activities Sectoral planning for water and education Aids Income generating activities Study tours</p>	11 districts in 5 provinces	District council Members of the District CDC Members of Sector CDC Members of Cell CDC Training of trainers Elected Members of Women and Youth councils	Consultants	Manuals have been distributed 10 by sector plus 2 by each cell -devel agent -Cell coord.	TB	The elected officials did not have the required level for the training proposed (Most of them are elected on the basis of confidence and not based on intellectual capacity.) At every election there are new elected officials Some people lost their motivation a result of discontinuation of incentives(per diem)

Donor & implementing Agency	Subjects & Nature	Location & period (years)	Beneficiaries & levels	Trainers	Training materials/ Manual	Appréciation	Observations
DMU	Sensitization of elected local government leaders	Whole country	Mayors Vice-mayors Members of District councils	DMU / MINALOC			
	Public Administration Community Development Accounts and internal audit Method of adult literacy Methods of training adults	Whole country	Executive Secretaries of provinces, districts, towns and municipalities et City of Kigali.	AG & Associates Stratégies 2000 UNR	Not yet validated		The education levels of elected officers is not sufficient to be trainers Modules were not distributed
IRC/USAID	Preparation of development projects and other income generating activities Preparation of procurement directives Bidding process Participatory planning District development plans	All Province	Mayors of districts Members of districts CDC Members sectors CDC	2 agents in addition to IRC for each district	MINALOC modules Other modules produced by IRC directly or via consultants	Good training manuals	Need of new training after each election

Donor & implementing Agency	Subjects & Nature	Location & period (years)	Beneficiaries & levels	Trainers	Training materials/ Manual	Appréciation	Observations
SNV-PADEC Gitarama NL	Participatory planning Preparation of projects of community interest Sensitization of Women in decision making process Roles and mandate of elected local leaders.	5 districts : ○ Kayumbu, ○ Ndiza, Ntenyo	Local elected leaders: Mayors Vice-mayors and members of CDC at district level	Agents PADEC	A manual was available	A good manual	A 5 year development plan. - Participation of the population in project design and implementation - District capability in resources mobilization. Some districts still have problems. The new elected local leaders don't know how to overcome the day to day problems
MINECOFIN /DFID	MTEF	The whole country	Local elected officers: Mayors Vices-mayors and members of CDC at district level Planning officers Financial officers	MINECO FIN DFID	A training manual available	A good manual	This program was organized under the DFID Budget support program aimed at ensuring higher efficiency in the use of financial resources and effective controls of the usage of Government expenditures. This program runs from 2000 through 2003. During the field visits, it was noted that Local Governments have already adopted the MTEF framework in budget preparations, and this is harmonizing the local government budgeting with the central government budget system.
SIDA							Planned to commence in July 2002.

Although intensive training has been undertaken by a number of donors and other agencies, as indicated in the table above, there are concerns that:

- There has been inadequate coordination of the training activities between different agencies. This made difficult the exchange of information, sharing of experiences and lessons learnt from failures, successes and using different approaches and methods.
- The other major concern with respect to the training under decentralisation, is that the training has been effected without standard manuals or regulations so that beneficiaries of different donor programmes have used different techniques and approaches. This could further complicate the process of coordinating decentralisation implementation process.
- The design of the training programs did not appear to take into account the different backgrounds of the trainees and the available skills. The time and content of many training modules were not sufficient to provide the needed skills. In this respect, our findings from the field reveal that the trainees expressed satisfaction with the training program but complained that the time was often short and content shallow. A case in point is, where a trainee with a philosophy background is trained in planning techniques for only 1 day!

The MINALOC has developed a comprehensive training programme based on a range of training needs that have been expressed at different levels in the process of implementing decentralisation. This training programme is planned to involve all the levels of administration in central and local governments, and the thematic areas embrace: management; administration; community development; audit and financial management, including resource mobilisation techniques. Since this training programme is expected to involve people with different levels of education, professional background and experience, it is recommended that the concerns raised in this study be strongly considered in designing the content and timing. It is also recommended that efforts should be made to harmonise the training activities (including content and timing) by developing a standard training manual on different themes which can be regularly updated and used all over the country. This will facilitate coordination and monitoring of activities during and after implementation, as well as evaluation and impact assessment. This is particularly important for financial management and planning techniques which will form part of the basis of devolving budgets.

4.4 Services Delivery

In principle, under decentralization, the Central Government would be responsible for functions that have a national dimension, and the rest would be devolved to Local Governments. The functions to be retained by the line Ministries include: formulation of sectoral policies and regulatory framework; monitoring their implementation and assisting local governments in resources mobilization and management.

The separation of roles and responsibilities, however, does not seem to be clear to the different parties, and may result into conflicts if not properly and urgently addressed.

It should be recalled that the Budget Law of 2000 initiated a process of deconcentration of some activities at the prefecture level. Article 20 of this Budget law stipulated that the funds allocated for public services in the Provinces shall be under the direct supervision of the Prefets. In this respect, the specific budget lines allocated to some services and the services to be deconcentrated as well as the management modalities were determined by a Cabinet decision following a request by the Minister of MINALOC. The situation, therefore, is that whereas under the previous centralized governance system,

the line Ministries were represented in the prefecture by an agent or a service directly responsible to them, this role has now been taken over by the Prefet who now has the overall responsibility for supervising services delivery in all sectors in a province. By implication, the former employees of the sector: line ministries have now been taken over by the province, and the Province's administrative structure and organigramme revised accordingly to accommodate the new sectoral requirements in terms of logistics and personnel (see the new province's organigramme).

It is important to note however that the services delivery at provincial level represent deconcentration and not devolution. It is felt that this system will increase efficiency in the services delivery, reduce delays associated by bureaucracy, and improve the quality of supervision of the services delivery activities at the local level.

It is planned that services delivery will ultimately be initiated and implemented at the district level where devolution of powers, responsibilities will take place. Some administrative services such as registration of births, marriages, due to their nature and importance to the local communities, could be provided at even lower level (sector level) than the district. At the moment, however, provision of the various services expected at district level is still hampered by the lack of institutional, financial and human resources capacity in districts.

While deconcentration of the routine activities of line ministries to provinces was anticipated to bring the essential social services closer to the people, this is not yet well appreciated by many district authorities, as they cannot effectively supervise the various technical staff working in their districts. This is mainly due to the fact that these staff are neither employed nor remunerated by the districts authorities.

It is anticipated, however, that the speedy devolution of service delivery responsibilities and budgets by the respective line ministries to districts will assist improve the situation. In this connection, the focal points units in line ministries coordinated by the DMU under the chairmanship of the Secretary general of MINALOC are currently working out suitable mechanisms for phased and incremental devolution of specific services to the different levels of local governments.

The major progress in the decentralization of service delivery is indicated by the recent hand over of a number of responsibilities, functions, powers and resources to the Kigali City authorities (MVK), as Box 2 below indicates.

Box 2: Services recently transferred from central Government to Kigali City authorities

- ❑ Management of Agricultural and Veterinary services including training and reforestation
- ❑ Management of Personnel, Budget preparation and payment of salaries of local Government personnel
- ❑ Planning and revenue generation activities
- ❑ Power to negotiate finances for agricultural and other development activities
- ❑ Education management including recruitment of teachers, development of infrastructure and development plans for schools
- ❑ Ensuring follow-up of sports, cultural and recreation activities
- ❑ Management of health services including preparation of medical development plan, funding and development of health infrastructures (health centres, etc)
- ❑ Collaboration with the Ministry of Health (MINISANTE) in the execution of health projects
- ❑ Proposing candidates for membership to Boards of following list (RAMA, CHU, CAMERWA, and CNLS).

Chart 2: Functions at different administrative levels under Decentralization in selected Ministries

Ministry/ sector	Administrative Level		
	Ministry	Province	District
1.MINAGRI	<ul style="list-style-type: none"> ➤ Agricultural policy design and implementation monitoring ➤ Management of Ministry's staff in collaboration with MIFOTRA ➤ National institutions such as ISAR and ISAE,etc ➤ Programs with a national character ➤ Mobilization of resources ➤ Forests 	<p>*A department (DAEF) is responsible for agricultural policy implementation in the province</p> <p>*Manages all the staff in charge of agriculture in the province, including all related budgets</p> <p>*Management of the development projects other than those mentioned with national character</p>	<p>*Districts can plan and implement programs in respect of national policy and strategies</p> <p>*Can mobilize resources directly with Donors or through CDF</p>
2.MINISANTE	<ul style="list-style-type: none"> ➤ Health policy design and implementation monitoring ➤ Management of Ministry's staff in collaboration with MIFOTRA ➤ National institutions such as CHK and King Fayçal Hospital,etc ➤ Programs with a national character: AIDS, Malaria, etc ➤ Mobilization of resources 	<p>A department (Health Director is responsible for health policy implementation in the province</p> <p>*Management of all the staff in charge of health in the province, including all related budgets</p> <p>*Management of the development projects other than those mentioned with national character</p>	<p>Districts can plan and implement programs in respect of national policy and strategies</p> <p>*Can mobilize resources directly with Donors or through CDF</p>
3. MINEDUC	<ul style="list-style-type: none"> ➤ Education policy design and implementation monitoring ➤ Management of Ministry's staff in collaboration with MIFOTRA ➤ National institutions such as UNR, KIST and all other similar institutions ➤ Programs with a national character: National capacity building, etc ➤ Mobilization of resources 	<p>A department of Education is responsible for Education policy implementation in the province</p> <p>*Management of all the staff in charge of Education in the province, including all related budgets</p> <p>*Management of the development projects other than those mentioned with national character</p>	<p>Districts can plan and implement programs in respect of its own realities and strategies</p> <p>*Can mobilize resources directly with Donors or through CDF</p>
4. MINECOFIN	<ul style="list-style-type: none"> *Macroeconomic, Financial, Tax, Budgetary policies and National planning * implementation *All MINECOFIN Staff management in collaboration with MIFOTRA *Supervision of all MINECOFIN institutions *Coordination of all National and regional projects ➤ Mobilization of resources 	<p>A department Economic Development including statistics, tax, accounting, is responsible for Development policy implementation in the province</p> <p>*Management of all the staff in charge of Economic development, infrastructures, finances in the province, including all related budgets</p> <p>*Management of the development projects other than those mentioned with national character</p>	<p>Districts can organize themselves, plan and implement programs in respect of their own policies and strategies</p> <p>*These plans and programs should fit in the national Vision, PRSP</p> <p>*Can mobilize resources directly with Donors or through CDF</p>

Ministries	Administrative Level		
	Ministry	Province	District
5. MINERENA	<ul style="list-style-type: none"> ➤ Energy, water and natural resources, policy design ➤ Monitoring implementation ➤ Management of Ministry's staff in collaboration with MIFOTRA ➤ National institutions such as ELECTROGAZ, etc. ➤ Programs with a national character: ➤ Mobilization of resources 	<p>A department of Economic department in each province is now responsible for implementation of infrastructures, environment and natural resources</p> <ul style="list-style-type: none"> *Management of all the staff in charge of the above activities in the province, including all related budgets *Management of the development projects other than those mentioned with national character 	<p>Districts can plan and implement programs in respect of national policy and strategies</p> <ul style="list-style-type: none"> *Can mobilize resources directly with Donors or through CDF
6. MINITRAPE	<ul style="list-style-type: none"> ➤ Public works policy design and monitoring implementation ➤ Management of Ministry's staff in collaboration with MIFOTRA ➤ National institutions and infrastructures such as RWANDATEL, Airports, Roads Fund, etc ➤ Programs with a national character: ➤ Mobilization of resources 	<p>A department of Economic development with a division of infrastructures is responsible for infrastructures policy implementation in the province</p> <ul style="list-style-type: none"> *Management of all the staff in charge of economic infrastructures in the province, including all related budgets *Management of the development projects other than those mentioned with national character 	<p>Districts can plan and implement programs in respect of national policy and strategies</p> <ul style="list-style-type: none"> *Can mobilize resources directly with Donors or through CDF
7. MIGEPROFE	<ul style="list-style-type: none"> ➤ Gender policy design and monitoring implementation ➤ Management of Ministry's staff in collaboration with MIFOTRA ➤ National institutions such as WCF ➤ Programs and projects with a national character: ➤ Mobilization of resources 	<p>A department Health Gender and social affairs is responsible for gender policy implementation in the province</p> <ul style="list-style-type: none"> *Management of all the staff in charge of gender in the province, including all related budgets *Management of the development projects other than those mentioned with national character *Microfinance programs *Cooperation with NGO, civil society * 	<p>Districts can plan and implement programs in respect of national policy and strategies</p> <ul style="list-style-type: none"> *Can mobilize resources directly with Donors or through CDF, to support gender issues

It is observed that the process of deconcentration and devolution of services delivery to local governments will necessitate an overall restructuring of Government Ministries to reorient them to their new roles and responsibilities. This would help avoid duplication of effort and strengthen the ministries to effectively undertake their new but challenging roles of policy formulation and analysis; supervision, monitoring and evaluation; coordination and programming; as well as assisting in the mobilization of resources.

In addition, the legal and regulatory framework will have to be reviewed in order to facilitate the services delivery implementation. In general, there is need to harmonize the entire legislation to remove inconsistencies and contradictions that hinder effective implementation of services delivery under decentralization.

General observation on sustainability of local services delivery

There is noticeable tendency for most interventions to focus on constructing / rehabilitating social and economic infrastructures in the rural areas with little effort to put in place mechanisms for sustaining them. For the most part, the various interventions have provided funds and manpower to establish health centers, schools, water supply systems, markets and rural roads in the different provinces of operation.

In this context, the USAID intervention in health where provision of funds is based on matching donor contribution with counterpart contribution from local governments is commendable. This is because, it provides incentives to motivate local governments and communities to invest in essential social services and mobilize additional resources; encourages participatory planning; and increases ownership; all of which are important elements of sustainability. It should be stressed that the formula used by the USAID approach in health also takes into account the existing inequity among districts, and thus takes care of the need for balanced development.

This approach could be adopted by the Government in the ongoing focal points discussions to develop mechanisms for decentralizing sector activities and budgets, as well as other intervening agencies and donors. However, there are institutional difficulties that need to be overcome if the resources are to reach the grassroots levels where services are needed, one of which is the complex relationship between regional hospitals and the health centers in districts.

There is need to focus new interventions on training local government officials and communities on the management and maintenance of social and economic infrastructures developed in their localities, to ensure sustainability.

It is important to appreciate that the change in the planning process to promote bottom-up planning, is likely to strengthen participation of the local communities in the sustainable management of social services at local level (see figure. on national planning structure).

The management of deconcentration and devolution might prove a difficult exercise with the risk of creating conflicts among different levels of government, unless there is a spirit of efficiency, complementarity coordination and motivation to effectively deliver services.

Performances of some Ministries in services delivery

Under the centralized system, it appears that the MINAGRI, MINISANTE, MINEDUC were already active in services delivery and largely represented at province and district levels. The population adversely appreciated their performances, particularly after the war, where services delivery such as extension services has been disrupted by the war. On the contrary, Health services and education services have picked up in a satisfactory manner thanks the collaboration of civil society organizations in management of schools, hospitals, Health centers, etc.

With the deconcentration of service delivery, it is likely that these Ministries performances will be high because they will be benefiting from the past experiences in working at provincial and district level

The Government of Rwanda is aware that the rapid **Urbanization and the expansion of *imidugudu*** imposes extra efforts in providing services to the communities and developing social and economic infrastructures (water, roads, schools, health services). The following actions are planned: ensure maximum participation of the local communities, develop a coordinated and integral approach to environment issues, adopt a national land policy and a land bill and support off-farm employment activities.

4.5 The Implementation efforts likely to change as a result of the PRSP

In the design of the decentralization policy, emphasis was on promoting good governance based on democratization and participation. With the elaboration of the PRSP, however, additional elements that emphasize decentralization as a policy instrument for delivering poverty reduction programs have emerged. Thus, the present policy direction is linking decentralization to poverty reduction as the ultimate goal. Intervention areas that may need to be reviewed to accommodate the PRSP requirements include:

- ***Capacity building and training for local communities:*** The PRSP emphasizes community participation and self-initiative in planning, project identification, resource mobilization and implementation of development projects. With regard to government supported projects and programmes at the local level, the strategy is to involve the communities in supervision, monitoring and evaluation processes. These tasks require that the communities be empowered with the requisite planning, micro-projects management, communication and general mobilization skills, etc. In this respect, therefore, the training and capacity building programme that originally focused on sensitization of masses may necessarily have to change, to reflect comprehensive empowerment of communities, and to create absorption capacity to effectively utilize the financial resources to be provided to cells under the poverty reduction interventions.

- ***Support in policy formulation, monitoring & evaluation within the PRSP framework:*** While decentralization effectively divests service delivery responsibilities to local authorities, it raises issues for appropriate policy formulation, guidance and supervision of local governments and communities in effective service delivery. Thus, the various focal point units in the line ministries are being expanded and they will require capacity strengthening in terms of training, logistical support, raising awareness on separation of roles, etc., to ensure that they efficiently play their roles.

Thus, new implementation efforts and strategies will have to follow the broad priority areas of the national poverty reduction strategy ranked in order of importance in the PRSP as: rural development and agricultural transformation; human resources development; economic infrastructure; governance; private sector development; and institutional capacity-building.

Decentralization implementation: the way forward

- *The process of undertaking the required legal reforms is generally slow, and the population has not been well sensitized on these laws. This situation is also aggravated by the problem of acceding to those laws the complexities claimed to exist in the laws especially relating to taxation. Various laws and regulations relating to decentralization have been enacted or reviewed in disaggregated manner, which makes it difficult to consult, analyze or disseminate them effectively. In this regard, consolidating the different decentralization related legal instruments into one comprehensive local government law could facilitate the dissemination and understanding of these laws and regulations.*
- *While the DMU is structurally well constituted to effectively assist MINALOC in coordinating the decentralization process, the flow of financial resources has been inadequate to achieve all the expected results. The DMU is, however, undergoing restructuring in order to make it more responsive to the challenges.*
- *The local communities and local governments in beneficiary districts need to be assisted with mechanisms for ensuring those basic administrative infrastructures and equipment will be sustainably managed. It is when such mechanisms are in place that reliable effective and efficient services delivery will continue to be achieved.*
- *The implementation of services delivery at provincial and district level will require a general restructuring of all the central administration in order to avoid duplication of responsibilities and unnecessarily waste of resources.*

5. IMPACT ASSESSMENT

5.1 Some Successes registered

After 2 years of implementing decentralisation programmes, the outstanding achievements, according to this assessment, include the following:

- Influencing successful elections for local leadership at the cell, the sector and district levels. This development at once initiated the promotion of democratic process in Rwanda and enhanced the installation of good governance institutions and practices from the grassroots level up-wards, covering for the moment, local Government administration.
- Launching training programmes for the elected local government leadership particularly in such new areas as interpretation of government policies; planning techniques and related areas. Such training for the local government leadership has deepened awareness of important national policies viz: poverty reduction, fight against HIV/AIDS, and good governance practices at community levels.
- the implementation of the decentralization policy has encouraged and promoted participatory culture in community projects and programmes identification, negotiation and subsequently implementation and monitoring thus promoting genuine interest and ownership of development programmes and projects by the local beneficiaries. The positive impact of this change of attitude of local communities to development projects is due to enduring lack of resources (funds and human skills).
- The earlier stages of implementing the decentralization policy have been marked by deconcentration of routine administrative duties from the line and technical ministries to the provinces. This has involved transfer of technical staff, certain logistical support and supplies as well as the corresponding budgetary provisions to the provinces. This development has not only brought government services nearer to the people but also greatly reduced certain recurrent expenses, and facilitated routine decision-making processes at the province level.

5.2 Democratisation

There is appreciation among local communities that democratically elected leaders are increasingly becoming more sensitive to the needs and views of the electorate so that in this sense, the desirable attributes of accountability and transparency in local leadership are visible. Thus, the centrally appointed Burgomasters have been replaced with elected mayors at district levels, and the method of work of the current local government structures is such that decision making is done through Council Committees as opposed to previous situations where all powers for decision making were vested in one person, the Burgomaster. The effectiveness of the elected local government authorities is yet to be tested as the new authorities are still constrained with severe shortages of means to enable them carry out their functions. They lack adequate financial resources and skilled people.

In the context of deepening the democratization process in Rwanda, a number of important changes and developments, which a series of local government elections has brought about, ought to be mentioned:

- *Enhancing participation of all sections of communities in governance affairs of the country.*

This is reflected in the increased representation of women and youth in local councils and executive committees. The active participation of these hitherto marginalized groups is regarded as a real success in the democratization process, and is anticipated to greatly improve decision-making in the formulation and implementation of pro-poor policies and programs, and allocation of public resources at community levels. This is expected to improve the welfare situation of an increasingly large numbers of female and child headed households who continue to be impoverished from the linger-on effects of genocide and the pervasive effects of HIV/AIDS. What, continuously needs to be done, however, is to ensure their effective and meaningful contribution is to continuously sensitize and train these leaders to inspire their electorates be actively involved in developmental and income-generating activities.

- *Changing attitudes and increased sense of “inclusiveness” in governance*

As a result of the new local government structures, every adult Rwandan is theoretically expected to be involved in governance in some way. In this respect, a local council at cell level is constituted of all residents in that cell, while an estimated 2 million people currently participate as members of one committee or another in local governance. This has fostered a sense of responsibility in the governance affairs and is changing the attitude of the population, albeit at a slow pace.

What needs to be done to transform the existing mind sets of the communities and local leadership at large is to nurture self-confidence and to become self reliant, so that with this change in attitudes, this will facilitate realize empowerment benefits within local governance structures. This, however, entails appropriate training and intensified sensitization of both the masses and their leaders; grassroots interventions that expand the options of the poor to improve their welfare.

- *The quality of elected leaders reflects increased capacity of communities to elect capable leaders.*

The quality of leaders elected in the local elections is improving with successive elections as reflected in the education levels of elected leaders. In the last elections, over 80% of the elected officials have at least secondary education. This implies that leadership at local Government levels are able to grasp new techniques of planning and administration, and are also easily trainable. This is anticipated to significantly improve the quality of implementation of government poverty reduction activities in districts, and to provide the required vision for local community development.

This development, coupled with the increasing confidence the communities have in their democratically elected leaders, will continue to motivate communities to participate in development activities, as well as improve accountability and transparency.

5.3 Participatory Development

It is recognized that the culture of participatory development at the local community levels has greatly benefited from a series of community oriented donor interventions aimed at promoting local ownership developmental investments. Leading interveners have included USAID (LGI), the Netherlands (SNV), UNDP and the World Bank.

The impact of decentralization on participatory activities, has therefore, formalized and consolidated this process. It has also provided formal structures for identifying, planning and allocating developmental resources respecting developmental preferences of the electorates.

- *Participatory bottom up planning*

It is noted that a major development associated with the process of decentralization is thus the involvement of communities in the planning process so that development actions by both the local and central governments take account of the communities' own identified needs and priorities. Direct involvement of people in developmental actions at the community levels is expected to ease the pressure on the central government severely constrained by inadequate manpower resources.

It has been observed that the Community Action Planning piloted in Butare Province by MINALOC and NPRP during consultations in the preparation of the PRSP, has been largely successful, indicating that a participatory practice offers promising possibility for promoting community development. Community planning approach based on traditional culture of working together (locally referred to as *Ubudehe*) has thus proved that it can be a good means of promoting bottom-up development actions based on the local communities themselves being able to analyze their own problems and their development priorities without influence from outside. This spells one of the achievements of decentralization even though lack of financial resources severely limits the results of community participatory approaches- at least for the moment.

The application of *Ubudehe* for poverty reduction in Rwanda is based on the principle that the poor and their communities know the problems they face, but that they often do not have sufficient information and skills to design the best solutions, and may not be aware of other options available and the costs involved. External interventions, in this regard, should be provided after careful analysis of development preferences of the local people and communities if the external support is to be exploited effectively and to ensure local ownership of pro-poor investments especially in the rural areas.

- *Mainstreaming gender in decision making and socio-economic development*

The creation of Women development structures including the establishment of a separate Ministry for Gender and Women in Development (MIGEPROFE) down to the local government structures (women councils) has significantly strengthened the policy and institutional framework to better address the situation of Women.

In the rural areas, women have benefited from the USAID interventions through the Women in Transition (WIT) project, involved in promoting the reconciliation by empowering women in business, farming, and community based actions. These interventions have included the creation of Women's

Communal Fund, which is involved in expanding opportunities for the rural women's access to micro-finance.

It is largely considered that organizing the population into communal groups/ cooperatives, and refocusing their energies in viable economic activities, would not only increase income-generating possibilities but also bear positive impact on the reconciliation process and long-term stability. This is because the population would focus on economic activities, thereby preventing the possibilities of dividing the society through promotion of ethnic or other socio-cultural differences. The WIT program represents such interventions with a multidimensional approach and has contributed enormously in enhancing the confidence of women in business and in community development actions.

- *Participatory Constitution making*

For the first time ever in the Rwandan history, a national Constitution making process is under national consultation process. The National Constitutional Commission has been collecting views from all communities through grassroots level consultations. It is anticipated that the views of the citizens themselves will form the foundation of the National Constitution, hence, the legal framework of governance based on the real aspirations of the population. The extensive constitutional consultations have enabled local communities to freely express their views to the Commission. There has been a very high response more or less providing an indicator of the impact that decentralization awareness programs have had on instilling self-confidence and trust in the local population. The new Constitution, therefore, is expected to strengthen the existing legal provisions for local governance.

5.4 Reconciliation of the Rwandans

The introduction of the *gacaca* system of justice has created important opportunities to consolidate the process of unity and reconciliation among the population. This is strongly enhanced by free confessions and the willingness of community to solve their own problems. Some of the concerned communities and local leaders confirm that the traditional system of justice avoids the belief of state persecutions often associated with state prosecutions. It has also been argued that the system would help separate actual offenders from the society and assist foster unity among the community members.

National reconciliation is also being pursued through the resettlement program in which households are being encouraged to settle in clustered units locally termed *Imidugudu*. By end of 2001, more than 170,000 houses had been built in 2800 *Imidugudu* village sites. Government officials argue that besides freeing the land for agricultural production and other activities, settlements in these *Imidugudu* are helping enhance unity and reconciliation, and that provision of essential infrastructure is relatively easy.

It was established from discussions held with local communities and leaders that poverty and delayed administration of justice in the on-going genocide trials are major obstacles to genuine unity and reconciliation.

5.5 Poverty Reduction

The policy and strategy framework for the implementation of decentralization is regarded largely dynamic and adaptable to the changing national needs and aspirations. In this context, the Fiscal decentralization and Community Development Policies have been formulated to facilitate the implementation of PRSP and to operationalise the functions of the decentralized units. In this connection, the deconcentration of services to provinces has brought essential public services in education, health, agricultural extension and water, closer to the people. In a number of ways, these developments have created new opportunities, which are increasingly more identifiable.

- *Beneficiary involvement*

The major achievements associated with the introduction of bottom up planning is that development interventions at community levels are based on priorities identified by the poor in their localities. Thus, discussions held with relevant stakeholders and the actions already taken, indicate that there is visible political commitment in support of the PRSP strategies along the community identified problems and preferred actions. Direct beneficiary involvement in identifying and deciding projects best qualified for financial and technical assistance from development partners underpins their commitment to ensure that such projects are successfully implemented.

- *Improvements in rural infrastructure*

Prior to 1997 the GoR was more preoccupied with resettling refugee returnees and the internally displaced people. However, the focus has since been on establishing rural infrastructures including roads; provision of safe water; rehabilitation and re-equipment of schools and health centers; improving the sanitation in and around community settlements; and modernizing the rural economy and revived urban agricultural markets. These developments have assisted in re-vitalizing the rural economy through increased food production, and reduced the pressure of migration to urban areas. The focus currently is on integrated programs that follow multi-sectoral approaches to poverty reduction. The IFAD supported community development project in Umutara province, is an example of an integrated development program that is pro-poor and local community based.

It has also been noted that most decentralization related interventions have focused on construction/rehabilitation of schools, health centers and water supply systems, which signify their increasing focus on poverty reduction, in addition to institutional and community capacity building which would guarantee sustainability.

Transferring administrative activities outside Kigali has also necessitated improvements in energy and communication infrastructures in which case, there has been some accelerated extension of electricity and telecommunication facilities in some rural areas of the country. The GoR believes intensification of these economic infrastructures will attract private investments and development activities in these areas. This is expected to narrow the development gap between different districts.

- *Improvements in Community self reliance*

It is observed that there is increased realization of the communities to become creative and self-reliant at household and community levels. This, nonetheless, is not to downplay the fact that the population's attitude of dependency on the state is still largely prevalent. Interesting case studies include: the EDF supported program in which each cell has been provided with Euros 1000 for prioritized development activities. Under this program, the communities are encouraged to identify poverty-focused projects to implement using these funds. It is interesting to find out that one of the criteria for allocation of funds is whether the projects require materials, which can be mobilized locally so that the funds are spent on other projects. A case in point is where a cell spent all the funds on constructing a protected water spring but discovered later that they needed to construct a road. Resources for this had to be mobilized locally as the Government could not give them more money. A good road was constructed with the community's own efforts.

- *Poverty diagnosis through social mapping*

The first hurdle in tackling poverty is appreciation of the prevalence, and a critical diagnosis of the inherent causes and identifying possible solutions to the problems. The GoR acknowledges the fact that it is the local communities themselves that are most suited to identify their development needs and potentials, have better experience and knowledge about their environment, and could initiate development activities that address their known needs.

In this connection, the participatory poverty assessment pilot project undertaken by MINALOC and the PRSP unit, revealed important differentiation in the poverty levels within communities⁴. The communities themselves undertook this social mapping, and were able to analyze the poverty characteristics in their localities and identify the solutions. This situation provided a baseline for interventions in poverty reduction actions, and the point of entry for development assistance to local community development is to help the communities choose the most feasible option under the circumstances and available resources, and providing the technical and financial support.

- *Increased community/ grassroots targeted donor interventions*

The decentralization policy has created a framework that encourages donors and other interventions, to increasingly target resources at district and grassroots level. Most development projects are focusing their operations at local government levels where the impact is desired. This is expected to reduce the transaction costs and increase ownership due to greater participation and responsiveness of local communities.

⁴ The PRSP (December 2002) indicates that the poor at household level were categorized into: *Umukene Nyakujya* who have no food, shelter or clothing, and have to beg to survive; *Umukene*, who lack sufficient food but work for others for survival, have shelter but insufficient farmland, and hardly get medical care; *Umukene wifashije*, who have sufficient food and can send children to primary schools but with difficulty, obtain minimal harvest and have poor and small shelter, but can't afford medical care. The other category is the *Umukungu*, who realize excess harvest, have a good house, own a bicycle, can send children to secondary school and can engage laborers.

In addition, the Women in Transition (WIT) program, funded by USAID has provided over 2000 sub-grants to women's associations and groups mainly for agricultural and rural enterprise activities. This program directly targeted the most vulnerable among the poor, as the beneficiaries were predominantly rural women, and most of who are heads of households.

There are, however, a number of bottlenecks such as delays due to donor procedures that require central level approval of projects and funds disbursements. This appears to be the concern that the procedural difficulties between the World Bank and the Ministry of Agriculture are frustrating a Water project in Maraba district under the Rural Sector Support Project. At the district level, approval of project funds and activities is expected to be done by the CDCs but it is sometimes difficult to realize the quorum due to irregular attendance of members.

5.6 Strengthening Collaboration and Cooperation

The Rwandan local authorities (106 districts/towns and the city council of Kigali) have formed a Local Authorities Association, with the technical and financial support from the Swedish Government. In addition, however, informal collaborative arrangements among local governments within and across the borders have been strengthened. As a result, there is increasing local, regional and international collaboration among local governments in: social service delivery; infrastructure management; security and law enforcement; trade and tax administration; promotion of cultural exchanges; information sharing and capacity building, among others. These linkages have been useful in various ways:

- (i) Mobilization of resources for the construction of a modern livestock market by 3 districts in Kigali Rural province, which are planned.
- (ii) Enforcement of security across borders between Rwanda and Burundi. The local authorities in Kibungo province have regular working arrangements and meetings with the neighboring province in Burundi to jointly monitor and enforce security.

The main problem in this regard is the limited information available to the local authorities, knowledge and lack of self-confidence among the local leaders.

Opening local leadership to international realities

The existing collaborative efforts especially on international level could be enhanced if the international NGOs and donors involved in supporting decentralization are to assist linking the Rwandan local authorities to other local governments in other countries. This would immensely contribute in building the institutional capacities of these local authorities through sharing experiences, information and training, etc. In addition, this would assist in identifying development opportunities such as markets for agricultural products, education, health for all practices and so on. A district in Byumba province, which has been twinned to a municipality in Belgium, has secured important and useful benefits in the Education sector. Helping the local governments explore such opportunities could be included in the twinning agenda in support of decentralization with regard to bilateral relations.

6. CIVIL SOCIETY INVOLVEMENT

It is observed that the emergence of the civil society as a viable link between the state and the population has also historically been hampered by state control. Since 1994, however, there has been consensus on the part of government, donors and the wider society of the need to strengthen and involve the civil society in the reconstruction and development process of the country. It is observed that conducive policies are gradually being put in place but the financial and technical support that would enable active participation of the civil society is still limited. In addition, the GoR plans to provide incentives such as tax exemptions, and incorporate cooperative principles in the schools curriculum.

It is important to stress at this point that genuine involvement of the civil society in the decentralization process requires support in capacity building especially in institutional strengthening, logistical facilitation, human resources and financial means.

6.1 Involvement in Policy Formulation

The availed information and the discussions indicate that there has been limited involvement of the civil society in the initiation and formulation of the decentralization policies and programmes, owing to the nature of the Rwandan civil society and the way most policies have been introduced (top-down). It should, nonetheless, be noted that the consultation of the civil society representatives has progressively improved so that increasingly, policy documents are representative of different interest groups. In this respect, the process of formulating the Fiscal and Financial Decentralization Policy involved wide consultations and inputs from the civil society organizations, the private sector, institutions of higher learning, local government councils, local government executive committees and other interest groups and individuals⁵.

It is to be noted that while the civil society participation in policy formulation and analysis is still limited, available evidence suggests that civil society organizations are increasingly becoming active in lobbying and negotiating with Government especially on policies that they feel concerned about. A case in point is the Health Insurance scheme for public servants, which the Ministry of Public Service claims the GoR has put in place as part of the incentives for the civil servants. The workers are, however, displeased grounds that the premiums charged are very high. Under the influence of decentralization and good governance approach, it is expected that this will assist evolve a culture of negotiation between Government and other stakeholders and lead to increased involvement of the civil society in policy formulation and analysis.

For the civil society to be genuinely involved in policy formulation and analysis, efforts must be made to develop the requisite technical capacity in negotiation and especially to engage policy makers in constructive debates. On the part of Government, there has to be willingness to work with and listen to the views of the civil society as a link between government and the population. This will entail an enabling political environment that promotes independent judgment of critical national issues and productive relations with the population.

⁵ The Minister's Forward to the Fiscal & Financial Decentralization indicates that the various stakeholders mentioned were consulted, although some civil society groups do not seem to understand the policy.

6.2 Involvement in Policy Implementation

There has been limited direct involvement of the civil society organizations (CSOs) in the implementation of the decentralization process. However, a number of CSOs especially faith based (Christian, Muslim, etc) international NGOs, Women's Associations spread all over the country, have been actively involved in:

- construction and management of schools and health centers;
- Sensitization of the communities on HIV/AIDS, counseling and medical care for HIV/AIDS victims.
- Resources mobilization for poverty reduction and supporting community based development activities.
- Promoting reconciliation and human rights observance

At the grassroots levels, Cooperative associations have been active in mobilizing farmers especially in produce marketing, and their network is fairly evenly distributed throughout the country. Their operations, however, continue to be constrained by lack of competent leadership and skilled staff to give them clear vision in addition to lack of adequate financial resources. Yet these organizations should be ideal intermediaries in the provision of micro-credits.

6.3 Problems and Needs Expressed

The major problem of the civil society is the inadequate financial capacity among the CSOs. There are concerns from both the GoR and the public that because of limited capacity in mobilizing sustainable funding on their own, CSOs lack the capacity to work independently. As a result, this group is largely operationally ineffective. For example, CLADHO, an umbrella organization of 5 human rights organizations, had in 1999 prepared a 3-year action plan in which 17 projects were expected to be implemented throughout the country⁶. By 2001, however, funding had been secured for only one project. As a result of lack of funding, planned activities had to be scaled down including laying-off of the limited staff.

Apart from financial inadequacies, the civil society, like all sectors in the country, is constrained by severe lack of skilled personnel to provide quality leadership. Many indigenous NGOs and CSOs have limited capacity to formulate project proposals to mobilize funds, or even plan and execute their own programs independently.

The history of dependence on the state and external support tend to undermine the ability of local organizations to act independently and hence attract financial support.

⁶ Source: "Civil Society in Rwanda: Assessment & Options" prepared for USAID /Rwanda. ARD.

6.4 The Role of the Media

It is to be observed that the role of the media has, since 1994, changed from being agents of state propaganda to that of being an instrument of social cohesion and transformation.

Recognizing the crucial role of the media in the Country's socio-economic transformation, the GoR has made efforts to give the press a new image, and the press is an important ally in building good governance and fighting poverty. In this regard, the Cabinet adopted a new Information policy in November 1994 to develop and strengthen the media to play a meaningful role in the promotion of good governance and poverty reduction through public education and community mobilization.

Several actions in supporting the press, have been undertaken:

- The national Radio and Television have been rehabilitated with modern equipment and facilities installed. In a country like Rwanda where modern communication infrastructure (reliable all weather road networks, telecommunication systems, etc) are inadequate and unevenly distributed, electronic media (Radio and Television) are important alternative means for fast dissemination of information on government programs throughout the country. The media has been extremely helpful in mass mobilization in the local government elections.
- The print media has also rapidly recovered with a number of newspapers published in various languages spoken in the country (Kinyarwanda, English, French, Swahili), providing the reading population with a variety of information coverage on social, political and economic situation in the country and beyond. These developments are, nevertheless, still evolving in terms of information quality, and restricted by limited circulation due to poor national readership. It has been noted that even Government offices do not purchase and encourage reading local newspapers- a situation that is not supportive to the growth of the media industry.
- Intensifying training of journalists and communication professionals through establishing a School of Journalism at the National University of Rwanda (NUR). This is anticipated to create a critical mass of communication professionals so these will eventually form the base to improve the quality of the media in the Country. Currently, the few journalists available are concentrated in urban areas, mainly the capital Kigali. The GoR believes that professionalization of the media will strengthen the role of the civil society in promoting transparency and accountability in local governance.
- Promotion of ICT is expected to boost local government activities in areas where such infrastructure will be established. Under the Distance Learning Program funded by DFID, ICT facilities are being established at 10 centres evenly distributed throughout the country (at least 1 in each province) for the distance-learning program. It is planned that local authorities and communities will be involved in the use and management of these facilities i.e. computers and Internet services, which will improve communication among Local Governments.

The challenge in this regard, however, is to raise adequate financial resources and skilled human resources, enhance the low capacity of the media and other SCOs, so as to make them less dependant on external assistance and hence increasingly able to act independently. More specifically for the media, appropriate packages of incentives need to be developed to enable the media spread into the countryside.

6.5 The Role of Women

It is observed that women's groups involved in development activities, at different levels, constituted a substantial part of the civil society. Despite the effects of the 1994 genocide, women groups' activities in the country have significantly recovered and expanded. A study conducted in 1999 by a women's NGO, *Reseau des Femmes* found out that the number of women organizations operating at different levels were as shown in the following table:

Table 3: Territorial Distribution of Women's Organizations in 1999.

Administrative Unit	Organizations
Province	120
District	1,540
Sector	11,560
Cell	86,290

Source: Civil Society in Rwanda: Assessment & Options. Prepared for USAID /Rwanda. ARD

The table above clearly demonstrates that the presence of grassroots network is very active and plays an important role in community development activities. Some of the Women Groups that are actively involved in specific development activities include:

- ***Duterimbere*** focuses mainly on micro-credit for women and conducts civic education and advocacy for women's economic rights;
- ***Reseau des Femmes*** has been involved in conducting leadership training for women, research and advocacy to promote women's participation in politics.
- ***Haguruka*** is involved in sensitization and advocacy on legal and human rights issues. With funding from UNHCR, *Haguruka* has trained a number of paralegal personnel and set up a mobile legal clinic to sensitize Rwandans about laws on property inheritance, divorce, and sexual abuse.

It is also to be noted that the various GoR reforms since 1995, have included deliberate policies, and programmes to promote the participation of women in governance and decision-making. In this respect, the GoR has supported the women's involvement through MIGEPROFE, while the Women councils at grassroots level are enhancing their effective mobilization into the reconciliation process and to participate effectively in various community development programmes. The current local government structures have special positions for increased women participation in public affairs and in the local governance.

As a result of this affirmative action pursued in the decentralization process and other public programmes, this has greatly encouraged women to stand for elective positions, thus women representation at district and municipality councils currently account for 26% of the councillors and 24% of executive committees' membership.

These developments, though underlying positive socio-economic progress, they also reflect the impact of the 1994 genocide more women as a result of which women are now family heads and

actively involved in social and economic activities⁷. Women have also proved to be more progressive and are favoured targets for socio-economic transformation but especially given the fact that they are the main contributors to agricultural production.

Considering women participation in poverty actions, the USAID has assisted in promoting the involvement of women in reconciliation through income generating activities under the Women in Transition (WIT) programmes. This project has assisted in instituting a Women Communal Fund (WCF) a micro-finance programme to help mobilize savings and extend micro credit to the rural women. WIT has supported 30 WCFs whose memberships comprise 2098 women, many of whom are household heads⁸.

It is, however, not clear how the Women Communal Funds provided in the WIT programme have performed, which would have provided lessons for the micro-finance initiatives in a post-conflict environment. These lessons are essential to influence future design and modalities for the extension of the WIT project.

There is some consensus that active involvement of women in decision-making is an important aspect in planning and implementation of pro-poor development programmes, and would greatly improve resource allocation and utilization by targeting the right people/households and productively engaged community members.

With respect to the Justice and reconciliation, women's groups have responded positively and most active in the *gacaca* courts.

It is to be appreciated, however, that the active participation of women especially in the democratic process under decentralization, is still severely hampered by the traditional attitudes that tend to undermine women, low education among the majority of women, and lack of self-confidence. Discussions with local leaders in the districts visited point to the lack of self-confidence due to strong adherence to traditional values- male dominated- these constitute the main reason for most women's reluctance to stand for elections even with active affirmative action in their support.

However, the younger generations of educated women are much more liberated mentally and their perspectives about their roles in society are modern. This is the group that have important positions in the public service and have stood for elective posts. The older generation are, however, very active in commerce and trade activities. Overall, the role of women in Rwanda economy and public domain is now visible and increasing in importance. But the society is, however, still male dominated even though steadily changing.

⁷ The findings of the Rwanda Demographic and Health Survey, 2000, the number of female-headed households has increased from 21% in 1992 to over 30% (31% in urban and 37% in rural areas). This is attributed to the 1994 genocide in which an approximately 1 million people were killed. The trend is likely to continue due to increasing widowhood from HIV/AIDS.

⁸ These facts & figures have been obtained from a USAID document SOAG 3, 2002.

Strengthening civil society

- *The state doesn't involve itself in the cooperative decision making like in the past. This democratization is expected to enhance the independence of the cooperative movement, one of the biggest civil society groups in the country.*
- *At present, there are claims that most national NGOs are concentrated in Kigali city with little presence in the districts so that grassroots level organizations are not fully active in State affairs. This makes them less informed about the welfare of the majority of the people in the country*
- *There is a need to find the right balance in the relations between some civil society members and the Government. These relations should be based on mutual trust and not on confrontation. Permanent dialogue and clear guidelines issued by the Government will facilitate building a positive climate of cooperation*

7. PROBLEMS ENCOUNTERED

While it was agreed that important progress has been made with regard to administrative decentralization (establishing legal and regulatory framework, putting the local structures and staffing those levels), the team of consultants has noted that some difficulties are arising in implanting the other aspects of decentralization. Slow progress appears particularly in implementing the service delivery, fiscal and financial management decentralization, community development policy for poverty reduction.

Those difficulties are related to problems encountered in the implementation process are grouped under the following points: lack of the human capacity to manage the whole process, lack of financial capacity, lack of adequate communication and collaboration among stakeholders, lack of adequate coordination, resistance to change and training related problems. These problems are analyzed in the following paragraphs.

7.1. Lack of the human capacity to manage the whole system

7.1.1. Problems in managing the inclusive system

The decentralization system implies networking instead of hierarchy. Public officials who used to work in “closed doors” have now to open up their sanctuary to NGOs, community based organizations, private sector, other public officials, etc. This new situation exacerbates the old difficulties of going beyond the conflicting needs and interests of various stakeholders involved or to be involved. Thus, the inclusive system (involving other public and private sectors, civil society and ordinary citizens) requires adequate mechanisms, appropriate skills, etc. Channelling different views and ideas in order to reach synergy constitutes in its nature a universal issue not only in practice, but also in theory; and the aftermath of the war and genocide worsens those difficulties.

7.1.2. Shortage of capable human resources

Due to the tragic events experienced by the country, especially in the year 1994, a big number of the personnel has died, others have fled or are in prison and others are not yet ready to make the necessary sacrifices to shift from the centralized culture to the decentralized one. Taking into account those considerations leaves a small portion of committed people capable of managing such a complex process.

Moreover, there is a lack of experience in handling the decentralized system; many of the officials are used to a centralized system which is being replaced for its inadequacy, especially the pathologies of bureaucracy such as red tape, power conflicts, corruption, etc. The temptation to reproduce those habits in the new system has been materialized in some circumstances. If not well implemented the negative impact of the decentralized system may even be worse (*Corruptio optimi pessima: the corruption of the best is the worst*).

7.1.3. The issue of representation

Due to insufficient technical and ethical skills, it is problematic how the representatives of the community decide on behalf of all the sections composing the community. For example, the interviews have revealed that there are problems which are not given priority in policy and decision making because they are not put on the agenda by local leaders (such as the problem of the children prevented to continue with their studies because of the poverty of their parents). It is not obvious how the powers given to various committees and councils are managed internally: by which mechanisms for example sixty members of the Butare municipality council reach the decisions that reflect the aspirations of their electors? From the interviews, it is clear that no adequate mechanism exists currently so that the representatives of the people may effectively interact with their electors and report what has been revealed to them. The same concerns remain for CDC, executive committees and councils at various levels of decentralized entities.

7.1.4. Paradox in managing participation

The ability required to manage a great number of committees, to coordinate different viewpoints and to conduct meetings is problematic. It may be recalled that the total number of people involved in decisions at different levels is no less than 2 000 000 people for a total population of 8 000 000. This is good news in terms of building the concept of participation. Nevertheless, this requires tremendous skills to coordinate the whole system. If one focuses on the internal organisation within a council or a committee and the process followed in solving daily problems, then one can understand how difficult the culture of decentralization is being internalised.

7.2. Lack of financial capacity

The lack of financial resources to provide the basic services in the decentralized entities is putting the implementation process in jeopardy. Whereas the country is geared towards the development phase, in many districts, the emergency phase is not practically over. The lack of financial capacity creates an atmosphere of de-motivation and frustration in decentralized entities and thus, the difference to be made by decentralization delays to materialize. Equipments, infrastructures (such as electricity, roads, the building of the sector offices, telephone lines, etc) needed to improve interactions between local leaders and other stakeholders are not yet in place in many districts.

In the short and medium term, the chances to find a solution to this important problem are small for the following reasons:

- most of the districts are poor and cannot mobilize internal revenues in spite of the policy of fiscal decentralization
- at the national level the margin to allocate enough resources to the decentralized structures is limited by the requirements imposed by IMF
- most of the rural districts cannot even pay staff salaries and of delays in payments
- Problems of lack of appropriate infrastructures and equipment at sector level: the new organizational structures made the new districts much larger than the former communes. The negative side of this is that for some citizens, it takes long time to reach the district office. This is combined with the adverse fact that

many sectors that normally could deliver services, which used to be delivered at communes level, lack of minimum infrastructures and equipment. That's why many citizens complain that governance today has been moved far away from them.

7.3. Problems of communication and collaboration

7.3.1. Ignorance of the new legal and regulatory framework

The new legal and regulatory framework is not yet well known at the district levels. It is rare to find an official gazette at the district levels, despite that it is a valuable source of information and reference. For example, during trainings in December 2001, the district executive secretaries showed that they didn't share the understanding of their responsibilities not because they interpreted differently what is written in the laws, but because many of them hadn't read those laws. The consequence is that, in many cases people act according to what they think is right and not in accordance with what is defined by the regulations.

7.3.2. Problems of communication between different spheres of governments and Within districts

The problems of conflicting perceptions as described above are partly due to the lack of an adequate communication system. There is no system which is strong and clear enough to handle divergent perceptions, differences of priorities, red tape,... despite that those hindrances are still remarkable in the interactions of various role players (especially between ministries and local governments and between the donors and the beneficiaries). There is for example, no clear information given to the districts by the MINALOC explaining why the Government support to the district functioning has delayed. That lack of adequate mechanisms of communication between different echelons is a serious obstacle to the implementation of sound decentralization whereby partnership should prevail on hierarchical considerations is obvious. The inadequate mechanisms of communication produce misunderstandings which then create an atmosphere marked by conflicts and power struggles between services or institutions which normally should be working in harmony to face the challenges.

Because of the merging of the communes, in some districts, the people have to sacrifice a whole day to reach their district headquarters. Few districts have found innovative solutions to deal with such situation. One of them is to go out of the offices, and to reach out to the people in their respective cells and sectors. However, that option is hindered by the lack of fuel, the lack of vehicles in some districts, the lack of infrastructures (such as roads) or the poor maintenance of the existing infrastructures, etc. Furthermore, in such areas, where there is no fear of the control from the above, some grassroots leaders are inclined to victimize the population by, for example, fixing arbitrary taxes and contributions, etc. This problem can only be solved if the service delivery decentralization process is attained the sector level and if necessary infrastructures and equipments in the sectors are in place (this is not the case currently although efforts are being made in that direction).

7.3.3 Problems with the reporting systems

The accuracy of the reports transmitted by grassroots officials (from the cells) are to be taken cautiously. Indeed, the data and statistics transmitted contain some important errors. Another reporting related problem, as observed, is that the echelons which are capable of conceiving or designing the forms or the tools of collecting information leave that gap to be filled by grassroots leaders and that results in diverse ways of reporting (and later on a problem of analysing and coordinating the reports) as well as a extra work to those who are to collect or to execute the directives from the top.

7.4. Problems of coordination

The problems of coordination have many dimensions and take roots in many of the problems described above. The problems of communication and collaboration, the insufficient human and financial capacity, impact on coordination. It is a problem for example, to coordinate more than 150 community based organizations (*amashyirahamwe*) of Save district. However, if coordination is not well achieved, the complex process of decentralization deviates easily. Coordination is particularly needed at the following levels:

7.4.1. Coordination of the planning processes

The integration of various plans in order to render them complementary is still a problem. That is, for example, the vision 2020 which is now being reviewed while it should be the basis for the development of other policies such as PRSP.

The context of uncertainty and the problem stated above of inadequate communication mechanisms complicate the coordination of the planning processes.

7.4.2. Problems of harmonization and synchronization

Because of the many programs and policies in implementation phase, the efforts seem scattered and there is a risk of “saturation”. For example, the *gacaca* process and the decentralization process, the elections, the census planned for August 2002, the recruitment of the trainees and the organization of training, the matching of priorities between the MINALOC and the MINECOFIN, all those are current issues that hamper the implementation process. An other illustrating case is the problem of issuing new identity cards in order to conform to the new structures as the existing cards correspond to the period before the new districts were put in place.

7.4.3. The problem of prioritization

The speed to implement and the need to run things according to the vision and principles of decentralization create divergent views on what to start with.

Indeed, the conflicting needs and interests appear between the local government, as an institution, and the citizens, as well as between the role players themselves, especially on the issue of prioritization. For example, some officials interviewed in the districts don't understand the reason why to raise expectations

if the conditions to fulfil them are not yet in place (why to raise salaries for the executive committee members in the district when there is no money available to pay them? Why not wait until the financial capacity allows it and then fix the salaries accordingly?). Furthermore, some laws are put in place in order to sanction the already existing practices and that raises the question of what should come first; the issue is not easy to state on as the officials in MINALOC justify that approach as inspired by the desire to “learn by doing” and to record in regulations the lessons learned from the experience.

However, it is obvious that such situations create some confusion on the ground and unless efforts are made to fill the gap, the decentralization implementation process cannot run smoothly.

7.4.4. Risk of Duplication

It has been noted that there is a risk of confusion of responsibilities between different actors, such as representatives of Ministries, local councils, executive committees, etc. There is also a tendency of creating new structures to deal with a specific problem whereas it may be more effective to reinforce the existing structures, especially when the resources are insufficient.

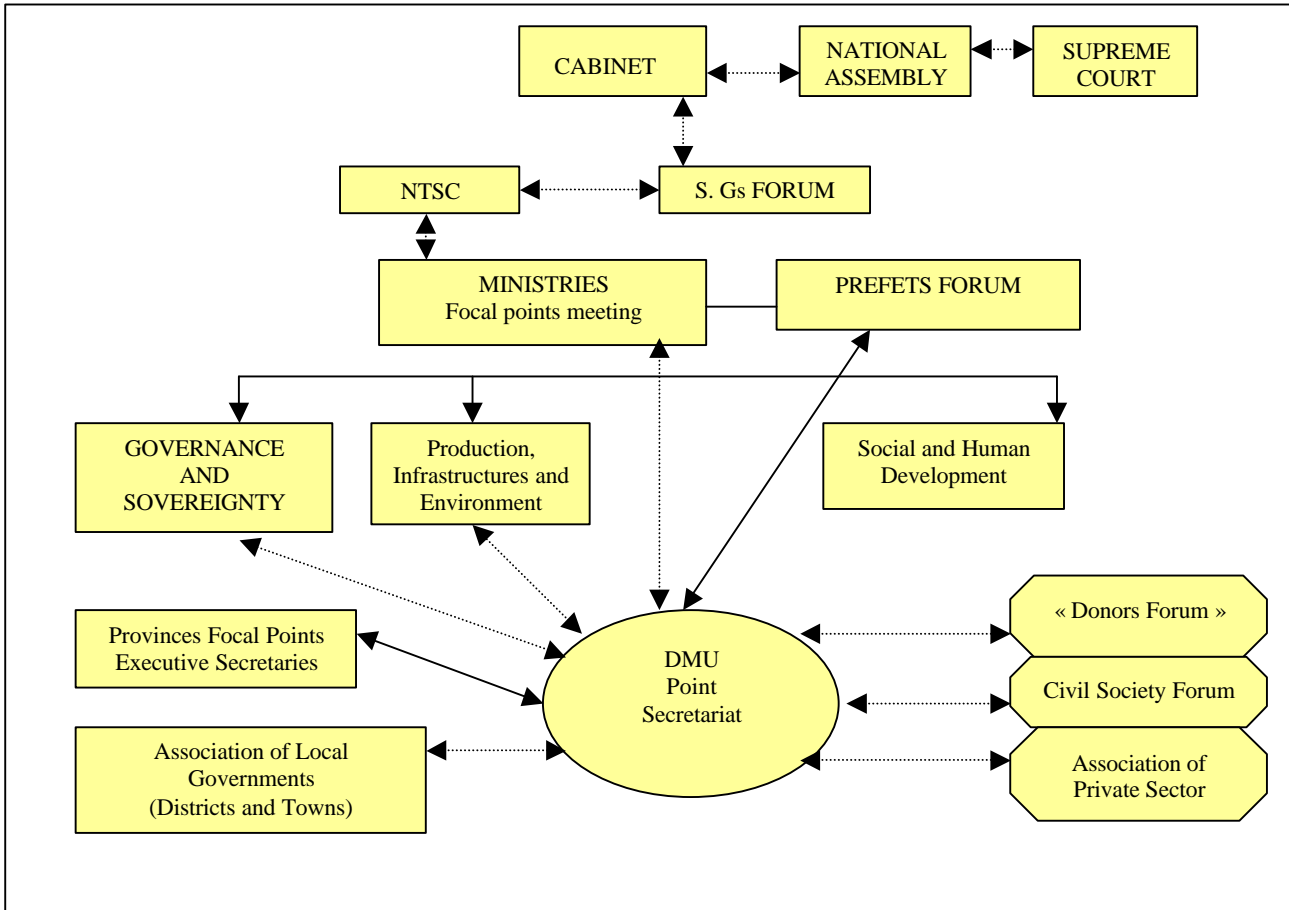
7.4.5. Coordination of the implementation process

Even if the implementation process is being done gradually, there are problems caused by the gaps between the different stages of implementation. Indeed, for effective decentralization, the political, administrative and economic/financial decentralization must be achieved. In the current context, the political decentralization is advanced, the administrative decentralization is also being put in place, but building financial capacity at district level they can be self-sustaining will take some time. This may impact negatively on the past achievements as the enthusiasm raised by the political and administrative decentralization is undermined by the financial constraints.

7.4.6. Delays due to long procedures and formalities.

The involvement of a web of stakeholders may cause delays. Meanwhile, some stakeholders still cherish long procedures and formalities which don't facilitate the targeted beneficiaries and which contradict the spirit of the decentralization policy. That impact negatively on the implementation process of decentralization. For example, in Save district, 54 projects were identified as pertinent, but only 15 (that is 27.8%) have been retained.

Fig 5 Coordination and harmonisation (Focal points)



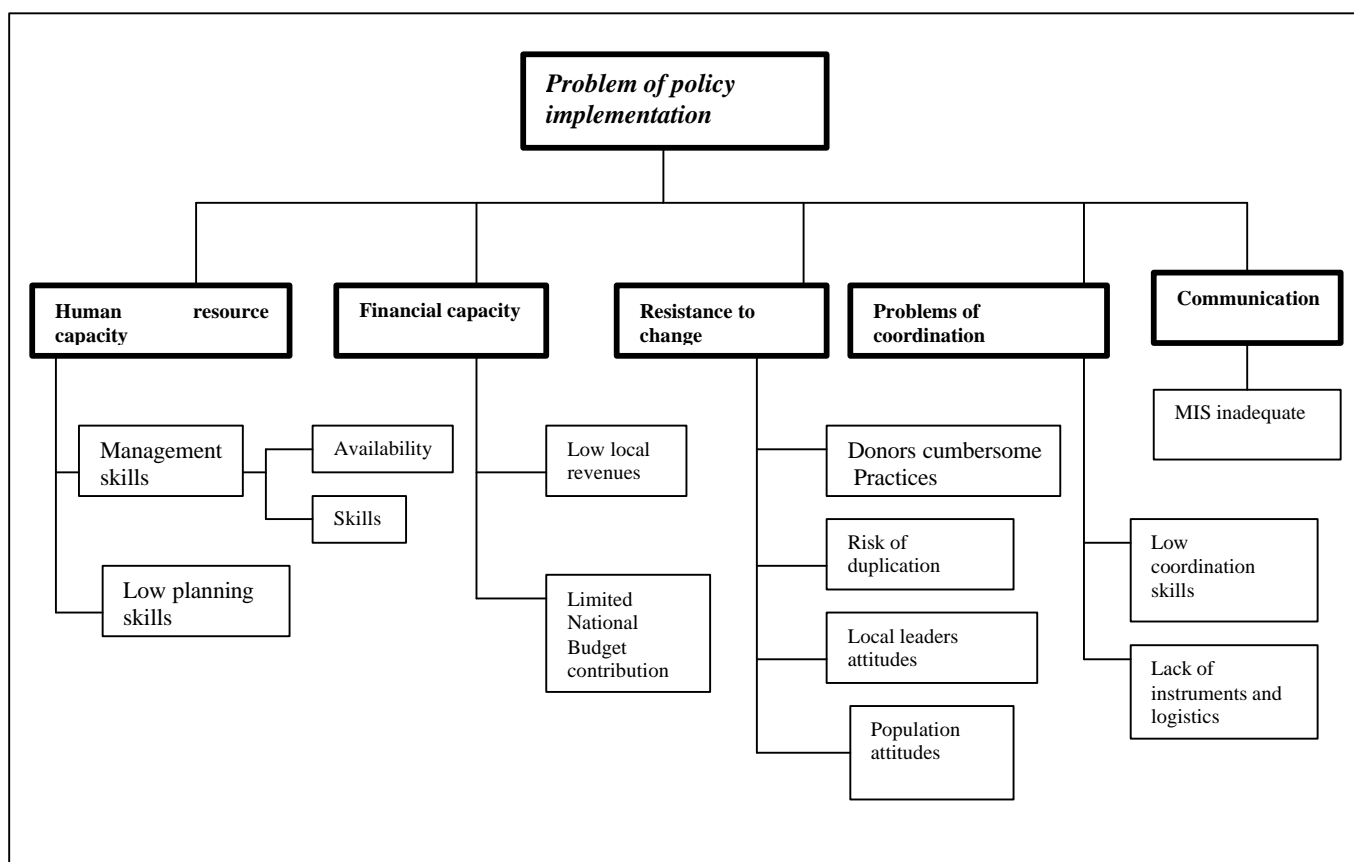
7.5. RESISTANCE TO CHANGE

One source of obstacles on the road of implementing the decentralization process is related to the resistance to change. Various people interviewed (at central, provincial and local levels, civil society) have recognized that the resistance to change is experienced at all levels and constitutes a serious threat to the implementation process. The problem on the top (ministries) causes delays in decentralizing resources, and on the bottom (in the districts), some leaders are still behaving in an authoritative way.

Another problem related to the resistance to change is **the lack of initiative to create and innovate ways of solving problems** by local governments and local communities. Indeed, the new culture of decentralization, which implies that the delegation of powers is also accompanied by the delegation of responsibilities, is yet to be materialized by grassroots structures. Few are the districts or local communities who have understood that before counting on the external support, they should find ways of solving their problems by using their “internal genius, innovation and creativity”. The community based organizations (CBOs) and other role players (such as the council, the NGOs, community representatives, etc) tend to expect too much from other stakeholders (especially the state), and contribute too little to improve their own situation.

Moreover, local communities are still shy in demanding accountability from their leaders; there are few cases, apart from the elections, and few adequate mechanisms whereby the ordinary citizens consider as their right to dare to speak out and ask their leaders to account for their practices. In most of the districts, the authority of the leaders remains a taboo in the eyes of the ordinary citizens.

Fig 6: Problem tree



It should be noted that the financial problems are more serious in rural and poorest districts, which cannot attract and stabilize staff. Those districts are not in a position to build accountability and to attract external support for their development.

Solutions to problems raised by Decentralization process.

- *To address the problem of human capacity, an important program of human development is in place under the supervision of the Government. Moreover, a vast training program has been undertaken and will continue. Nevertheless, a lot more will be needed and the contribution of donors will be crucial to ensure effectiveness*
- *The human capacity problem and the financial capacity are interlinked and influence each other. Government of Rwanda and the donor community have already committed themselves to mobilize financial resources in order to finance decentralization (Cfr the establishment and budget contribution to CDF and to the recurrent budget. See also Donors' support). Further imaginative solutions are needed to finance current budgets particularly the staff salaries on a regular and sustainable basis. Indeed, there is a need to build an administrative capacity based on minimum core staffs that receives a salary or any other form of remuneration rather than relying entirely on unmotivated voluntary grass-roots administration.*
- *It is considered in the first phase to improve the reporting system at provincial level by making use of ICT (Information communication technology). The computerization of budget management with direct link with the Budget Department, a good project management fully computerized the computerization of salary management, a clear definition of the reporting system. all that will facilitate communications between the different levels of central and local Government*
- *It is expected that the establishment of a coordination and harmonization structure, particularly the Focal points will facilitate horizontal and vertical decentralization. This will contribute to improving coordination in the process of decentralization.*
- *As far as the resistance to change is concerned, the study reveals that it has a negative impact on progress of implementing decentralization in general and on the involvement of women in local leadership. This is reflected in the outcome of local elections where elected women represent 25% at cell level and only 14% of all the elected at sector level, when it is known that women represent 60% of the population. The problem of resistance will be solved through a long process of sensitization and consultations between all the actors in the whole process of decentralization policy implementation. This sensitisation has already achieved interesting results. But a lot more needs to be done*

8. DONORS SUPPORT AND COORDINATION

8.1. Donors' support trends

There is a growing interest on the part of donors to support the GoR efforts in implementing the Decentralization policy. However, this support is increasingly dependant on the availability of appropriate systems for ensuring transparency and accountability. The assessment shows that currently the main partners in the decentralization are USAID, the Netherlands, World Bank, UNDP, Germany, European Union, ADB/ADF and IFAD. New donor support from the Swiss and Swedish Governments, also currently underway, are expected to boost Rwanda's Decentralization program.

With the exception of the World Bank, ADB and IFAD funds provided on the loans basis, other donors' support is in form of grants. The analysis of the tables below shows that donors' support is mainly oriented to capacity building and community development. However, few investments have so far been oriented to social infrastructures, which are. This affects the whole development in the sense that social development constitutes the basic of a sustainable development.

Table 4: Contributions by donors in direct support to decentralization (MINALOC)

	Program/Name of the Project	Donors	Nature	Execution Agency	Amount	Currency	Starting year	Ending year	Project status	Intervention areas	
	1. Decentralization Program										
1	Local Governance Initiatives (LGI)	USAID	grant	AFRICARE, IRC	6 417 830	\$US	1998	2001, 2002	Completed	Kigali Ngali, Mutara, Gitarama, Gikongoro and Gisenyi	
2	Decentralization Management Unity (DMU)	UNDP	grant	MINALOC	3 393 750	\$US	2000	2003	OG	The whole country	
3	Good Governance & Community Development Support Project (IRC)	USAID	grant	IRC	2 467 247	\$US	2001	2003	OG	Kibungo	
4	Fiscal decentralization Project (ARD)	USAID	grant	ARD	2 470 163	\$US	2001	2003	OG	Kibungo, Kigali City	
5	Decentralization Process support-Kibungo	Germany	grant	GTZ	4 200 000	DM	2002	2004	Starting	Kibungo	
	2. Community Development Program										
6	Community reintegration and development project (CRDP)	World Bank	Loan	MINALOC	3 700 000	DTS	1999	2002	OG	Umutara, Byumba, Butare, Gisenyi & Gikongoro	
	Community reintegration and development project (CRDP)	Rwanda	counter part	MINALOC	120 000 000	FRW	1999	2002	OG	Umutara, Byumba, Butare, Gisenyi & Gikongoro	
7	Poverty Alleviation and Women Promotion	ADB/ADF	grant	MIGEPROFE	11 000 000	\$US	2000	2005	OG	Butare, Gikongoro & Kibuye	
8	Community Development Fund(CDF)Kigali,Umutara, Butare	UNDP-TF	grant	UNDP	5 299 532	\$US	1998	2001	Completed	Kigali Ngali, Umutara, Butare	
9	Community Development Fund(CDF)-Kibungo	Netherlands	grant	IRC	225 000	\$US	1999	2001	Completed	Kibungo	
10	Micro-Realisations Programme	UE	grant	Minaloc	8 100 000	Euros	1998	2003	OG	Byumba, Ruhengeri, Gitarama	

	Program/Name of the Project	Donors	Nature	Execution Agency	Amount	Currency	Starting year	Ending year	Project status	Intervention areas
11	Resources Protection Program	KFW	grant	DED	8 900 000	DM	2000	2003	OG	Kigali Ngali, Gitarama, Butare, Cyangugu, Kibungo, Umutara
12	Water, Environment and Sanitation (WES)	UNICEF	grant	Minaloc, Minirena	6 500 000	\$US	1998	2002	OG	The Whole Country
13	Support project to decentralization and participatory economic development	Netherlands	grant	Ruhengeri province	12 029 114	Euros	2002	2005	At start	Ruhengeri
14	Community Development Support Project(PADEC-GITARAMA)	Netherlands	grant	Gitarama Province	1 462 500	\$US	1996	2002	OG	Gitarama
15	Good Governance and Decentralization support Project	Netherlands	grant	Cyangugu Province	12 000 000	\$US	1999	2002	OG	Cyangugu
16	Rwanda Rehabilitation of returnees program	FIDA	grant	Minaloc	3 150 000	\$US	1998	2001	Completed	Byumba & Gikongoro
17	Social infrastructure (SI)	UE	grant	Minaloc	4 000 000	Euros	1999	2001	OG	Gitarama, Ruhengeri & Byumba
18	Community livelihood enhancement (CLE)-Ruhengeri	Netherlands	grant	Care international	1 132 258	\$US	2000	2001	Completed	Ruhengeri
19	Economic, technical and Social Initiatives Project	Germany	grant	AAA	850 000	\$US	2000	2002	OG	Umutara, Kibungo & Butare
20	Traditional fishing system Support	FAO	grant	MINALOC	470 000	\$US	2000	2001	Completed	Cyangugu, Kibuye & Gisenyi
21	Strengthening basic organizations program	ACDI	grant	Minaloc	3 505 000	\$US	2000	2003	OG	Gitarama & Butare
3. Social reintegration Program										
22	Widows shelter program	UNDP-TF	grant	MINALOC	3 088 659	\$US	1996	2002	OG	Kigali Ngali, Gitarama, Butare, Gikongoro, Cyangugu, Kibuye, Ruhengeri, Umutara, Kibungo & Byumba
23	Decentralization and peace	SWITZERLAND	grant	Local NGO	4500000	S FR	2002	2004	Starting	Kibuye
24	SIDA Support Programme	SWEDEN	grant	MINALOC	28 365 139	SEK	2002	2005	Starting	Butare & Gikongoro
25	Health and community development in Kigali ngali (ZOA)	UNDP-TF	grant	ZOA	2 560 000	\$US	2000	2003	OG	Kigali Ngali,
26	Priority program for jobs generation	EU	grant	Minecofin	2 220 000	Euros	1999	2002	OG	Kigali City
27	Gender and popular education	FNUAP	grant	Minaloc	406 680	\$US	1999	2001	OG	Kigali Ngali, Butare, Byumba, Umutara & Kibungo
4. National Information Program										
28	Rehabilitation and construction of CRI	Rwanda	grant	Minaloc	120 000 000	Frw	1999	2002	OG	The Whole Country
29	Rehabilitation and extension of National Television	Rwanda	grant	Minaloc	75 000 000	Frw	1998	2001	Completed	Kigali City
30	Study on creation of a journal	Rwanda	grant	Minaloc	50 000 000	Frw	1998	2002	OG	Kigali City
31	ORINFOR restructuring	Germany	grant	MINALOC	65 000 000	Frw	1999	2000	Completed	Kigali City

	Program/Name of the Project	Donors	Nature	Execution Agency	Amount	Currency	Starting year	Ending year	Project status	Intervention areas
32	Rehabilitation and extension of Rwanda Radio	Germany	grant	MINALOC	1 446 840	\$US	1999	2001	Completed	Kigali city
33	Administration information system	USAID	grant	MINALOC	80 000	\$US	2000	2003	OG	Kigali City
	5. Institution Support									
34	Institutional support to Rwandan organizations	UNDP & Netherlands	grant	SNV	1 300 000	\$US	2000	2002	OG	Kigali City
35	Construction, rehabilitation and equipment of CCDFP and CPDFP	Rwanda	grant	Minaloc	60 000 000	Frw	1999	2001	Completed	The Whole Country

Source: MINALOC, Planning Department OG: Ongoing
CEPEX
DMU /MINALOC

There are other projects of national interest, which, though not designed to directly support decentralization, are contributing to the social and economic development of districts in which they are implemented. Although these projects are nationally designed, managed and coordinated, local leaders in beneficiary districts need to be actively involved or at least consulted in their execution, to ensure sustainability. Some donors like the World Bank have decided to include in the projects they finance a component of supporting and promoting decentralization. Others have chosen to work with the local governments in the spirit of the decentralization program.

All this is in line with the Community Development Policy adopted in 2001, which states that only national infrastructure projects (trunk roads, airports, etc) shall be managed by the Central Government. All other projects shall be managed, supervised and controlled at the level of local governments.

Therefore, Consultations and dialogue between the Line Ministries, the newly restructured CEPEX, local authorities and Donors will be needed in order to find ways of collaboration, and develop appropriate guidelines for use by local governments in initiating, designing and executing development projects in their districts.

8.2. Involvement of donors in policy formulation

The consultant analyzed the involvement of donors in policy formulation and implementation. Thereafter, the influence of USAID support on other donors' support has been analyzed. It was found that so far, the following aid agencies have played an important role in the decentralization policy formulation. These are the Bretton Woods Institutions (IMF and World Bank) through consultations in ESAF program and related structural adjustment reforms including decentralization. There are also the Dutch Government, UNDP, and DFID through their budget support, etc.

The USG support to the decentralisation process in Rwanda has been crucial and was the first support from development partners to initiate the concept and need for developing decentralisation policy in the country. The limited support grant agreement (LSGA) was instrumental in launching the national discussions, seminars and study visits to other countries to learn from specific country experiences of how the decentralisation policy was formulated and implemented, as well as strength and weaknesses of the decentralisation policy and implementation programmes. The LSGA initiated the process of strengthening financial management skills at different local government levels, but in particular, in

selected districts, thus preparing them for the subsequent roles in the decentralised local government management structures.

The contributions under LSGA were further consolidated by the outcomes of local governance initiatives (LGI), which focussed on rehabilitating rural infrastructure in 32 districts and carried out training and sensitisation, and provided micro credit for income generating activities. These interventions at the early stage of decentralization policy formulation and implementation were a good reference for other Donors.

8.3. Donors' support coordination

It is observed that there is inadequate coordination of interventions at the level of partner institutions/ implementing agencies, and at project level. This has, as earlier pointed out, resulted in duplication of effort, over concentration of programmes in certain localities and insufficient exchange of information and sharing of experiences, which would bring about mutual benefit to all stakeholders. The benefits associated with greater coordination include improved strategies and methodologies, reduced effort in collaboration, and real impact on the target areas/ groups.

Coordination requires concerted efforts of the Local Governments, civil society, donors, central government, communities, and other partners in development. Mechanisms of consultation between central and local governments on one side and the donor community and civil society on the other are important in order to make better use of scarce resources that are available. Coordination in this context includes appropriate institutional structures and linkages as well as the development of instruments that facilitate coordination. Presently, the horizontal and vertical linkages at Government level (inter-ministerial, district, sector, cell), donor-donor, donor-government, and other actors, appear to be inadequate. As a result, the quality of coordination is a matter of major concern, and was raised by large sections of stakeholders consulted.

It is important to develop systems and instruments of coordination that are agreeable to all parties involved, and to which they will subscribe. The following instruments could be the basis for consultations between the Government, Donors and decentralized entities:

- Preparing and issuing clear guidelines and procedures to deal with the decentralized entities, for example how to use the CDF in a concerted manner
- Preparing and publishing on a regular basis the program of interventions, by donor and by region; the interventions should specify the components that the donor will finance and the sources of resources to cover the gap
- Preparing and publishing on the regular basis, data on projects completed and the lessons that can be utilised by others
- Organising regular consultative meetings between donors

It is necessary to build and regularly update an Information System on all aspects of decentralisation activities that can be utilised and is accessible to all key actors.

Given the current focus on poverty reduction as well as the need to strengthen transparency and accountability, active involvement of the following 4 national institutions is particularly critical in strengthening coordination in decentralisation programmes:

- CEPEX, in charge of coordinating public investment activities, and mobilisation of external resources;
- DPS/PRSP, to monitor the implementation strategy of poverty alleviation and all the planning process;
- The Office of the Auditor General (OAG), to supervise the public funds management;
- The National Tender Board (NTB), for the public tenders and procurements.

8.4. Current Strategies of intervention by Donors

It is observed that donor interventions in Rwanda tend to be implemented in two main approaches:

(i) **Direct donor execution (DEX)**, where there is limited involvement of the Government in the planning and execution of the project/ program. This is common with bilateral donors, and the main arguments given are:

- Lack of adequate coordination capacity at national and local government level, as well as civil society;
- Fear of lack of accountability and transparency in resource utilization and management. For instance, there is a fear among donors that the procurement and project management rules and procedures may not be followed, so that they need to maintain presence in the entire implementation process⁹.

(ii) **National execution (NEX)**, implementation of donor programs usually involves coordination by a relevant Government agency. This approach is noticeable with multilateral donors (such as UNDP, World Bank, EU).

It is appreciated, that in terms of project efficiency in resource utilization and efficacy in realizing results, DEX approach has a likelihood of high performance. It is, however, noted that unlike NEX in which planning and coordination involves relevant national agencies, there is limited opportunity for skills transfer and local ownership, which are the main indicators of sustainability.

It can be argued that each of these approaches has advantages and disadvantages. There is, therefore, need to balance the approaches, the trade-off being the need for continuous capacity building and strengthening accountability systems at national and local government levels¹⁰. This would assist develop sustainable local governance systems and at the same time address the concerns of accountability and efficient local resource utilization, thereby simultaneously satisfying the interests of the government, donors, and local communities.

⁹ This partly explains why some donors are implementing their programs through international agencies such as IRC/ USAID in Kibungo and SNV/ Dutch in Cyanguu.

¹⁰ This recommendation/ suggestion by Consultants concurs with the planned strategic actions by the GoR to improve Public Expenditure & Aid Coordination that include *strengthening audit & accounting systems at national and local levels* (MINALOC, 2001. Draft National Governance Framework).

This will, however, require continuous dialogue between all the parties based on mutual trust and confidence in the interest of the districts social and economic prosperity.

As governance systems improve, along with local management skills, there is increasing involvement of local beneficiary communities in the planning and management of project activities and therefore building local ownership. The new IRC/ USAID project in Kibungo is a clear indication of the positive trend of transferring project identification and management responsibilities to the local communities. This is, of course, synchronized with continued development of financial management and reporting skills that will bring about greater efficiency.

The other dimension of donor strategies in their interventions is in respect to the specific project/ program activities. The analysis of 4 of the major donors in decentralization support i.e. USAID (LGI); Dutch (PCAC); World Bank (CRDP); and the EU (Social infrastructure) seem to indicate that individual donors are interested in particular aspects of development. Some put emphasis on infrastructures, others prefer to direct their intervention efforts to building institutional capacities through training, systems development and other institutional building activities. Almost all the new projects concentrate on income generating activities as the most appropriate way of contributing to the poverty reduction strategy.

Chart 4: Comparison of Intervention experiences in selected Donor programs

Projects	Donors	Project summary: background and achievements	Involvement of donors in project formulation policy	Involvement in project implementation	Coordination of the project.
Local Governance Initiative (LGI)	USAID	<p>The local Governance Initiative has been implemented in five provinces: Gisenyi, Kigali Ngali, Gikongoro, Gitarama, and Mutara. The project started in 1997.</p> <p>The project objectives were:</p> <ol style="list-style-type: none"> 1) To promote participatory development at the grassroots level. 2) To render local government more accountable to the grassroots populations and more responsive to their needs, 3) To support the efforts of the government of Rwanda in the promotion of decentralization and good local governance. <p>People have been sensitized to explain their needs, to be empowered and to understand the new governance system in place.</p>	USAID through AFRICARE has participated in conception and preparation of the project in collaboration with MINALOC.	USAID invested efforts in organizing the election process. USAID participated in sensitizing populations on decentralization process after the March 1999 elections.	<p>The coordination of the project was done jointly by MINALOC and AFRICARE/USAID</p> <p>The management procedures were very constrained by bureaucracy of the approval process, centralization of the decision making process and the low human resource capacity in the local communities.</p>
<u>CRDP</u> Community Reintegration and Development Project.	World Bank (IDA)	<p>This project is the result of an agreement of credit between World Bank and the Government of Rwanda. The CRDP operates in 11 districts of five provinces(Butare, Gikongoro, Gisenyi ,Byumba and Umutara). The project began in April 1999. The funded activities are: Infrastructures, capacity building, income generating activities and institutional support.</p>	<p>The project proposal was submitted by the GOR to the approval of the WB. The project formulation had to conform to the World Bank procedures and regulations.</p>	<p>The World Bank was and still is involved in policy implementation. For the transactions which require more than 30,000\$, the CRDP must ask a <i>non-objection</i> from the World Bank; there are also external audits undertaken on behalf of the World Bank.</p>	<p>The coordination is done by the CRDP. But delays have been noted in the World Bank procedures. Sometimes the non-objection for a project may take almost 4 to 6 months. The approval of reports by the Government before they are transmitted to the Word Bank also takes time. Thus, there is a serious problem of coordination.</p>

Projects	Donors	Project summary: background and achievements	Involvement of donors in project formulation policy	Involvement in project implementation	Coordination of the project.
Good Governance and Decentralization Support Project-Cyangugu (PCAC)	Royal Netherlands Government	The project was initiated by the province of Cyangugu. It was based on participatory management techniques. It is supported for an amount of US\$ 12 Million Supported programs include: Income generating activities; capacity building; infrastructure development and micro-finance. Specific projects to be funded are presented by districts to a Province Credit Committee	PCAC is a participative project of the Government, the Province of Cyangugu and the implementing NGOs Once the project was approved, funds were transferred directly to the province to be managed there. So, the involvement of the donor in policy formulation is only limited to the level of approving the project proposal by the province.	The project implementation is done through SNV and IRC and is responsible for control and monitoring of the project activities, which they regularly report to the donor. Thus, there is no direct involvement of the donor. The control and follow up by the donor are done at three levels: 1) Periodic field visits 2) Mid term evaluation reports 3) External audits	The coordination is directly done by the management of the province. The head of the province is the coordinator of the project. Proposals of projects are formulated from districts and transmitted to the province to be approved by an executive committee which comprise the main stakeholders of the project
Ubudehe project (US\$1 000 000) Butare and Gikongoro	European Union	The objectives are: Capacity building for Community Action Planning based on traditional values/ approaches	<i>Ubudehe</i> has the ambition to use the cultural values of collaboration based on the national solidarity and community cohesion	The local communities take an active role in formulating different activities to be performed.	The formulation of this project is rather confused and although it has a good objective, it requires more thinking to make efficient.

In terms of management skills transfer and accountability, the experiences of the Dutch intervention in Cyangugu and the World Bank supported CRDP provide other interesting lessons:

The Dutch project adopted a highly participatory approach involving beneficiaries in the entire planning process, and the funds are directly managed at the province, once they are approved. Financial support for development activities is provided after training the concerned local officials and after they have elaborated a project proposal with a clear plan of action. This provides the opportunity for the local officials to practice the skills they have learnt, and appreciate the impact it can create.

The CRDP was well designed with an integration of infrastructure development, capacity building, income generating activities and institutional support, which are the main components of local government and community development. The local governments and communities took the initiative and managed to follow the technical procedures of the World Bank; Local ownership also appears to have been reasonably high.

8.5. Funding mechanisms

8.5.1 Current situation

The current institutional framework for planning and funding decentralisation activities is the CDFs. Indeed during discussions with local government officials, they expressed the strong desire to have donor funds channelled through district CDF so that the districts CDCs have a base to plan and manage resources. The situation, however, is that many donor interventions, are directly managed through technical assistance, without providing funds directly. On the other hand, there is evidence that some donor projects, in which part of their support has been channelled through the CDF, were successful. This situation could assist build confidence, ownership and accountability, to encourage donors to support the CDF.

This, however, requires clear guidelines and procedures for financial management, as well as agreed benchmarks for monitoring and evaluation. The table below indicates some of the financial support that has been provided through the district CDF, and indicates the growing interest of donors to support the CDF.

The Consultants observed some improvement in management skills of some districts personnel. The training programme that is scheduled in the coming months will improve those skills even further. It is our thinking that in order to build accountability and empowerment, local leaders should have responsibility in financial management.

Table 5. Resources channeled through FDC

Donors	Amount in \$	Number of communes	Years
UNDP	3,000,000	15 communes	1998/2000
World Bank	2,115,000	12 communes	1999/2002
USAID (LGI)	2,700,000	30 Communes	1998/2001
Germany	2,150,000	7 Communes	1998/2000
USAID Kibungo	900,000	Kibungo Province	2001/2002
USAID Gisenyi	1,200,000	Rubavu / Gisenyi Prov.	2002/2005
Germany/ Ruhengeri	2,000,000	Ruhengeri province	2002/2006
Total	14 065 000		

Source: IRC, Kigali.

8.5.2 Conditions for direct donor support to local governments

Under the decentralization law, local authorities are empowered to mobilize resources locally and externally. It is, however, necessary that for coordination purposes, the donor should consult, as much as possible, the relevant national coordinating body (MINALOC, MINECOFIN, line ministry, etc)

throughout the entire process of project conception, and implementation. This is to ensure that the project activities under consideration are harmonized with other projects and programs, as well as consistency with overall national policy objectives.

Project management: Building ownership accountability and efficiency

Project management guidelines, the relationship between national institutions such as CEPEX and Line Ministries on one side and local governments on the other, will have to be clearly defined. Mechanisms to implement those guidelines will need to be negotiated in order to conform to the Community Development Policy, taking into account the current weak capacity of local governments to manage, supervise and control projects implementation.

Progressive transfer of responsibilities and accountability to the districts would be the most appropriate and effective option to build sustainability.

Among the different approaches of donor's interventions, the Government of Rwanda has expressed preference in National Execution (NEX) as the best way to transfer ownership and accountability. There is, therefore need for continuous dialogue between different donor partners in order to take also into account donors concerns for efficiency and transparency in project implementation.

9. USAID CURENT INTERVENTIONS IN DECENTRALIZATION

9.1. Programmes and status of implementation.

i) **IRC/ Support for Decentralisation, Good Governance, and Community Development in Rwanda: US\$ 1 893 742.**

The project supports decentralisation, Good governance and community development in Rwanda by giving people, without exclusion, the opportunity to influence their new local government and to participate in the improvement of their own living conditions.

The implementation of IRC Kibungo contribute in consolidating the achievements LSGA and LGI efforts made to support good governance training programmes of district managers at all levels and promotion of income generating activities. It is observed that the implementation of IRC Kibungo comes at time when the decentralised district administration units has a full mandate to plan and manage all development activities in their areas. In this new context the implementation of the IRC project should take account this new reality

The main objectives of the project are the following:

- 1) Support the consolidation of inclusive, democratic institutions and community development committees at province/ district/sector/ cell levels in Kibungo Province.
- 2) Increase the participation of civil society's voluntary associations and the private sector's local enterprises in the civic affairs and socio-economic development of Kibungo Province.
- 3) Increase the management capacity of local Governance Initiative Project implementers in Gisenyi, Kigali-Ngali and Gikongoro provinces.

The duration of the project is estimated at 24 months, including 18 months pilot intervention for objectives one and two; and six months for implementing objective three.

It is understood that the project will operate in 4 provinces (Kibungo, Gisenyi, Kigali-Ngali and Gikongoro).

The strategic focal point will be the establishment of a community development Fund totalling 90,000 \$ per district, and its management is devolved to local government representatives, different actors from public, private and civil society sectors.

The project is at the stage of starting its activities

ii) **USAID intervention in fiscal decentralisation and financial management through ARD project: US\$ 2 470 163**

It is to be confirmed that the fiscal decentralisation and financial management support is an essential management in facilitating and assisting effective implementation of the decentralisation policy. Although the fiscal decentralisation has not yet been effectively implemented in the sense of making expected funds realisable at the district levels, this notwithstanding, it is important that the district

administrators and financial managers are properly trained and availed these skills in time. This will create the needed technical capacities to manage district resources efficiently and with expected transparency and accountability.

The project will not concentrate only on fiscal decentralization but also it is planning to work on decentralization of health and agricultural services.

The Main objectives of the project embrace:

- 1) Establish an intergovernmental finance system that promotes increased autonomy and accountability of local authorities in revenue generation, expenditure, and service delivery.
- 2) Establish financial management systems at local level, which are appropriate to the new responsibilities of the districts.
- 3) Develop the fiscal management capacity of local officials.
- 4) Establish a strategy for decentralization of service responsibilities to the local level
- 5) Improve the service and revenue generation in one of the Kigali districts, plus one urban and two rural districts (pilot projects).

This financial management system proposed by this project would present the expenditure situation by nature and function, and concentrates on the three main accounts: cash, bank and liabilities. The system also allows for online provision of information on the balances of these accounts at any time (e.g. monthly). This system seeks to improve financial management and accountability in local governments.

It is planned that this new system will be tried in 5 pilot districts located in 4 provinces. The districts are: Nyarugenge, and Kicuciro (MVK), Byumba town (Byumba province), Mirenge (Kibungo province), and Bugarama (Cyangugu province). The system is consistent with MTEF.

The ARD project is developing an Operational Manual, which is planned to be extended to all districts in the country, once the pilot phase is successful. It is also hoped that this manual will be adopted by all donors in their interventions. This is expected to harmonize accounting and financial management systems.

iii) Civil society strengthening: US\$ 1 000 000

USAID has signed a project contract on 24 April 2002 with the representatives of civil society to finance activities designed to foster the growth of civil society in Rwanda in one or more of the following activities:

- a) Strengthen local capacity to promote and protect human rights
- b) Strengthen the ability of the organization to respond itself to its needs and to debate important issues through exchanges on current policies, or to monitor actions of public officials.
- c) Implement a specific human resources project of an organization such as:
 1. Training session for skills improvement;
 2. Report on a policy issue or situation of relevance to Rwanda;
 3. Creation of educational materials: school curricula, materials for training in human rights, public awareness spots through radio, television or print media;
 4. Seminar or workshop to increase public awareness on a specific topic.

iv) Local administration and information system: US \$ 80 000

This project's objectives are: to strengthen the technical capacities of the deconcentrated entities in order to improve their planning skills and to introduce participatory approach in the local governance, to develop network information system between MINALOC and local entities.

9.2 Basic Assumptions in USAID Interventions and validity of Current projects

The first major USAID interventions i.e. LGI and LGSA were developed during the immediate post-war era, when the overall GoR policy focus was on democratisation and good governance; peace and security for all; promotion of national reconciliation and human rights; reconstructing social and economic infrastructure; rural economic transformation; human resources development; transparency and accountability; popular participation in governance and development. Strategic actions to achieve these broad objectives, a number public sector reforms and policy formulation, have been were aimed at achieving these broad goals.

These formed the basis for USAID and other donors' interventions in Rwanda. Despite the evolution of governance systems and policy framework in the last 5 years, the GoR remain firmly focussed on building democratic and accountable governance based on popular participation of communities, as well as improving the livelihoods of the population. This is demonstrated by the decentralisation policy currently being implemented and the recently formulated PRSP. Thus, the basic assumptions of USAID in its interventions, aimed at supporting the GoR in effort to build good governance and accountability as well as eradicate poverty, are still valid. As such, the objectives pursued in the ongoing projects (ARD and IRC implemented) appear to be strongly supportive of the PRSP.

Indeed, as earlier discussed, the current USAID/ARD project is focussing on developing accounting and financial management systems in local governments, and strengthening the financial mobilisation and management capacity (skills, tools, systems) in selected districts. This will, therefore, provide the much needed local capacity in the implementation of fiscal decentralisation. In addition, strengthening financial management and accountability at local level is expected to instil confidence among donors, thereby attracting sustainable donor support to local government development programmes.

The USAID/IRC project, on the other hand, is assisting to develop social and economic infrastructures, building human and institutional capacity of local governments, promoting rural development through support to private sector development and income generating activities; strengthening civil society and community participation in planning and decision making; assisting in financial management and audit; assisting in developing information systems; as well as civic education and awareness raising.

It has been noted that the approaches of administering decentralised activities recognised the need to incur expenditures nearer to the community level. In particular, Dutch approach developed in Cyangugu

where management and coordination activities of their supported programmes are carried out at the provincial level with districts being assisted in developing their accounting skills and financial management capabilities. This is a case of great interest and provides good lessons and experiences.

USAID interventions: Critical support

The ARD project is building a district management system, which could be utilised, when completed as standardised system throughout the country. It is expected to produce also training manual, which could be used by all the training programmes in finance management.

The IRC/KIBUNGO is in net evolution has been designed taking into account the previous experiences of USAID interventions particularly LGI.

Both of these interventions are clearly in line with the PRSP objectives. The policy and project documents reviewed as well as discussions with various stakeholders in the project areas and at national level, seemed to confirm this.

10. CHALLENGES AND NEW PROGRAMMES OPPORTUNITIES

10.1 Challenges

The analysis of findings of this study seems to suggest that the current challenges of the decentralisation process are mainly threefold: sustainable financing of decentralisation; coordinating the process; and building human and institutional capacities. These challenge are, however, interlinked, and are further aggravated by the lack of coherence in the national planning process.

Sustainable financing of decentralisation

The implementation of the decentralization policy represents a formidable challenge for the Government of Rwanda in this period of budgetary constraints and high level of poverty as is shown by the recent discussions between the GOR and the Bretton Woods institutions. The financial situation of some of districts unable to pay their staff is a source of concern. The Government has outlined a fiscal decentralisation policy, which, among other considerations, has defined areas where the districts could raise autonomous revenues. Nevertheless it will be some time before this instrument of mobilization can really yield good results. During the field visits, it was observed that due to very narrow revenue base, both at the central and district levels, the operational efficiency of fiscal decentralisation would be highly restricted. Therefore, financing decentralisation, in terms of current expenditures, will remain a subject of concern and will continue to require further support during years of transition and adjustment. The GOR has also established a Common Development Fund (CDF) as an instrument to mobilize and manage national development funds and external support funds. Donor assistance can be jeopardized if local leaders and communities are not mobilized and supported. due to lack of current resources that can sustain their efforts. The national Budget will contribute 1.5%, as a contribution to the districts current needs. Local resources through fiscal decentralization should cover the balance.

It has been observed that 1.5 % is too small and does not reflect the importance and expectations that decentralization raises in terms of the country's future development.

Coordinating the process of decentralisation.

This study has noted that there is appreciable interest of donors and other development partners in supporting Rwanda's decentralisation process. However, the current situation is that different intervening agencies and donors are designing and implementing activities with little concern or knowledge of who is doing what and where. In this regard, the GoR along with her development partners, have a major challenge to bring about coherence in the process to achieve greater efficiency and effectiveness. At the level of donors, there is limited dialogue and actions to harmonise approaches and strategies, which make coordination of donor activities, more difficult for the overstretched Government system. At the level of Government, it is observed that appropriate structures for coordination have been put in place i.e. NTSC, DMU and its focal point units in line ministries; planning structures as well as local government structures (district and provincial councils & executive committees). In addition to these structures, there is a need to develop the instruments of coordination and make them operational. The most important and appropriate instruments include,

among others: information systems, consultative meetings, development plans & budget framework, reporting formats, and clear guidelines.

Coordination in this context means building synchronisation, harmony and exchange of experiences and ideas to optimise the results. In this regard, it is understood that it is the GoR in the driving seat in the development process. Therefore, it should be appreciated that it has the overall responsibility for coordinating the entire process, even though coordination requires the concerted efforts of all development partners. Once this fact is appreciated, donors and other intervening agencies would agree to work within the framework of government programme priorities and where necessary, to assist the driver (GoR) in developing her coordination capacity. This is a big challenge especially considering that the decentralisation policy and implementation has been formulated at a time when the public administration system and institutional capacity of the entire GoR is still evolving.

Coherence and other challenges in the national planning process

The planning framework for Rwanda's development process is constituted of the Vision 2020, the National Development Plan (embedded in the PRSP), with the MTEF as the tool for resource allocation. At the local level, the national development plan is expected to be built on the district development plans that reflect the development needs of the population as articulated through the CDCs.

Rwanda is now preparing its National Vision on the basis of a paper prepared by the Cabinet of the President of the Republic. The first draft of the National Vision known as the “**Vision 2020**” has set a horizon of national aspirations for the year 2020. It has been prepared by a group of technicians appointed by the President of the Republic. They came up with a number of proposals with regards to sectoral priorities, strategic approach. The whole exercise is expected to be validated by the whole population through consultations in the framework of the decentralization policy. It is believed that once the whole population of Rwanda share a same vision, then the objective of national reconciliation will become a reality. The Vision should include the whole aspects of national life and present a large consensus on the type of society Rwandans would like to live in and the means the resources needed to attain that objective.

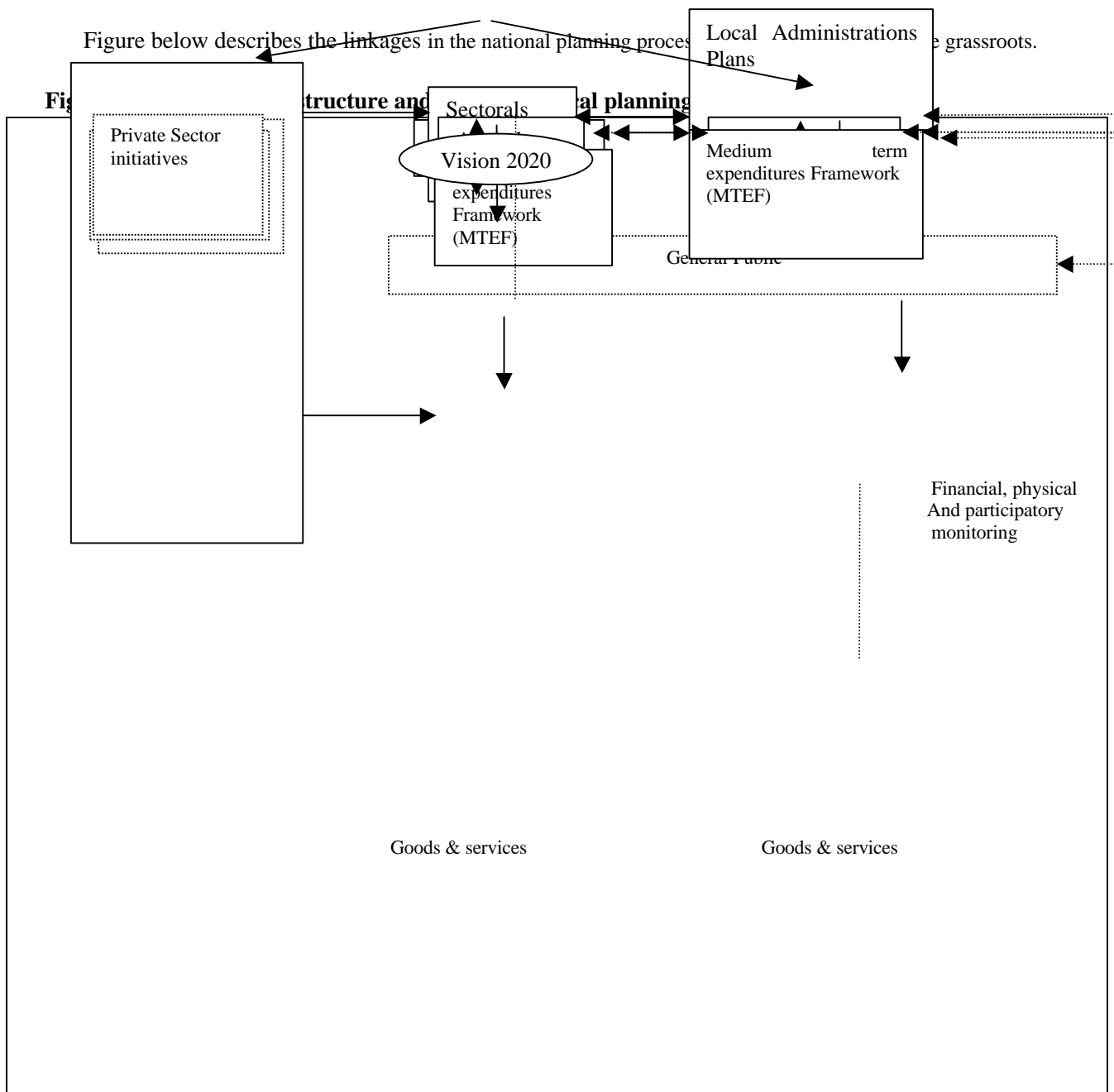
The poverty reduction programme is a central strategy, which has been chosen as the best and fastest way to achieve the 2020 goals and aspirations.

The GOR has adopted a strategic planning as opposed to the past 5 years plan or the recent 3 rolling years of PIP. This new approach emphasises on the articulation of the long term development objectives of Rwanda, including poverty reduction, social services delivery, developing employment, etc. taking into account the main physical and economic constraints (the scarcity of natural resources as compared to other African countries, low level of the population skills) and opportunities. Although this innovative approach is considered by many as more adequate and likely to bring about sustainable results, it nevertheless represents a considerable challenge for local administrations, with weak management and planning skills.

The strategic planning currently in place in Rwanda recognizes the prominent role of the market forces, the private sector and the civil society not only in the plans design, but also in the implementation process.

In the planning process within the framework of decentralisation and PRSP, emerging challenges include:

- Collecting accurate and reliable statistical data to monitor poverty indicators at all levels and other development activities.
- Harmonising the local government planning activities with national planning strategies and priorities. The real challenge here seems to be related to integrating the local initiatives and actions into the national macroeconomic management framework: activities, and this would require strengthening the horizontal and vertical linkages.
- Integrating crosscutting concerns of gender and environment and their implications.



The introduction of a new budgeting and planning technique, namely the Medium term Expenditure Framework (MTEF) is an attempt to integrate the external assistance (more than 60% of the total resources) into the national budget and to adapt it to the medium term planning underscored by a long term strategy.

It is noted that, as part of or efforts to streamline the planning process, the Department of Strategic Planning and the PRSP Secretariat in MINECOFIN, have merged into one Department with effect from July 2002, hence, the National Development Plan and the PRSP will become one entity. It is understood that districts will prepare and implement their own development plans based on their local potentials and realities but within the context of the National vision, the PRSP and MTEF. Almost all the districts main staff and mayors are now being trained in the planning techniques as well as in the MTEF budgeting approaches. Other training activities in community development are under preparation in MINALOC.

10.2 New project Opportunities

From in-depth discussions with MINALOC officials, donors, and local government leaders, the Consultants are of the view that in order to strengthen the decentralisation process, it is important to direct more efforts through new project initiatives. The proposed projects ideas take into account the recommendations formulated by the consultants.

The major areas where new interventions could be focused include:

- ***Developing the institutional and human resource capacities in central government for the formulation of appropriate sector policies and plans*** to facilitate service delivery under decentralization. As sector ministries transfer responsibilities and funds to the districts, there is need to strengthen their capacity in ensuring that the expected improvements in service delivery are realised. This would include capacity to develop a favourable policy and regulatory environment; efficient monitoring, evaluation and accountability systems; continuous guidance and skills transfer to respective district staff.
- ***Strengthening the civil society*** (with strong focus on indigenous CSOs) and encouraging them to work with the relevant local government structures especially the CDCs, to ensure greater efficiency in service delivery and to enhance transparency and accountability. In this case, the USAID/IRC intervention model in Kibungo could be expanded as it follows a holistic approach addressing capacity needs in the civil society and private sector in addition to empowering local communities and CDCs.
- ***Strengthening the Coordination capacity of the GoR***: this would include providing MINALOC and relevant focal point units in line ministries with the requisite logistics (transport, office equipment, communication, etc); technical assistance in building procedures and systems; and transfer of coordination skills;

- ***Standardisation and harmonisation of training programmes and activities*** throughout the country. This would entail development of comprehensive training manuals and guidelines, for use by all actors in the decentralisation process.
- ***Training the CDCs in critical areas as planning and public procurements*** need to assist CDCs effectively undertake new responsibilities in handling public tenders, procurements, formulation of development plans, etc. There is appreciation that the local communities are increasingly respectful of the CDCs activities, a situation that gives CDCs needed confidence to manage public investment activities at local government level. These units, however, lack the necessary technical, logistical and financial capacity to effectively undertake expected roles.
- ***Developing the statistical capacity at national and local levels***, to facilitate the planning process, including the development and monitoring of poverty indicators.
- ***Assisting the GoR to consolidate, publish and disseminate laws***, regulations and standing orders on decentralisation. More specifically, all legal instruments on decentralisation should be consolidated in one Act, which would facilitate their dissemination and use.
- ***Strengthening the capacity of local councils and committees*** at all levels to make informed decisions and nurture consensus-based decision-making. There are claims that decision-making especially in councils tend to take unnecessarily long and sometimes focusing on less developmental issues. This situation could be further aggravated by the lack of appreciation of legitimate concerns among councillors.
- ***Assisting in the design and implementation of appropriate civic education programmes*** to sensitise the population, first to raise awareness of the roles, obligations and rights of the citizens; assist the population better appreciate the value of choosing leadership freely; and mobilize the population to actively participate in elections as voters and candidates. This would enhance the electorate's ability to elect quality leadership, evaluate the elected leaders' performance, and demand for transparency and accountability
- ***Increasing opportunities for non-farm employment in the rural areas*** to free the already overstretched exploitation of land. This would entail increasing access to micro finance services, promoting small and medium enterprises (SMEs) activities, enhancing agro-marketing, etc. There are concerns, however, that while the micro-finance organizations have mushroomed, there is limited capacity in central government to regulate their operations and provide uniform standards. This underlies the current ineffectiveness of the micro-finance industry in accelerating private sector investments in the districts. But it is the micro-sector investments that will increase the revenue base of districts and help attain financial autonomy.
This underlies the current ineffectiveness of the micro-finance industry in accelerating private sector investments in the districts. It is partly this strategy that will increase the revenue base of districts and help attain financial autonomy. Closely associated with micro finance access is the demand for such services. This will require mobilization of the local

people to engage in income generating activities which would raise the demand for these services, and developing their capacity in managing business ventures.

The crosscutting issue in these areas is to engender the programmes, focusing on breaking the cultural and social barriers that prevent women from exploiting opportunities in decision making created by the GoR's affirmative action as well as engaging in income generating activities.

New opportunities and focus

New efforts in support of PRSP and decentralization could focus in human resources and institutional capacity building in the districts. Nevertheless, technical assistance in planning and coordination activities, building socio-economic infrastructures and providing logistics will continue to be equally important if the decentralization is to succeed

CONCLUSION AND RECOMMENDATIONS

Conclusions

Less than two years after the decentralization policy was officially approved, the assessment shows that impressive results have been achieved. The outstanding achievements include the following:

- Organizing successful elections for local leadership at the cell, the sector and district levels.
- Launching training programs for the elected local government leaders particularly in such new areas as interpretation of government policies; planning techniques and related areas.
- Promotion of participatory culture in community project and program identification, negotiation and subsequently implementation and monitoring
- Transfer of technical staff, certain logistical support and supplies as well as the corresponding budgetary provisions to the provinces.

There is increasing appreciation among local communities that democratically elected leaders are increasingly more sensitive to the needs and views of the electorate so that in this sense, the desirable attributes of accountability and transparency in local leadership are visible.

Nevertheless, the continuation of this policy represents a formidable challenge for the Government of Rwanda in this period of budgetary constraints and high level of poverty as is shown by the recent discussions between the GOR and the Bretton Woods institutions.

Therefore, financing decentralisation, in terms of current expenditures, will remain a subject of concern and will continue to require further support during years of transition and adjustment. In that perspective a Common Development Fund (CDF) has been established as an instrument to mobilize and manage national development funds and external support funds. It is important to clarify in concerted manner, rules and procedures governing the CDF management, its relation with the existing FDC, how donors can participate, etc.

Donor support has been very instrumental in enabling the GoR to formulate and implement the decentralisation policy. In the circumstances, and given the GoR's limited capacities, continued donor support is important especially in areas of coordination, training, budget support, and information management systems.

The assumptions of USAID in supporting the GOR are still valid for both projects ARD and IRC since they contribute to achieving the above objectives.

The new strategies of intervention to support decentralisation may be required in order to make maximum use of resources to build ownership and accountability.

Recommendations

On the basis of the findings of this assessment, the consultants have a number of recommendations, discussed under the following:

- (i) ***Adjusting policy formulation and implementation strategy:*** The Decentralization policy and associated Implementation Action Plan should be well articulated to reflect the financial and human capacities at national and local government levels, and integrate new elements of the PRSP, i.e. defining the content and strategies for enhancing social capital development; as well as taking into consideration priority areas of the PRSP.
- (ii) ***Consolidate the legal instruments to make them more accessible and easily understandable*** by the users. In this respect, MINALOC together with other relevant GoR bodies should urgently compile all the laws and regulations on decentralization into one volume, and harmonize them for consistency.
- (iii) ***Training:*** This study recommends that the various training programs modules and activities should be harmonized. This would involve integration of approaches and modules into standard manuals and curricula for use by all decentralization related training providers. As part of capacity- building, there should be continuous training need assessment to make the training more tailor-made and responsive to the actual needs, and training done continuously through training of trainers (ToT) programs to ensure continuity.
- (iv) ***Coordination of decentralization activities:*** Having noted the current inadequacies in the coordination system in the implementation of decentralization programmes, and, recognizing the leading role and responsibility of the GoR, this study recommends that the institutional structures, systems and strategies for coordination, be strengthened to bring more rigor into the decentralization process. Indeed there is need for increased donor support to MINALOC to develop its logistical, skills, and systems' capacity for coordination. Increased dialogue among donors on the one hand, and between donors, the GoR and other actors, on the other hand, is necessary for increased rigor in the current decentralization coordination system.
- (v) ***DMU (Decentralization Management Unit)*** which is undergoing restructuring should play the role for which it has been established, that is assisting the MINALOC in its role of coordinating the process of coordination by developing instruments of coordination. Donors support to DMU by providing expertise and logistics is a valuable contribution to strengthening the role of decentralization coordination by the GOR through MINALOC.
- (vi) ***Financing decentralization activities:*** In view of the need to develop administrative capacities as a prerequisite for sustainable local governance and development, considering

that the perspective of raising sufficient local revenues through fiscal decentralization is uncertain in the interim, this study recommends that the central government allocations to the district recurrent budgets be swapped with the proposed allocations to the CDF, to enable the districts develop the urgently needed administrative capacities.

- (vii) ***Participating in CDF activities:*** *Now that the CDF is established, it is recommended to all partners in support of decentralization, to participate actively in the Fund's activities for the purpose of coordination, in order to make the maximum use of resources*
- (viii) ***Local government staff salaries:*** *Further imaginative solutions need to be devised so that districts can be in a position to pay the staff salaries on a regular and sustainable basis, taking into account the provisions of the Law and using for example **overdraft or short term borrowing mechanisms** within the limits of the financial situation of each district. Indeed, there is a need to establish an administrative capacity based on a minimum core staff that receives a salary or any other form of remuneration rather than relying entirely on unmotivated voluntary grass-roots administration*
- (ix) ***Appropriate restructuring of the public administration system*** is needed to forestall the anticipated risk of duplication of activities at central and decentralized levels. In view of the budgetary constraints at national level, it is recommended that the restructuring of Ministries and central services following the transfer of some responsibilities from the Central to decentralized levels, be accelerated.
- (x) ***The role of women*** in decentralization implementation should be better appreciated and the need to design specific assistance programs to assist income-generating activities under decentralization should be articulated and appropriately supported. There is also need to sensitize women to break cultural inhibition to exercise their rights and play an active role in the socio-economic development, at household and community level. The women's contribution in community development should be reflected in the Budgeting process by allocating resources to various Women's programs.
- (xi) ***There is need for enhancing the participation of the civil society*** by integrating the various local CSOs in project design and implementation to increase options for their capacity building support. *There is also need to find the right balance in the relations between some civil society members and the Government. These relations should be based on mutual trust and not on confrontation. Permanent dialogue and clear guidelines issued by the Government will facilitate building a positive climate of cooperation*
- (xii) ***Strategies for devolution of responsibilities to local Governments:*** *Recalling that the Community Development Policy adopted in 2001 states that only national infrastructures projects (trunk roads, airports, etc) shall be managed by the Central Government while all*

other projects shall be managed, supervised and controlled at the level of local government, It is recommended to progressively transfer responsibilities of financial and project management as a way to build accountability, ownership and sustainability and to develop local management skills. The Line Ministries and the newly restructured CEPEX will have to develop consultations with local governments and the Donors in order to find ways of collaboration, and develop appropriate guidelines for use by local governments in initiating, designing and executing development projects.

- (xiii) ***Regular Supervision, Monitoring and Evaluation:*** It is recommended that there should be regular monitoring and periodic evaluation of the decentralization implementation activities based on well defined and mutually agreed indicators to measure progress in various activities such as training, performance of local leadership in terms of planning, evolution of donor support, involvement of women and civil society, etc. Besides, there should be an intensified inspection of the day-to-day decentralization activities and ensure that they receive reports of all intervention activities, as they have overall responsibility for coordination and reporting to higher levels of the Government.

ANNEXES

- 1. Terms of Reference**
- 2. List of People met**
- 3. Bibliography**

USAID/Rwanda Decentralization Assessment Terms of Reference

I. Summary

USAID/Rwanda, in collaboration with the Ministry of Local Government and Social Affairs (MINALOC), is seeking technical assessment assistance for a one-month democracy and governance project. This assistance will help USAID to conduct an overall assessment of the progress of the decentralization process in Rwanda in terms of: government policy, international donor support, local support and citizen perceptions of the decentralization process in Rwanda.

The purpose of this assessment is to provide USAID/Rwanda Mission and MINALOC with a review of the current status and needs of the decentralization process being conducted by the GOR and consider how it will be effected by the recently defined Poverty Reduction Strategic Plan (PRSP).

II. Background

In the past, Rwanda has been characterized as a highly centralized state. Decision-making and resource allocation were tightly controlled by the central government. Senior government officials at the prefecture and commune levels were appointed by the central government and accountable to them. The result was a weak local government providing inadequate service delivery and a passive attitude on the part of communities toward their local government.

After the 1994 genocide, the new Rwandan Government decided to move toward a more decentralized local administrative structure that is expected to increase the effectiveness of local administration and spur participation of the citizenry. To guide this effort, a National Decentralization Policy was formulated and approved by the cabinet in May 2000. The principle objectives of this policy are to:

- Improve local administration
- Increase accountability and transparency
- Increase government's capacity to respond to local needs
- Empower people through participation
- Improve local capacity for sustainable and equitable development.

To implement this policy, the Rwandan Government created a new organizational structure that is fiscally and administratively more decentralized. The central government remains responsible providing certain services such as defense and energy. For other government functions, the central government sets national policies and provides guidelines to lower levels of administration. The *Intara* (province), the central government entity closer to the local communities, has the responsibility for coordinating the planning, execution and supervision of central government programs and activities. The province also coordinates, monitors and evaluates the activities of the *Akarere* (district) on behalf of the central government.

In March 2001, with the election of district officials in the 106 districts of Rwanda, the responsibilities of this local government body increased significantly, and its relationship with central government and the local community alike radically altered. The governing body of each district was indirectly elected by the sector-level elected representatives that make up the district. The fact that district officials are elected and not appointed as in the past is one of the fundamental changes of this re-structuring. As result, the district will become the most important local administrative unit.

Each district will design and implement local government policies, and a significant number of service responsibilities will be transferred to this level. *Umurenge* (sector) and *Akagali* (cell) are both lower level administrative entities closest to the people where community needs are identified. It is also at these lowest levels that direct popular elections take place (in March 1999 and July 2001), a significant development that gives the voters the potential to influence future socioeconomic growth.

Because the transfer of functions such as education, health services, local government roads, agriculture, etc., from the central government to the district will significantly increase the district's strategic planning, management and operational responsibilities, they will require increased resources.

This complex task of strengthening local government structures is being guided by a National Transformation Steering Committee (NTSC) chaired by the Director of Cabinet in the President's Office. It is composed of senior representatives from the President and Prime Minister's Office, the Ministries of Finance and Economic Planning, Local Government and other key ministries, representatives of Donors and the Decentralization Management Unit.

USAID/Rwanda is playing a leading role in assisting MINALOC in its decentralization policy of ensuring political, economic, social, administrative and technical empowerment of local populations to fight poverty by participating in planning and management of their development process. USAID has funded a Local Governance Initiative project (LGI) as a pilot project to develop local decision-making structures in thirty communes and the Local Governance Support Unit within MINALOC. These pilot efforts have been relatively successful and the LGI approach now has been extended to 66 percent of all the districts, funded by various donors such as UNDP, World Bank, EU and the Netherlands. It is also encouraging to see that in 1999, the GOR institutionalized, through legislation and nationwide local elections, the local decision-making structures originally initiated under USAID's LGI project. Recently, USAID/Rwanda began funding the Decentralization, Good Governance and Community Development (DGG) project in Kibungo province and a Fiscal Decentralization project to be implemented in four pilot districts.

III. Purpose and Users of the Assessment

The purpose of this assessment is to provide USAID/Rwanda Mission staff with a review of the current status and needs of the decentralization program being conducted by the GOR and to consider how it will be effected by the recently defined Poverty Reduction Strategic Plan (PRSP). The assessment will focus specifically on the process of decentralization and will review government policy, comparing its planned and actual implementation. In this way, the study will identify any problem areas or bottlenecks that have come to light or are expected to

do so in the future. The assessment report should also inventory support for the government's decentralization efforts currently being undertaken or planned by the donor community and point out areas of overlap or opportunities for additional programming that are not being addressed. The final assessment report may be distributed to other donors.

The assessment team will collect and report on information as defined by USAID/Rwanda in the following manner:

1. Ensure that the original assumptions upon which the designs of USAID/Rwanda's decentralization support projects were based are still valid, and if not to understand how the objectives and/or implementation of these projects could be refined to be more responsive to current GOR decentralization and poverty reduction policies and their implementation.
2. Identify specific possibilities for new USAID/Rwanda decentralization support projects and an appropriate timeline and global budget for their implementation.
3. Determine whether direct USAID funding to decentralized GOR structures is appropriate in the current context, and, if so, what conditionality and financial management mechanisms would be appropriate and effective.
4. Determine how USAID/Rwanda could promote increased and more capable local civil society monitoring of the effectiveness, transparency and accountability of newly decentralized GOR institutions.

IV. Assessment Questions

The assessment will strive to answer the following questions:

1. *Government Policy*

What is GOR decentralization policy? Has this policy been explicitly or implicitly influenced by the government's recent efforts to define the PRSP? What is the status of the implementation of this policy? Are implementation efforts likely to change as a result of the PRSP?

2. *Policy Implementation*

What difficulties have been encountered, either expected or unexpected, in the GOR's implementation of its decentralization policy and what were the underlying and/or associated causes? Were the problems noted only in specific local cases or were they evident throughout the country? How do ordinary citizens view the decentralization process? Have any of the policy implementation difficulties had wider consequences or had a particular effect on women? How have these been addressed?

What changes or existing conditions in Rwanda and Rwandan government administration are or should be reflected in the speed and direction of decentralization activities? In particular, 1) assess general conditions such as the increased urbanization of the Rwandan population and how this affects the loci of service delivery. 2) Assess performance within key government sectors (health, education, economic development, agriculture), how well these sectors have been

performing under current (centralized) delivery and whether and within which sectors increased decentralized delivery would be enhance overall delivery. Identify which sectors might benefit the most from decentralization. 3) Assess capacity at different levels of government that are or should become responsible for decentralized service delivery, national, provincial, district, and sector. Identify capacity needs and opportunities for intervention that would lead to the most significant results. 4) Assess the positive links between the Government's PRSP and decentralization--which sectors would prove to be most key in meeting the PRSP objectives, which have the most to gain in enhanced performance from increased decentralization, etc. how are the different planning tools used? What are the links between the Vision 2020, the National Development Plan, the PRSP, the MTEF and the district and community development planning processes? How were or are these processes of planning coordinated? Did the population participate in these different planning processes? What difficulties have been encountered in these planning processes? How are these plans being implemented? What new set of problems or opportunities is the PRSP likely to bring?

How has the GOR attempted to resolve the implementation problems that have come up? Were their efforts successful? If so, were any solutions particularly innovative or noteworthy? Which government officials were particularly instrumental in problem solving? If the solutions were less effective than hoped, why? Was it because of mistakes in analyzing the root causes or were the remedies poorly designed or under resourced?

How have local organizations (i.e., NGOs, PVOs, private sector) been involved either in policy formulation or implementation support? How were or are these efforts coordinated? Which government institution or outside organization has managed the effort and how comprehensive has the coordination been?

3. *Donor Support and Coordination*

How has the donor community been involved either in policy formulation or implementation support? What has been the result of USAID/Rwanda support to GoR? How has the USAID support to the decentralization process influenced other donor's support? How were or are these efforts coordinated? Which government institution or outside organization has managed the effort and how comprehensive has the coordination been? For example, have donors ensured that partners implementing similar programs in different geographical areas coordinate project design and/or share lessons learned? How successful has the coordination process been from the perspectives of the GOR and individual donors?

4. *New Program Opportunities*

What specific donor support projects are currently underway or in the planning stages? Are there any obvious gaps or overlaps? Which projects does the government feel are most effective and what does it consider to be its most pressing unmet needs? Do the donors share these views, why or why not, and if so, why in the latter case, have the needs remained unmet? Are there any defined or perhaps unrecognized needs that could be well addressed by USAID, either individually or in partnership with other donors? What new projects will be required to support the PRSP? How could USAID or other donors design their responses to these needs to particularly promote local government effectiveness, transparency and accountability and equally important address problems faced by women?

In the current Rwandan context, is it appropriate for USAID/Rwanda to provide direct funding to decentralized government structures? What would be the most useful focus of such funding? What conditions should be applied to its use and what type of financial management structures could be applied that would satisfy both USAID and GOR administrative requirements?

5. *Validity of Current USAID Projects*

For specific on-going USAID/Rwanda decentralization support projects (e.g., IRC/Kibungo and ARD/Fiscal Decentralization), are the assumptions that formed the basis for their design still valid? How could their design or implementation be changed to be more responsive to the GOR decentralization policy or the PRSP?

6. *Civil Society Monitoring*

What components of civil society exist at the local level in Rwanda that could monitor and enhance local government effectiveness, transparency and accountability? What role are they playing to educate people, to monitor and enhance the local government's implementation of the decentralization plan? How could civil society's capacities in this respect be enhanced? What is their relationship with the local government bureaus? How could the civil society better participate in the planning processes and in the implementation processes?

V. *Assessment Methodology and Team Composition*

The contractor will conduct the decentralization assessment o/a mid-January 2002. The first week of the assessment should take place in Kigali, where the contractor will: 1) meet with, collect and review relevant documents from USAID, USAID partners, GoR, donors, civil society groups and other sources; and 2) develop a research protocol and questionnaire(s), both of which must be approved by USAID/Rwanda and MINALOC prior to week two of the assessment. Over the following two weeks, the team will conduct a series of interviews to collect the information required to answer the questions noted above. Interviewees will include government and donor officials, decentralization support project implementing partners, representatives of civil society and ordinary citizens. The interviews will be conducted at the national level and in at least five districts (one of which should be in the province of Kibungo), a second of which should be in the Local Governance Initiative Project (LGI/AFRICARE) zone and the third one in a district outside of Kigali funded by another donor. After completing the interviews in the capital and the first province, the assessment team will make a mid-term presentation to MINALOC and USAID/Rwanda with initial findings. This will also be an opportunity to review and refine the effectiveness of the methodology. The team will then complete the interviews in the second province and any follow-up interviews in the capital.

VI. *Products*

The contractor will spend the fourth week writing a final report and will present the first draft in English to USAID at the end of that week. Within five working days USAID/Rwanda will provide verbal and written comments to the contractor, which include suggestions for modifications and other improvements. Within five working days of receiving these, the

contractor will submit the final draft of its report in English to USAID/Rwanda. The contractor will submit the final report in six hard copies and on diskette formatted in MS Word. Within five working days of the final report submission, the contractor will submit a translation into French in six hard copies and on diskette formatted in MS Word.

VII. Proposal Inclusions

In addition to the other documents that must be submitted as part of a proposal in response to this RFP, each interested party will also submit the following:

- A staffing plan including CVs of proposed assessment team members.
- A sample plan for all the questions asked (see above). The plan will include a day to day schedule of the officials and others the team would hope to interview and will state in which districts the interviews will take place.
- A sample questionnaire in English/French/Kinyarwanda to be used based on the questions stipulated above.

VIII. Schedule and Logistics

The contractor will be responsible for arranging for all of the team's scheduling and logistical needs. MINALOC and USAID/Rwanda will help to arrange meetings if requested by the contractor and if they have the capacity to do so.

List of people met

A. Central Government

A.1. MINALOC

1. Mr NYANDWI Désiré, Ministre du MINALOC
2. Mr MUSONI Protais, Secrétaire Général du MINALOC
3. Mr Sam RWAHAMA, Territorial Administration Director
4. Mr UWAYEZU Jean marie Vianney, Project Coordination and PIP
5. Mr Alexandre SEMARINYOTA, DMU
6. Mr Alexis DUKUNDANE, Planning Local Development Coordination and Cooperatives

A.2. MINECOFIN

7. Mr Donald KABERUKA, Minister of Finance
8. Mr Celeste KABANDA, Secretary of State in Finance and Economic Planning
9. Mr Justice MAHUNDAZI, CEPEX
10. Mr Vincent KAREGA, PNRP
11. Mr Sam Kanyarukiga, General Manager, CEPEX
12. Mr Justice MAHUNDAZI, CEPEX
13. Mr Camille KARAMAGA, Budgetary Direction
14. Mr FX MBARUBUKEYE, Accountability Director

A.3. MINEDUC

15. Mr Romain MURENZI, Minister of Education
16. Mr Jean de Dieu NTAWUKURIRYAYO, Secretary of State

A.4. MINISANTE

17. Directeur Administratif et Financier du MINISANTE

A.5. MINAGRI

18. Mr Aaron MAKUBA, Minister of State of Agricultural

B. UDAID/ RWANDA

19. Mr Pease KIMBERLY, Good Governance Section
20. Mr Pierre MUNYURA, Good Governance Section
21. Health Charger, USAID
22. Economic growth Charger, USAID

C. Donors

23. Mr. Alexandre Vila, Councilor EU
24. Mrs Jeanne MUREBWAYIRE ; Appui à l'ON of FED
25. Germany Embassy
26. Mrs. Antoinette KAMANZI; World Bank
27. Mr. Yves CORDIER, BTC-CTB
28. Belgian Cooperation
29. Mr. Gaspard NDAGIJIMANA, decentralization, Justice and Human Right Expert;
Holland Embassy

D. Projects

30. Mr. Alan Ferguson ; project Coordinator ; ARD
31. Mr. Africa Alexis ; Assistant Coordinator for Projects, LGI Coordination
32. Mr. Cary Alan Johnson; Country representative, AFRICARE-Rwanda
33. Mr. Schillings TIM, Coordinateur du Projet PEARL
34. Mr. MUTEBUTSI OBEDI, IRC, Charge of program
35. Mr. Paulin NGIRUMPATSE, LGI Project Coordinator
36. Mr Claude Desmarais, Coordinatreur National des Projets de décentralisation IRC
37. Mr KANKERA Marie Josée, Coordinatrice Provinciale IRC / Cyangugu
38. Mr Henri Paul Bolap, Conseiller Technique Principal (Chief Technical Advisor)
39. Mr NGIRIMANA LEVI, Chargé du développement rural, Cellule d'Appui au PCA/C
40. Mr MUGABO Joseph, Chargé de l'organisation Institutionnelle et animation, Cellule d'Appui au PCA/C
41. Mr NSABIMANA ELI : Conseiller Technique de la SNV pour le PADEC et spécialiste en Micro- Finances
42. Mr. BAYINGANA Gaspard ; Former Coordinator, LGI

E. LOCAL GOVERNMENT

E.1. MVK

43. Mr RUSIHA Gaston, Vice-Maire Chargé des Affaires Sociales MVK

E.1.1. District Kacyiru

44. Mr. KANAMUGIRE Callixte, Maire KACYIRU

45. Executive Secretary of KACYIRU District

E.2. CYANZARWE DISTRICT

46. Mr. NSENGIYUMVA Clément: Vice-Maire of Social Affaires and Former President of CDC in Rwerere Commune

47. Mr. NIKOBATUYE Jean Népomoscène, Vice-maire of Development and president of CDC/ Cyanzarwe

48. Mr. MABETE Dieudonné: Executive Secretary of Cyanzarwe District and former AFRICARE agent in Rwerere Commune

49. Mr. BARENGAYABO Ramadhan: The Maire of Cyanzarwe District and former maire of Rwerere Commune

50. Mr. NSENGIMANA Elias: Coordinator of Busumba sector of Cyanzarwe District

51. Mr. GAKWERERE Gaspard: Coordinator of KINOOGO Cell in Busumba Sector

52. The population

E.3. BUTAMWA DISTRICT

53. Mr Munana Jaffet, Ancien président CDC secteur Butamwa

54. Mrs Habiyaremye Zawadi, Vice maire chargé des affaires économique et président du CDC

55. Mrs Mukabarisa Aimée Rosalie, Vice maire chargé du genre et affaires sociales

56. Mr Habarugira JM Vianney, Ancien Assistant Bourgmestre des affaires économiques et sociale

E.4. KAHI DISTRICT

57. Mr. Murego Vianney, Maire of the District

58. Mr. Murenzi Geoffrey, Former President CDC Commune Kahi

E.5. KARABA DISTRICT

59. Mr Gatera Gérard ; Maire et ancien Bourgmestre de la Commune Kinyamakara
60. Mr Nkundimana Justin ; Secrétaire Exécutif
61. Mr Mutabaruka Paulin ; Secrétaire chargé des affaires économiques, Président du CDC et ancien bourgmestre de Rukondo
62. Mr Rukundo Jean Paul ; Coordinateur du secteur Nyarusange
63. Mr Sengoga Jérôme ; Président du CDC secteur Nyarusange
64. Mr Habimana Isaï Ancien Président du CDC au secteur Nyarusange
65. Population de la Cellule Nyabisindu, Secteur Nyarusange

E.6. NTENYO DISTRICT

66. Mr Barihuta Aimée : Maire du district de Ntenyo
67. Mrs Nyirabagenzi Agnès : Secrétaire chargée des Affaires sociales
68. Mr Gatete Martin : Coordinateur du Secteur Nyagazosi
69. Mr Gasasira François Régis : Secrétaire chargé de la jeunesse et culture
70. Mr Twagirimana Joseph : Secrétaire chargé des Affaires Economiques
71. Mrs Muhakarera Monique : Secrétaire chargé de la Promotion Féminine
72. Mr Nyandwi Sylvain : Secrétaire Exécutif
73. Mr Niyoyita François : Président du CDC au secteur Dusego et ex-secrétaire du CDC de la commune Mukingi
74. Mr Ndahayo Patrice : animateur LGI commune Mukingi
75. Mrs Mukashema Geltrude : Présidente CDC secteur Nyagazosi
76. Mr Mpfizi Joseph : Président du CDC secteur Giseke et ex-trésorier du CDC commune Mukingi

E.7. GISENYI CITY

77. Mr. KAMANZI RUGAMBA Straton : Maire of Gisenyi City
78. Mr. NDIKURYAYO NKWAYA Isaïe: Vice-Maire in charge of finances and economy, President of CDC.
79. Mr SEBAHIRE François : Vice-maire charge social affaires
80. Mrs. MUKAMUGEMANA Agnès : Vice-maire in chargé of gender
81. Mr. MURENZI Nicolas : Executive Secretary.
82. Mrs. MUSABEYEZU Charlotte : Former organizer of LGI in Rubavu
83. Mr. SENTIBAGWE Gilbert: President of CDC in Gisenyi Sector and Former President of of CDC in Rubavu Commune.
84. Mr. BARIBANE Innocent: Coordinator of Byahi sector.
85. The population of Ngugo cell in Byahi Sector.

E.8. CDC VILLE DE CYANGUGU

86. Mr BANAMWANA Bernard ; Président du CDC Ville de Cyangugu

E.9. KIBUNGO PROVINCE

87. Mr. KARASIRA CANISIUS, Vice-mayor, charge of development, District of Kibungo City

88. Mr. KATABARWA Charles, Vice-mayor, charge of development, Rwamagana District

E.10 BYUMBA PROVINCE

89. Mr. Rugemintwaza, Prefet

E.11. BUTARE PROVINCE

90. Mr. Karemera, Prefet

91. Executif Secretary of Butare Province

E.12. NYAKIZU DISTRICT

92. Mr Angelo Nshimyiryayo; Maire of Nyakizu

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12. Decentralization Assessment Request for consultancy Services
13. Increased Accountability at all Levels of Government
14. Ubudehe to Fight Poverty; NPRP/MINECOFIN and MINALOC
15. A profile of poverty in Rwanda
16. Amajyambere ashingiye kuri ba nyirayo ; AFRICAIRE – MINALOC - USAID
17. Projet Cadre d'Appui à la Décentralisation et la bonne Gouvernance au Rwanda , Intervention en Province de CYANGUGU. ; Phase Pilote ; Août 2000-December 2002.
18. Inshamake ya Rapport y'amatora y'abayobozi b'Utugari n'Imirenge yo ku wa 25 na 26 Werurwe 2002 ; Komisiyo y'amatora ; Mata 2002
19. Programme d'appui au Développement des entités décentralisées (PADED)
20. Politique Nationale de Décentralisation , Minaloc - Mai 2000
21. Stratégies de mise en œuvre de la Politique Nationale de Décentralisation ; Minaloc Mai 2000
22. Politique de Décentralisation fiscale (traduction à partir de l'Anglais) ; Minaloc - Janvier 2001
23. Politique de développement Communautaire (version originale) ; Minaloc - Janvier 2001
24. Support of decentralisation and democratisation in Rwanda (Annual action plan and schedule (year 2001)

25. Support for decentralisation, Good governance and Community development in Rwanda ; IRC revised proposal – September 11, 2001
26. Itora ry'abayobozi b'uturere, imijyi n'umujiyi wa Kigali 06-13 Werurwe 2001; Mata 2001.
27. Iteka rya Ministre rigena imiterere y'inyandiko zinyuza amafaranga mu isanduku y'akarere cyangwa y'umugi
28. Iteka rya Ministre rigena ibaruramari ry'akarere cyangwa y'umugi
29. Umushinga w'Iteka rya Ministre rigena imikorere n'imitunganyirize ya Komitee ishinzwe amajyambere y'uturere cyangwa imijyi
30. Umushinga w'iteka rya Ministre rigena insimburamubyizi ihabwa abagize inama nnyanama z'uturere n'imijyi igihe bateranye mu nama
31. Iteka rya Ministre w'Ubutegetsi bw'igihugu n'Imibereho myiza y'Abaturage ryerekeye imikorere n'imitunganyirize y'inama nnyanama z'uturere n'imijyi
32. Iteka rya Perezida rishyiraho amategeko agenga abakozi b'uturere n'imijyi
33. Umushinga w'Iteka rya Ministre ritunganya inzego z'imirimo z'uturere n'imijyi
34. Itegeko N°7/2001 ryo ku wa 19.01.2001 rishyiraho imitunganyirize n'imikorere y'umujiyi wa Kigali
35. Itegeko N° 42/2000 ryo ku wa 15/12/2000 rigenga amatora y'abayobozi b'inzego z'ibanze mu Rwanda
36. Itegeko N°39/2000 ryo ku wa 28/11/2000 ritunganya imiterere n'imikorere ya Komisiyo y'amatora
37. Ivugururwa ryo ku wa 05/10/2000 ry'itegeko shingiro ryabyo y'u Rwanda
38. Itegeko N°47/2000 ryo ku wa 19/12/2000 rihindura kandi ryuzuzwa itegeko ryo ku wa 15/4/1963 ryerekeye imitegekere ya Repuburika y'u Rwanda nk'uko ryahinduwe kandi ryujujwe kugeza ubu
39. Umugereka wa Mbere w'itegeko N°47/2000 ryo ku wa 19/12/2000 rihindura kandi ryuzuzwa itegeko ryo ku wa 15/4/1963 ryerekeye imitegekere ya Repuburika y'u Rwanda nk'uko ryahinduwe kandi ryujujwe kugeza ubu .
40. Umugereka wa kabiri w'itegeko N°47/2000 ryo kuwa 19/12/2000 rihindura kandi ryuzuzwa itegeko ryo ku wa 15/04/1963 ryerekeye imiterere ya Repuburika y'u Rwanda nk'uko ryahinduwe kandi ryujujwe kugeza ubu .
41. Itegeko rishyiraho imitunganyirize n'imikorere y'akarere
42. Itegeko rishyiraho imitunganyirize n'imikorere y'imijyi mu Rwanda
43. Umushinga w'iteka rya Ministre rigena imikorere n'imitunganyirize ya Komite ishinzwe amajyambere y'uturere cyangwa imijyi .
44. Itegeko rihindura kandi ryuzuzwa itegeko N° 43/2000 ryo ku wa 29/12/2000 rigenga imitunganyirize n'imikorere y'intara .
45. Umushinga w'itegeko rihindura kandi rikuzuzwa itegeko N°39/2000 ryo ku wa 28/11/2000 ritunganya imiterere n'imikorere ya Komisiyo y'igihugu y'amatora .

46. Umushinga w'itegeko rihindura kandi ryuzuza itegeko N°7/2001 ryo ku wa 19/01/2001 rishyiraho imitunganyirize n'imikorere y'umujiyi wa KIGALI .
47. Umushinga w'itegeko rihindura kandi ryuzuza itegeko N°5/2001 ryo ku wa 18/01/2001 rishyiraho imitunganyirize n'imikorere y'imijyi mu Rwanda .
48. Umushinga w'itegeko rihindura kandi ryuzuza itegeko N°04/2001 ryo ku wa 13/01/2001 rishyiraho imitunganyirize n'imikorere y'akarere .
49. Projet de loi portant organisation et fonctionnement du fonds commun de développement des districts , villes et ville de Kigali.
50. Itegeko rishyiraho inkomoko y'imari n'umutungo by'uturere n'imijyi kandi rigena imikoreshereze yabyo .
51. Itegeko N°11/2002 ryo ku wa 12/03/2002 rihindura kandi ryuzuza itegeko N°32/2000 ryo ku wa 28/11/2000 ritunganya imiterere n'imikorere ya Komisiyo y'amatora .
52. Ubudehe mu kurwanya ubukene .
53. Dévis du programme pour le financement du processus participatif Ubudehe mu kurwanya ubukene dans douze provinces du Pays .
54. Itegeko rishyiraho kandi rigena imikorere n'imitunganyirize y'ikigega rusange gitsura amajyambere y'uturere, imijyi n'umujiyi wa Kigali.