



District Capacity Building Needs Assessment and Planning

Draft Findings and Recommendations

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Abbreviations used

CB: Capacity Building
CBNA: Capacity Building Needs Assessment
CBOs: Community Based Organisations
CDF: Community Development Fund
DDPs: District Development Plans
DIP: Decentralisation Implementation Program
DP: Development Plan
EDPRS: Economic Development and Poverty Reduction Strategy
ICT: Information Communication and Technology
JADF: Joint Action Development Forum
LG: Local Government
MIFOTRA: Ministère de la Fonction et du Travail
MINALOC: Ministry of Local Government and Good Governance
MINECOFIN: Ministère des Commerces et des Finances
MINEDUC: Ministère de l'éducation
MINICOM: Ministère de la Communication
MINISANTE: Ministère de la Santé
MINITERRE: Ministry of Lands and Water Resources
MTEF: Medium Term Expenditure Framework
M&E: Monitoring and Evaluation
NGOs: Non Government Organizations
RIAM: Rwanda Institute of Administration and Management
RSDF: Rwanda Strategic Decentralisation Framework

1 Introduction

This production of District Capacity Needs Assessments (CBNA) and Capacity Building Plans constitutes Output 3 of the National Decentralisation Implementation Plan (DIP). The focus of the work has been working with district authorities to produce 30 locally owned, bottom up district CBNAs and five year plans. As with the District Development Plans, these reports are primarily for local planning purposes. This report therefore provides merely an overview of the nature of the findings which have emerged and the main programme areas for the five year capacity building plans.

This document is a short and concise summary report which focuses on key findings of the needs assessments, the main programme areas of the capacity building plans, and recommendations for implementing the plans.

The TORs (see Annex I) stated that the assignment involved assessing capacity needs at local level in a holistic manner, taking into account human resource development, institutional and organisational development, and capacity to develop economic and social infrastructure.

The four main outputs of the assignment were:

- one CBNA report for each district, reflecting all objectives of the assignment, written in French and English;
- one medium term capacity building plan for each district, following a demand driven approach, in English and French, with an executive summary;
- overall key recommendations and conclusions for the elaboration of the District Implementation Plan at the central level;
- training for one or more district level counterpart staff to carry out similar CBNA in future.

All outputs have been achieved, with minor modifications. CBNAs have been produced for all 30 districts in either French (28 reports) or English (2 reports). To date, 25 CB plans have been produced, and the remainder are expected in the next two days.

The DIP was already elaborated by the time this assignment took place (the TORs had not been changed since being written in 2006). This report focuses on recommendations for implementing the district plans and the way forward.

One element of training was provided more extensively than originally proposed (District Focal Points worked very closely with local consultants for the CBNAs and co-facilitated the planning workshops). The second element, a formal training workshop, will be carried out at a later stage, once the implementation modalities are clarified and it has become clear what role Focal Points will play in reviewing capacity building (CB) plans (for instance, whether they will engage in the reviews themselves or manage a contracted out process). This training day has been replaced by a technical workshop with District Executive Secretaries and decentralised project managers to discuss the implementation of the CB plans.

The structure of the rest of this report is as follows. The second section provides a qualitative summary of key findings from the 30 district Capacity Building Needs Assessments (CBNAs). The quantitative detail of the CBNAs will be found by reading the 30 reports. The final sub-section lists findings and recommendations.

Section three presents key recommendations for central government institutions. Recommendations at district level for addressing gaps in capacity are transformed into programme areas and key activities in section four. These are laid out in five year plans, and include the overall budget and break-down by programme.

The last section covers recommendations for implementing the CB plans. This is presented as a series of issues for MINALOC, MIFOTRA, the districts and decentralisation project partners. The recommendations cover i.) consolidation, harmonisation and prioritisation of the capacity building plans; ii.) establishing and mainstreaming structures for coordination and implementation of the plans; and iii.) simplifying and mainstreaming monitoring and review processes.

Annexes cover: the TORs; the Roadmap; the report structure for the CBNAs and CB plans; the decentralisation context; and the Approach and Methodology used during the assignment.

MINALOC and MIFOTRA would like to thank the ASI team for their close collaboration during this assignment, and to thank development partners Dean Swerdlin from Intrahealth, Elena Zanardi from GTZ and Adolphe Bazatoha from DCDP for their extensive support and advice, including technical advice, supporting co-facilitation of workshops (through their staff in districts) and providing comments on draft district reports. This assignment could not have been completed in time and to the desired standard without their help. We are extremely thankful to the team of 29 Rwandan consultants, many of whom returned several times to the districts at their own expense to ensure greater involvement, ownership and to improve the quality of their work.

2 Findings of District CBNAs

This section outlines the main findings which have emerged from the 30 CBNAs. The approach and methodology for conducting the CBNAs are to be found in Annex V. The findings are listed according to the TORs categories and report structure, and are qualitative rather than quantitative. The quantitative details are contained in each of the 30 district CBNAs and in the five year plans. The district CBNAs are structured around current capacity, gaps in capacity and recommendations for capacity building needs. The report structure is provided in Annex III.

2.1 Institutional Arrangements

2.1.1 The chapter on institutional arrangements focused on the legal framework for decentralization, policy and strategy, and sectoral development plans. Capacity relating to informal rules and practices were covered in chapter five on ways of working and communication, although there was clearly much overlap in issues raised.

2.1.2 **Knowledge and understanding of the legal framework generally found to be greater at district level, than at sector (umurenge) and lower levels.** At these lower levels, it was rare to find copies of the laws and the official gazette. The challenge of disseminating greater knowledge and understanding is considerable. One consultant commented that:

"In effect, the lack of knowledge of these documents at the lower levels amounts to a failure of decentralisation. It as if you could call yourself a Christian without knowing the Evangelist and Jesus Christ."

As noted in one district (Ngororero), in 2006 alone over 80 legislative acts were passed which concern or involve local government. **Most CBNAs found that district legal officers carry an impossible workload. Most also noted that it is extremely challenging for government at cellule and village level to operate while the legal framework has still not been established.**

2.1.3 **Most CBNAs noted a very minimal level of consultation by Central institutions during the legal drafting process.** There tends to be better understanding of the laws relating to core administrative functions (eg. on budgeting, procurement and public service) and some sectors (especially health and education), but less understanding of NGOs and cooperative management and certain sectors including land management, infrastructure management and the environment.

2.1.4 **Several difficulties were noted with regard to local government service delivery and sector strategy.** Many district CBNAs found that while the laws themselves may be fairly well understood, decrees and regulations were less well understood. A major concern raised by one of the Vice Mayors

in Bugesera District was the lack of knowledge about standards (regulations) for construction of buildings and bridges. Health and safety could be breached; lives could be put at risk.

Stakeholders in Ngororero noted that:

“The district is not informed and consequently is not prepared in time for the programmes which are negotiated by the technical ministries but where execution is to take place at district level.”¹

The Nyabihu CBNA stated:

“It is difficult for the district to monitor these (sector) programmes because they do not even have the TORs or a copy of the signed contract between the ministry and the executing company or agency.”

2.1.5 A number of districts noted budgeting problems, in particular that budget transfers were not on time or not to the amount pledged:

“The district does not receive planned budget transfers, most ministries do not honour their pledges with the exception of MINECOFIN and MINALOC” (Karongi District).

2.1.6 Service delivery is frequently hampered by lack of adequate transport for staff to travel to the many service providers. For instance, in Karongi District, the two officers responsible for education have a range of responsibilities for 123 primary schools, 24 secondary schools and youth, sports and cultural institutions. Kamonyi District has 2 staff to supervise 84 primary schools, 14 secondary schools, 5 CFJ, 136 nursery schools and 145 literacy centres. They are unable to fulfil all their duties. Frequently, districts fail to develop operational plans to carry out sectoral strategy, and this is due to a range of reasons including a lack of capacity to produce these plans, the non appropriation of these strategies by the districts, and weak capacity to establish baselines and monitor outputs and outcomes (noted in Gisagara CBNA).

2.2 Management Systems

The chapter on management systems covered planning and monitoring, budgeting, mobilisation of funds, procurement, accounting, reporting, auditing, tax administration, record and documentation management.

2.2.1 The greatest capacity strengths found in the districts relate to planning and budgeting, although knowledge of systems and procedures is not a sufficient condition to address the many practical challenges encountered. The DDPs are generally considered to have achieved widespread ownership, and most district staff understand the MTEF and annual planning cycle in principle, even if there are many problems in practice, such as the fact that budget lines are frequently overspent, and there are many budget gaps. Rwamagana CBNA was however, one of the few reports to insist that district

¹ Most quotes from district reports have been roughly translated from French.

planning was not very participatory, and remained a 'top down' system which went counter to the spirit of decentralisation.

2.2.2 Although staff tends to be familiar with the MTEF, there was weak public financial management (budget execution, accounting, procurement, internal auditing and financial reporting). In a number of districts, the provisional budget for 2008 was not yet available in February 2008 (eg. Ngororero District). Ruhango CBNA found that the district revenue collected could not even pay monthly salaries, and that Central Government had intervened to supplement the funds required, and noted the implications:

"The execution of the PPD development projects allocated for 2007 has not even begun. This also affects the Imihigo and Umuganda projects."

2.2.3 A number of CBNAs noted that fiscal decentralisation was not effective. For instance, there was low disbursement from CDF, and no disbursement from FER (Gisagara District was expecting RF 70 million in 2007), and as noted above, many line ministries fail to honour their budget commitments to the districts.

2.2.4 Conversely, local governments tend to have a poor revenue collection, despite some efforts to achieve marginal increases in revenue targets. Some of the many challenges were highlighted in the Karongi District CBNA:

"Tax payer registration is not up to date, there are registration problems in motorcycles, land and vehicles. There are high poverty levels in the district among the tax payers, there are few working days in a week due to Gacaca and Umuganda which claim nine days per month on top of mandatory public meetings and holidays in the district. Differential tax rates imposed per district such as 10% in Karongi while 5% in other districts mean that many taxpayers especially for vehicles tend to run to low tax rate districts, and this has an impact on the district welfare and tax targets."

2.2.5 Most districts have no strategy for mobilising external resources, which remain largely supply driven by donor organisations. The Rulindo CBNA points out that even including donor funds, their budget for 2007 was approximately Frw 500,000,000, whereas the DDP annual budget is approximately Frw 11 milliards.

2.2.6 Procurement systems have many weaknesses, although few districts cited cases of tendering outcomes being contested. Major challenges tended to include the lack of working space to organise documents, the long and expensive procurement process (often further delayed by the fact that many committee members were too busy to attend), and a marked delay in the payment of services, which was also noted by private sector organisations as constituting a constraint in their working relationship with the district.

2.2.7 With regard to accounting, most districts use Sage Pastel for the revenue and expenditure charter of accounts, and are satisfied with the technical support they receive from MINECOFIN as well as other public bodies, although Rwamagana CBNA noted that Sage Pastel software does not

allow for a direct link with the budget and many staff have still to be trained in its use. 'Smart Gov' software is not yet available in many districts. The charter of account cannot be produced as long there is no status (real situation) of the district's assets (especially property). Some of the challenges and gaps in capacity noted include an excessive workload (some accountants have to deal with the accounts for over 100 public institutions) and the fact that MINALOC and MINECOFIN request the same types of reports but in different formats. Similarly, donors request different accounting formats.

2.2.8 Most districts have no system in place to monitor the implementation of the DDPs. There is no standard reporting system, and no follow up mechanism. There are frequently no baseline studies. This capacity gap is well recognised in most districts, and many have recently identified the need to provide training in monitoring and evaluation. Additionally, the Rwandan Institute of Statistics has recently recruited one statistician for each district. However, it is clear that in some cases, this is merely a temporary placement of one year or so (eg. in Rwamagana District). Also for some districts, the statistician has no office and no equipment (eg. a computer).

2.2.9 Cross-cutting issues such as youth, gender and the environment are taken into account in planning documents, but not during implementation due to insufficient staff devoted to follow up of these issues.

2.2.10 Many projects may be loosely linked to the DDP priority areas, but they are generally designed, funded and implemented by donor organisations (including international NGOs, bi and multi-lateral aid agencies) which show operate with varying degrees of partnership with the local government administration. Many districts complain that donors do not even share information on their overall project budgets with the district, and this limits the capacity of the district to evaluate budget execution (noted in Gisagara District). In this respect, the CBNAs did not gather much information from the donor perspective, but clearly issues such as poor communications in district administrations, delayed and last minute meeting schedules and a lack of time and capacity to engage with donors in monitoring projects are sources of frustration to donors who seek a deeper level of partnership with local government.

2.2.11 With regard to auditing, most districts reported that audit reports were produced and generally on time, but frequently recommendations from these reports were not taken up. Concerns about political interference were also raised. It was noted in one district that it was highly unlikely that the internal auditor was capable of acting independently given his or her direct subordination to the Mayor. All districts CBNA noted the district's concern that it is impossible for one district internal auditor (without means) to carry out audits on all public institutions (over 100 institutions including schools, hospital and health centres, sectors etc). Very few districts have an internal audit chart. Concerns about political interference were also raised. It was noted in one district that it was highly unlikely that the internal auditor was capable of acting independently given his or her direct subordination to the Mayor.

2.2.12 Districts are overwhelmed with reporting requirements, including 68 different reports (including monthly, quarterly and annual reports) just for EDPRS monitoring. Without the means to verify information, it seems difficult to imagine how staff gather information to report on all EDPRS indicators.

2.3 Management of Human Resources

The chapter on human resource management covers recruitment, management of the 'cadre organique', management of personnel, payroll system, performance management, training and disciplinary systems.

2.3.1 Most districts report that the current organisational structure (cadre organique type) as approved in January 2006 is not adapted to local government needs. For instance, each Human Resource Unit has to manage over 1,000 employees, including health and education personnel. Kamonyi district has 2 persons to supervise 84 primary schools, 14 secondary schools, 5 CFJ, 136 nursery schools, 145 literacy centers, therefore each district is now organising its own structure now. Many districts have begun to propose modifications to the cadre organique to better reflect their needs. For instance, Nyaruguru has appointed four staff to cover the management of credit, youth coordination, procurement, and health insurance and management of the district pharmacy. There is an urgent need to revise the district and sector organisational structure to reflect the current reality (for instance, regarding health insurance staff, an office for land management, management of credit).

2.3.2 Human resources issues pose a significant challenge in many respects. Many districts report a small number of posts occupied by staff without a sufficient level of qualification as required in the cadre organique; low staff retention, many resignations (for instance, Gisagara District had 90% new staff, after 62% resigned in 2007). It is a major challenge to recruit staff who fulfil the requirements of the post, especially at sector and cellule levels. In Nyaruguru, for instance, there are only five staff per sector, whereas there should be nine, and a number do not have an Executive Secretary.

2.3.3 Many local governments resort to hiring temporary staff, but this is not a satisfactory solution given pressure on the budget.

2.3.4 The system for managing salaries is weak in a number of districts. Nyaruguru CBNA reported that the software provided by MIFOTRA was insufficient to calculate salaries, and leads to late payment in many cases. Personal emoluments amounted to Frw 484.327.374 a year, but current salary arrears amount to Frw 125.870.408. Although salaries for health and medical staff are paid directly by central government, the local government has to manage and monitor salary payments through just one member of staff.

2.3.5 Most districts have guidelines for evaluating performance, but these may only be agreed by the District Council rather than conforming with

official standards. The system in Nyaruguru does not provide any practical benefits for staff, because it does not allow for promotion nor salary rises.

2.3.6 Given pressures on the budget, any funds for training tend to be re-allocated. Even when there is a budget line for training, few districts have undertaken an assessment of training needs and made plans for training activities accordingly. However, there are districts which benefit directly from donor projects, such as PAGOR in Nyaruguru, which focuses on capacity building in response to a holistic assessment of capacity needs in local government.

2.3.7 The zero fleet policy has had a negative impact on service delivery at local government level, but also a negative impact on staff morale and contributed to significant levels of unbudgeted expenditure. Many districts resort to hiring vehicles and the overall costs often exceed the budget for transport. Additionally, many staff are unable to hire vehicles since they lack the financial means to pay up the charge up front.

2.3.8 Disciplinary procedures are followed correctly, according to most CBNAs, and some staff have been disciplined, but it is not always clear what the outcome has been. In other districts, there are examples of key staff being sacked (Nyaruguru District sacked the entire Executive Committee in 2007).

2.3.9 Staff retention is a major problem. In 2007, 10 staff handed in their notice in Nyaruguru District; similar numbers were found in certain other districts. Some districts have found innovative ways of retaining staff. Karongi District organises regular meetings with staff to settle problems and improve team working, and offers a retention package which includes ubusabane for all staff at the beginning of the year and access to a cooperative for savings and credit. It is often noted that increased office space, a housing scheme, transportation and a good working environment would act as further incentives. Gisagara district has encouraged staff to participate in a 'tontine' scheme (each month, two people receive cows or take turns to work a small manioc plantation), and it organises a large ceremony at the end of each year, during which 'friendship gifts' are exchanged.

2.4 Ways of Working and Communication with Key Stakeholders

This chapter focuses on the ways of working and communicating between a range of local government structures, systems for collecting and circulating information, internet and telephone networks, customer relations and exchange of information on good practice.

2.4.1 All CBNAs report that staff work under the pressure of too many meetings and too many responsibilities. Additionally, meetings are often inefficient for many participants because they start very late. Rwamagana CBNA noted that meetings were typically too many, often unannounced in the

sense that participants are not invited with advance notice, and badly prepared. Some districts have tried to address this problem to some extent, for instance, Gisagara District aims to hold weekly meetings with the Secretary Executive and Unit Directors which last only 15 minutes. Some districts have reported that the use of telephone 'user groups' (codes telephoniques) between the Executive Committee, Directors and Executive Secretaries of the sectors helps relieve the pressure of so many meetings.

2.4.2 The relationship and ways of working between the districts and lower decentralized bodies (sectors, cellules and imidugudu) are hampered by the lack of technical, financial and human resources (as outlined in the above chapters). Additionally, the lack of physical infrastructure (offices) is another handicap (in Nyaruguru District, three sectors and 74 cellules have no offices). It was noted in Ngororero:

"It is felt that the District exercises extreme pressure on the sectors through transferring a huge volume of work without sufficient means of execution. The sectors are more like executing agencies which carry out orders coming from above, with few initiatives of their own. ... All this means that their work is often late and mediocre."

2.4.3 The relationship between the Executive Council and the Executive Secretary are generally found to be harmonious, as are those between the District Council and Executive Committee.

2.4.4 By contrast, **relationships with both central government and provincial government are not always easy**, mainly due to these higher levels making demands on the districts in the form of unplanned but urgent meetings. **Nyabihu CBNA counted a total of 662 meetings in 2007, which cost the district the mere "bagatelle" of Frw 13.429.531.** Similarly, Rutsiro district spent Frw 22 million in 2007 on several meetings, even if the Prime Minister's instruction was clear that each institution inviting the district should cover the expenses. These costs in addition to transport costs were never originally planned and budgeted by the district. The staff in Bugesera District said that in their view they should be focusing on local problems and needs, but pressure from central government frequently hampered him and his staff. There is almost of sense of central government *unintentionally undermining* local governments while apparently seeking to support them.

2.4.5 Some districts see the advantage of establishing close relationships with neighbouring districts, and the utility of RALGA in exchanging good practice and exchange of ideas.

2.4.6 There are huge expectations of the Joint Action Development Forums (JADF), but these structures are relatively new, and some do not yet exist at all at sector level. This is discussed further under 'Networks and Partnerships' below.

2.4.7 Many districts have initiated a 'guichet unique' (a reception area referred to in one report as a One Stop Shop), which is quite effective in distributing outgoing correspondence and for dealing with public enquiries, although Nyaruguru CBNA notes the views of the public in pointing out that it is good public relations but does make for effective

problem solving. Gisagara District has developed its own 'Guidelines on the relationship between local government and the public', which appears to be working well, and has a 'suggestion box' ('ganira n'akarere') in each sector office. However, because so few decentralized structures have a sound understanding of service provision, most people wish to take their questions and problems directly to the mayor (Nyabihu CBNA), which overburdens this post and undermines the sound functioning of lower government levels.

2.4.8 Information management tends to be very weak, but many districts are beginning to receive support from donor projects such as Twubakane to develop and maintain a reliable database of information and statistics (noted in Nyaruguru CBNA).

2.4.9 Some information is made available to the general public, such as meeting minutes for the District Council (they are fixed to the wall of the district offices), but the most common form of communication appears to be through meetings and 'open door' days periodically, during which there is extensive information dissemination typically via radio, meetings and in churches.

2.4.10 All districts report major capacity challenges in terms of internet, intranet and telephone communication. The sort of issues raised include: insufficient numbers of staff having access to computers; insufficient access to the internet (for instance, only 24% of computers in Gisagara District); the internet network is very weak (slow); most sectors are not connected to the internet at all (eg. Gisagara) and many sectors and cellules do not have electricity, which further limits the scope for introducing computers and the internet. One district mentioned specifically that MTN limits the extent of user groups, which presumably is a common problem. **A major problem is the lack of suitable software including adequate anti-virus programmes.** One district noted that all statistics for secondary schools were missing due to an infected flash disk in the district administration (Karongi).

2.4.11 Many CBNAs have alluded to challenges associated with a high number of posts in lower government levels being voluntary. It is not always clear what the implications are, but these include services being provided to a poor standard and one district (Gisagara) mentioned that limited financial means has led to some cases of local corruption among the imidugudu (eg. taking money from customers for services which are meant to be free).

2.5 Networks and Partnerships

The chapter on networks and partnerships explores these relationships with and between the private sector, public sector, civil society, donors and twinning relationships.

2.5.1 This chapter was the least well developed one in the majority of CBNAs, and this partly reflects a very limited experience and understanding of the meaning of partnerships, the potential added value of

networks and even the definition of donor organizations (many CBNAs originally included central government agencies in this definition). This low level of understanding tells a significant story in itself about the capacity of local governments to promote partnerships for better service delivery and socio-economic development. It is also true that many local consultants struggled with these terms given their own limited experience of partnerships and networks, despite ASI training and prompts provided in the data gathering instrument.

2.5.2 The most obvious kind of relationship referred to between local government and the private sector relates to a 'contracting out' of services (especially for infrastructure), rather than a true partnership as such.² Most districts perceive the private sector to be quite weak, although it is not clear whether this weakness relates to their inability to engage in business, to work with local government or to work in the formal business sector. A few specific weaknesses in the quality of partnerships were the following: the private sector had little awareness of the opportunities to be taken advantage of; the population was not fully aware of how to take advantage of cooperatives (because they still expect to be organised by the state); the district often forgets to obtain 3% from its tendering processes.

2.5.3 Very few CBNAs discuss the private sector insofar as it should also play a leading role in economic development, although the section on facilities and equipment clearly suggests that there needs to be a greater role for the private sector. A few districts commented on the partnership between the Rwandan Private Sector Federation (FRSP) and local government, which tended to be strong in some districts but weaker in others. It is therefore urgent for districts to consider how they can develop partnerships with the private sector to encourage them to play this role.

2.5.4 Most CBNAs found that partnerships with the public sector are generally strong, but they nevertheless described this relationship as a top down one, which would actually suggest a weak form of partnership. Nyabihu CBNA described its relationship with public bodies such as CDF and DCDP as a 'top down' or supply driven, rather than a 'real partnership'. Some districts mentioned that the relationship with certain public organisations (INSR, CEPEX and RIEPA) has not yet been clarified and supported (Gisagara District). Some mention was made of the funding relationship between local government and public bodies (for instance, hospitals complain that district funding arrives very late).

2.5.5 Many districts noted the weaknesses among civil society which restricted forming effective partnerships. Gisagara CBNA noted the fact that many civil society organisations are poor and they work among the poor, which means the support they provide is often inadequate. Monitoring of partnerships is weak: the district administration only meets with civil society

² The International Business Leaders Forum which supports public-private-NGO partnerships defines partnerships as working relationships in which each partner contributes resources of some kind (human, financial, technical or regulatory), there is a clear sense of the added value or benefits of working in partnership, and the risks of working in partnership (eg. whether financial or reputational) are shared.

through JADF meetings, and yet many JADFs are new structures which are not yet very functional.

2.5.6 Some partnerships with donors were considered 'unbalanced': many donors come with a set idea for their preferred projects, and do not take into account the district's needs (Ruhango CBNA). **However, there was considerable confusion in the definition of donors** as mentioned elsewhere, so the nature of these partnerships is not always clear. A number of stakeholders praised some of the decentralisation donor projects for achieving a good quality of partnership working with local government structures.

2.5.7 Clearly a number of capacity gaps described in the above sections contribute to the districts not yet having taken proactive steps to champion partnership. These include the heavy workload of district staff, poor communications, a weak understanding of the laws relating to NGOs and cooperatives, the lack of understanding about the nature of partnerships and/or the expectation that these should be promoted primarily through the JADFs).

2.6 Facilities and Equipment

The chapter on facilities and equipment includes needs at both local government offices as well as across core sectors (education, health, agriculture, social protection, exports and tourism).

2.6.1 The district administrations usually have offices, although most CBNAs report extreme over-crowding among staff (eg. up to 4 or more in tiny offices). There are some newly created districts which do not have their own offices. For instance, Rusizi staff work in a MINEDUC building and an office of one of the sectors.

2.6.2 A small proportion of sectors and cellules in many districts have no offices. Although this has been a priority for the CDF, there are some gaps in coverage. For instance, all 15 sectors in Musanze require rehabilitation (five), a new construction (three) or transformation (seven), and 22 out of 68 cellules have no office at all (they hire them). In Rutsiro districts, only 6 sectors (imirenge) have been built although 12 were planned for rehabilitation or construction.

2.6.3 Most of the facilities required relate to electricity (especially at sector and cellule levels), computers, printers, and cupboards. Among communication facilities for local government, transport needs rate as urgent requirements (especially more cars and motorbikes), as do more telephones, computers and the spreading of internet and intranet facilities (these may be found in just a limited number of offices in many districts). Some districts (eg. Rutsiro) identified the need to establish transportation maintenance facilities.

2.6.4 Health facilities and equipment needs often include the construction of additional health centres and posts, as well as

pharmacies and dispensaries. Some CBNAs have included specialised health equipment, such as an x-ray machine, while others have focused on sanitary needs (such as additional latrines).

2.6.5 Education facilities and equipment needs typically include the construction of more classrooms and schools, but also water, electricity and computers, and specialised laboratories and teaching material.

2.6.5 Facilities for vulnerable populations include the construction of special centres but also the creation of and support to special associations which would represent the needs of the vulnerable (eg. Rusizi District).

2.6.6 Agriculture facilities and equipment needs typically include coffee washing stations, and factories for manufacturing fruit and tea. Tourism facilities include hotels, inns and tourist sites in beauty areas such as national parks, lakes and mountains.

2.6.7 Many facilities proposed would clearly require a more vibrant private sector (such as the agriculture and tourist facilities, but also private health centres were listed) **or the support of civil society** (such as facilities and other support for vulnerable groups). As mentioned above, it is imperative for districts to develop more effective partnerships with the private sector and civil society.

3 Key Recommendations for Central Government

Most recommendations are for action at district level, and these are outlined in each of the 30 district report. However, these findings also suggest some key issues and recommendations for which central government action is required.

3.1 MINALOC needs to better coordinate all central government engagement with local governments, with the aim of reducing the overall number of requests (for meetings and participation in training and other activities) made of districts; reducing the number of unplanned requests; and ensuring that there is no duplication in planning activities.

3.2 For all activities in which MINALOC engages with local governments, structures and systems need to be simplified so that they take up less time (especially reporting, monitoring and coordinating). Given some districts have failed to implement any projects from their 2007 DDP action plans and the report requirements for the EDPRS alone are overwhelming, the focus must now be on reducing staff workloads.

3.3 MINALOC and MIFOTRA need to give serious consideration to district requests to revise the organisational structure at district and sector levels and recruit additional staff, since this clearly has implications in terms of the overall national budget for PE (salaries). Other options include simplifying workloads (as suggested above), allowing for longer timeframes and moving more quickly towards real partnerships in which civil society organisations and the private sector are encouraged to play a more active role, so the role of local government officers is reduced.

3.4 The current review of the government transport policy needs to take into account the significant restrictions on staff ability to engage on project implementation and monitoring (which ultimately restricts their ability to engage effectively in partnerships if they cannot see how their partners operate).

3.5 Decentralisation should be considered as a crosscutting issue for the implementation of the EDPRS. Each technical central institution (ministry or agency) should play a key role in decentralisation implementation and report properly on this on a regular basis.

3.6 All reforms carried out at central level should have a specific component for local Government. This would help mainstream and coordinate support to local government, and provide greater consistency and better results.

3.7 A mechanism should be set up (coordinated by RALGA or MINALOC) for district consultation during the design of policy and legislation processes instead of involving them only during validation meetings.

3.8 The Office of the Prime Minister should disseminate the “official gazette” to all district and sectors.

3.9 Central Government bodies (such as RRA, CEPEX, and RIEPA) should set up a clear partnership with the district for better service delivery.

3.10 MIFOTRA should set up a clear training policy focusing on local governments.

4 Capacity Building Plans and Budgets

Following the validation of district CBNAs in all districts, the ASI team of consultants carried out planning workshops with the participation of key district stakeholders. The starting point for these workshops was a presentation of the key capacity findings and recommendations identified through the CBNAs. Participants were asked to identify actions and expected results, to correspond to the needs and recommendations, according to the six CBNA areas.

The overall budget for all 30 district plans is Frw 388,234,490,568 (which is approximately US\$ 776,000,000). Budgets given are estimates, based on a combination of similar costings derived from the DDPs, decentralisation project plans or other budgetised plans. The plans and their budgets are currently representative of all local government needs, and are as yet unprioritised.

At this first draft stage, the main variation in the district budgets can be accounted for by a different perception as to whether socio-economic infrastructure needs should be included or not. This programme currently equals approximately 80% of the total district budgets. **If we exclude socio-economic infrastructure items (since they would be funded through sources other than the DIP basket fund), the average overall district budget is closer to Frw 4,000,000,000.**

The budgets for each district are shown in the table below.

Table 1: Overall Budgets for CB Plans

District	Budget (Frw)
Gasabo	5,908,350,000
Nyarugenge	9,476,345,000
Kicukiro	7,546,200,000
Bugesera	9,175,500,000
Rwamagana	5,255,882,000
Kirehe	17,749,575,000
Ngoma	8,059,905,000
Nyagatare	12,067,000,000
Kayonza	14,393,750,000
Gatsibo	32,015,215,000
Rulindo	34,385,069,889
Gakenke	16,015,955,700
Burera	3,680,000,000
Musanze	8,744,500,000
Gicumbi	23,826,000,000
Nyamagabe	5,560,000,000
Nyaruguru	15,030,092,000
Kamonyi	8,042,000,000
Muhanga	3,250,000,000
Gisagara	6,090,000,000
Huye	11,506,074,399
Ruhango	7,595,080,000
Nyanza	7,095,314,380
Rutsiro	31,647,000,000
Ngororero	10,255,000,000
Nyabihu	7,958,193,200
Rubavu	29,614,300,000
Rusizi	3,531,000,000
Nyamasheke	22,873,034,000
Karongi	9,888,155,000
Total (all districts)	388,234,490,568

The budget according to each of the six programme areas is shown in the table below:

Table 2: Budget Breakdown by Programme

Programme Areas	Budget (Frw)
Institutional Arrangements	7,151,273,140
System Management	21,228,095,740
Human Resource Management	13,503,430,000
Ways of Working/Communication	13,148,947,500
Networks and Partnerships	16,288,335,000
Facilities and Equipment	316,914,409,188
Total (all programmes)	388,234,490,568

The most common forms of programmes and activities proposed are listed below:

4.1 Institutional Arrangements

The overall budget for sub-programmes and activities under Institutional Arrangements comes to Frw 7,151,273,140. Some of the key activities proposed include:

- Translation into local language and broad dissemination of laws, decrees and regulation at lower government levels through a range of dissemination strategies
- Provide specific awareness raising on the EDPRS/Vision 2020 Umurenge at lower government levels
- Provide training on manuals and standards for service delivery among local government staff, followed by a performance appraisal on the use of the manuals
- Organise awareness raising meetings on the use of community development approaches
- Organise workshops on good governance and cross-cutting themes for the implementation of district plans

4.2 Management Systems

The overall budget for sub-programmes and activities under Management Systems comes to Frw 22,503,430,000. Some of the key activities proposed include:

- Training for key technical staff on the techniques, tools and software for collecting and analysing socio-economic data; collecting socio-economic baseline data; publicising the results of these surveys to the public; collecting data for sectors such as agriculture
- Establish a system of monitoring and implement it; hold review meetings; purchase of additional vehicles and motor bikes to allow for effective monitoring
- Integrate the MTEF and accounting system into one software package; organise annual workshops with civil society and the private sector on the execution of the budget
- Organise a meeting with donors to improve common understanding and cooperation over project funding
- Obtain from central government a plan (commitment) covering all meetings and other activities proposed at the start of each year

- Carry out a study on the fiscal and economic potential of the district; carry out campaigns to raise awareness of tax payers obligations
- Revise the procurement procedures by category of enterprises to improve efficiencies.
- Make available the guide on auditing and train key staff

4.3 Human Resource Management

The overall budget for sub-programmes and activities under Human Resources Management comes to Frw 13,503,430,000. Some of the key activities proposed include:

- Revision of the 'cadre organique' to allow for the creation of new posts (after consultation with MINALOC)
- Purchase of and training in software to manage staff dossiers; the same for managing staff salaries (payroll); purchase of equipment to store these dossiers
- Organise annual reviews of staff training needs; carry out staff training; carry out a study to develop a long term training strategy
- Establish a staff disciplinary committee at district level
- Put in place a series of incentive to retain staff (various suggestions include prize for top performers, lodging facilities, taking steps to establish a convivial working environment, setting up a social club for employees, credit for the purchase of motor bikes)

4.4 Ways of Working and Communication with Key Stakeholders

The overall budget for sub-programmes and activities under Ways of Working and Communications with key Stakeholders comes to Frw 13,148,947,500. Some of the key activities proposed include:

- Installation of telephone networks and extending connections to internet and intranet; purchase of software including anti-virus programmes; training in ICT
- Training for the Executive Committee on the decentralisation laws and frameworks
- Review of the roles and responsibilities of the JADFs
- Establishing twinning with other districts
- Training of key staff in communication strategies
- Set up 'guichet unique' in the district administration (where these are not already functioning) to improve public relations

4.5 Networks and Partnerships

The overall budget for sub-programmes and activities under Networks and Partnerships comes to Frw 16,288,335,000. Some of the key activities proposed include:

- Make an inventory of civil society service providers by category and update it annually
- Organise a seminar on the ways of improving public-private-civil society partnerships; carry out awareness raising activities on corporate good governance for civil society and the private sector
- Incorporate specific partnership activities into district annual plans
- Organise training for local civil society organisations on leadership, project cycle management and cross-cutting themes
- Organise a special JADF meeting to exchange information on investment opportunities; organise similar meetings to discuss the opportunities for twinning; conduct reviews of lessons learnt through twinning

4.6 Equipment and Facilities

The overall budget for sub-programmes and activities under Equipment and Facilities comes to Frw 316,914,409,188. This category carries by far the highest budget because many districts have included all their needs for construction in all sectors specified, in addition to specific construction of local government offices and specialised equipment, such as computers and printers. Rather than accessing the DIP Basket Fund, the source of funding for this section will be line ministries, donor projects, CDF or other sources. The most important capacity needs raised here include:

- Construction or renovation of district and sector offices (as priority)
- Computers and printers (especially in sector offices)
- Electricity connection in sector offices; internet connection in sector offices and some extension of the existing network in district administration offices
- Sector equipment and facilities included the construction of additional schools, health posts, roads and bridges; specialised equipment included teaching materials and hospital equipment

5 Recommendations for Implementing CB Plans

This section outlines the main themes and issues which need to be addressed by central ministries development partners and district stakeholders. The recommendations relate to the next steps to ensure effective implementation of all district CB plans, rather than recommendations relating to CBNA findings.

Once government and development partners have expressed their views on the issues below, the next step is to propose a roadmap for finalising the first year district capacity building plans. **This roadmap should be developed through a consultative process.**

1: Prioritise, Harmonise and Finalise District Plans

There needs to be a period to allow for consolidation, prioritisation and harmonisation of the CB plans, which could take approximately two months. There are a number of outstanding issues which could not be addressed during this assignment. These include:

- 1.1 **Districts and key DPs (decentralisation projects) need to ensure that budgets and timings proposed are realistic and feasible in and of themselves.** As pointed out under Key Findings, the districts are under too great a burden of work, including many unplanned which are organised with their participation from central level. During a planning workshop, there are perverse incentives for participants to come up with a long 'shopping list' of all possible needs. Although capacity building activities will ultimately help local government stakeholders become more efficient and effective, they carry a short term burden of exacerbating heavy workloads.
- 1.2 **Ownership of the CB plans needs to be consolidated at district level.** A number of development partners have proposed that the CB plans are on the agenda for the next meeting of the JADFs in their the districts they are supporting. One development partner supporting four districts will shortly be holding a meeting of all districts to begin the consolidation and prioritisation process. There also needs to be approval by District Councils.
- 1.3 **The budgets for CB Plans will need to be modified following the design of the DIP basket fund and allocation formula.** Some activities will have to be initiated at a later stage or not at all, given the initial budgets which have emerged from the planning process. One of the largest discrepancies between district CB budgets falls under 'facilities and equipment'. It is clear that the DIP basket fund will not finance all construction and specialised equipment.³ It is possible that once CB plans are rationalised and harmonised, budgets will be more similar across the board. The implications for the basket fund allocation formula are that in

³ It is possible that the DIP Basket Fund could include the construction or renovation of local government offices and communication/transport facilities for these offices.

the first instance, this should be kept simple and possibly provide only slightly greater weighting to those districts with greater socio-economic disadvantages. In the medium term, more weighting should be given to those districts on the criteria of performance.⁴

- 1.4 **District CB plans need to be harmonised with DP ongoing decentralisation projects and CDF projects** (in the case of capacity building for facilities and equipment). Despite the presence of some DPs at planning workshops, there was not time or scope for DP partners to point out which activities proposed by workshop participants were already planned and budgeted within their ongoing capacity building projects.
- 1.5 **There needs to be harmonisation between district CB plans and line ministry plans to avoid duplication.** Following meetings with MININFRA, MINEDUC, MINICOM, MINISANTE and MINAGRI, very few ministries provided indications of sectoral capacity needs, despite several follow up enquiries. The ministries of education and health informed the consultants that they have not undertaken needs assessments at district level, and so could only suggest generic capacity needs. The CBNAs noted that there is often confusion regarding whether health and education facilities, equipment and training should be provided by local government (through the CDF) or line ministries or possibly the CB Fund from now on.
- 1.6 **District CB plans need to be harmonised with RALGA's recent review of sector capacity needs** (still to be completed).⁵ There could be duplication of these plans, and it is also possible that certain capacity needs identified through RALGA's review should have precedence over the district CB planned activities.
- 1.7 **Some capacity needs require a standardised approach to ensure harmonisation and quality.** Many activities relating to training and improving systems in public financial and human resource management should be standardised across the CB plans. MINALOC and MIFOTRA wish to move away from separate projects in different districts towards a more streamlined approach. This standardisation could be achieved most easily by a central institution such as HIDA providing capacity building support, but there should also be scope for some local institutions to provide training and systems support in other districts if they can establish clear and replicable standards.
- 1.8 **MINALOC will be translating all district reports into a second language (French or English), and to translate all reports into Kinyarwanda.** This will assist in the process of local ownership. MINALOC will also be placing all district reports on its website.
- 1.9 **Districts need to develop a detailed one year plan,** which is based on only the top few priority capacity needs. The planning phase needs to be guided by an idea of the tentative budget ceiling of the DIP basket fund.

⁴ A major problem faced by districts is the heavy workload. Unless districts are able to find practical ways of coping with this workload, it is likely that they will not implement many capacity building activities. Therefore, to grant higher sums to less performing districts would be an inefficient use of the Fund.

⁵ RALGA agreed to provide the ASI team with initial findings from an assessment of sector capacity needs in all districts in February, but this is not yet available.

2: Establish and Mainstream Structures for Coordination and Implementation of CB Plans

At central level:

2.1 Coordination of the CB plans will take place through NDIS, and the role of various structures outlined in the DIP implementation framework may need to be simplified and streamlined. MINALOC has recently undergone a functional review and the draft findings and recommendations suggest the need to simplify and streamline a range of structures, including the Local Government Consultative Forum, the Programme Steering Committee and the Decentralisation Cluster. This report would be supportive of those recommendations. Precise structures with roles and responsibilities for coordinating the CB plans should therefore await any decisions taken on re-structuring MINALOC and NDIS. In particular, the scope for NDIS to engage will largely depend on whether the posts proposed for this unit (outlined in the DIP) are staffed in the near future.

2.2 MINALOC will play a more active role in coordinating central government interventions at district level. The outcome of the Functional Review will also guide the detail. Districts are clearly not yet able to carry out projects related to their DDPs due to both a lack of funding (which will be partly or largely addressed through the CB Fund) and time, due to burden of central government programmes and activities. For the latter, MINALOC will try to minimise the degree of unplanned and uncoordinated central government interventions at district level.

2.3 MINALOC will play a role in ensuring standardisation of capacity building for key competencies and ensuring that lessons from all service providers are learnt and inform future annual plans. The point about standardisation was made above. Lesson learning will be incorporated into annual reviews to allow other districts to draw upon the capacity building support provided by highly performing service providers.

At local government level:

2.4 The district JADFs will play a key role in coordinating the CB plans through working group(s) or committee(s). The JADF in themselves are too large a body to coordinate the CB plans. It is recommended they establish a special working group or committee to coordinate the CB plans if there is not already an appropriate group or, given their wide ranging scope, to divide the coordination responsibilities across more than one committee (eg. capacity building for partnerships and networking requires a different focus to capacity building for public financial management). Sector JADFs should eventually play a role, but as yet many do not exist; those which do need further support before they can play an effective role in coordination.

2.5 Responsibility for implementing the CB plans may need to be shared between two or more Heads of Units in the district administration. MINALOC and MIFOTRA asked ASI to request that each district appointed a Focal Point to work closely with the team of consultants in carrying out the CBNA and facilitating the plans. The aim was that the Focal Points would ultimately play a role in implementing and monitoring the CB plans. Many districts appointed the Head of Human Resources⁶, despite an expectation that they would have appointed the Head of Governance. It is possible that all Heads of Units could be required to take part in implementing the CB plans, depending on the nature of activities prioritised. However, overall responsibility for implementation should be assigned to one staff member. This person should possibly be the Head of Governance.

3. Simplify and Mainstream Monitoring and Review Processes

3.1 The monitoring and review mechanisms should be simple and mainstreamed with other DIP monitoring systems. The MINALOC draft functional review notes the complexity of monitoring and evaluation systems, with too many indicators which have to be monitored too often. Once again, MINALOC needs first to decide how to take forward the recommendations of the functional review, and a monitoring and review system for the CB plans should be mainstreamed within any revised structures and systems. We can, however, make some tentative recommendations, as follows.

3.2 All districts should identify a small number of indicators to correspond with the small number of priority activities listed in their first year plans for capacity building. The point about focusing on a limited amount of activities in the plan for year one was made above.

3.3 There should be a minimal amount of reporting requirements during the course of the year. For instance, the main focal point for implementation could be required to produce very short updates on progress in implementation, which would be sent to NDIS (to the Capacity Building Officer, if or when this person is appointed).

3.4 Annual Reviews should be streamlined in the district annual planning and budgeting cycle. The intention of the CB plans is to enable the districts to implement their other plans (such as the DDP and sectoral plans) more efficiently and effectively. As progress is made in increasing capacity, this should inform priorities for other planning activities. Conversely, as challenges emerge or are exacerbated in other planning processes, the CB plans for subsequent years should seek to prioritise capacity building priorities accordingly. Streamlining would imply that the 'first year' plan may be for a period of less than 12 months, so that future years are synchronised within district planning cycles. Findings should inform the DIP reviews, but not be dictated by their scheduling.

⁶ Despite efforts to explain that the CBNA were intended to cover a wide range of institutional capacity needs, many districts gave precedence to addressing human resource needs.

3.5 Other reviews/evaluations should include a mid-term review and final evaluation. Biannual reviews are currently proposed for the DIP, but these would be too often for the CB plans, and apply an undue burden on local stakeholders.

3.6 District Focal Points for implementation should play a key role in managing review processes. Some of these Focal Points will already have assisted in the CBNAs and CB planning. They themselves will need capacity building support to manage monitoring and review processes, which will probably need to be contracted out. Their work would also be coordinated and supported by NDIS's Capacity Building Officer (if appointed).

3.7 There may be a role to be played by 'district clusters' in the review process. The argument for clustering districts during reviews would be to ensure that lessons are shared and experience exchanged. However, there is a risk that this could complicate or undermine the district process. It is unclear how districts should best be clustered under this option, whether by province or shared socio-economic conditions or capacity building needs.

Annex I Terms of reference

Introduction

Consultants will be jointly recruited by the Rwandan Ministry of Public Service and Labour (MIFOTRA) and the Ministry of Local Government, Good Governance, Community Development and Social Affairs (MINALOC) to support an assessment of capacity building (CB) needs at local level and elaboration of Capacity Building Plans for Local Governments (LGs) and to make recommendations for a CB plan of the central government to support the implementation of the Local Government Capacity Building Plans.

This activity represents an important part of MIFOTRA's reforms action plan and is a key activity in MINALOC's Short Term Plan (STP) to develop a Strategic Framework for Decentralisation (RDSF). This plan was recently agreed between GoR (Government of Rwanda) and its development partners supporting the decentralisation process. The findings and recommendations of the consultancy will be relevant to the Rwanda Decentralisation Strategic Framework, particularly to the five-year Decentralisation Implementation Plan (DIP), which will be a key part of the RDSF.

1. Background

The Decentralization Policy has been adopted as an integral part of GoR's national development strategy to sustain and strengthen local governments and as a way of managing development. The ultimate objective of decentralization is to empower local governments to deliver services to citizens, promote sustainable local development and to implement poverty reduction strategies/programs.

In recent years, GoR has taken a number of steps in moving the decentralisation agenda forward. This includes formulation of a vision, policies, laws and medium term plans, major reorganisation of local government boundaries, devolution of functions and budgets to local governments, establishment of mechanisms for community participation at the LG level and for transfer of resources to elected local governments. GoR is committed to decentralisation and it has successfully managed consensus building in favour of decentralisation among key stakeholders.

Current activities in relation to decentralization represent the second phase of decentralization. Implementation of the second phase includes redefining functions of local governments and reallocation of resources. Key objectives of this phase are:

- strengthening co-ordination and harmonization of stakeholders and players in the implementation of decentralization at local and central level;
- building and strengthening the capacity of national level institutions and local governments for implementation of the policy;
- increasing and expanding the revenue base and revenue generation capacity, and strengthening financial management and accounting capacity of the local governments;
- decentralizing service delivery to local governments and making it more accountable and effective.

Decentralization in terms of reallocation of responsibilities and resources to local governments has far reaching capacity building implications.

Implementation of the decentralisation process currently suffers from a number of limitations and weaknesses: limited capacity at the central government level to comprehensively visualise, plan and implement key dimensions of decentralisation; limited experience of local governments to plan, manage and finance local priorities; ad-hoc and disjointed donor support; and complexities created by recent re-organisation of local governments, such as the wholesale redeployment of staff in new LGs, the need to prepare new development plans for the districts and provide them with adequate administrative facilities. MINALOC is trying to comprehensively deal with these problems. With the help of interested donors, they have prepared a Short Term Plan (STP) focused on formulation of a strategic framework for joint support to decentralization (RDSF). Capacity needs assessment for LGs is an important part of STP.

The information generated by this assessment will be used as the basis for helping LGs in designing their medium term CB plans and will feed into the medium-term Decentralization Implementation Plan (DIP) for stakeholders at central level. DIP will provide the response of the central government and other stakeholders working with the central government to the needs and challenges of capacity building at the LG level.

2. Objectives

This consultancy is expected to support a locally driven comprehensive capacity needs assessment at local government level according to the principles expressed in the Capacity Building Strategy of the GoR. The specific objectives of this assignment are:

- Assessing capacity needs at local level (district, sector and other public service bodies such as schools and health centers) in a holistic manner taking into account for each relevant organization three key interlinked elements:
 - human resource development,
 - institutional⁷ and organizational development, and
 - capacity to develop of economic and social infrastructure.

This will be achieved by analyzing and assessing:

- appropriateness of **institutional arrangements** (e.g. strategies, plans) for central and local governments as well as capacities of LGs to implement these arrangements as there are specific functions and services they are expected to deliver in all sectors (e.g. agriculture, health and education services);
- **management systems** dealing with development planning, procurement, finance (budgeting, auditing, financial reporting and oversight, etc), implementation, monitoring, evaluation, maintenance, customer and client relations, information, record and documentation. The assessment will also concentrate on the capacity of LGs for financial resource mobilization and management ;
- **human resources management** (recruitment, promotion, payroll, deployment, training, promotion, disciplinary, motivation, division of

⁷ The word institutional or institutions in this context means formal and informal rules that influence individual and organisational behaviour and performance. Rules include laws, policies, executive/administrative instructions, procedures, cultures, customs etc. Particularly important in this context are rules that provide important incentives for certain kinds of positive or negative actions/behaviours. For example, performance appraisal system, if properly designed, can be a set of rules that can promote good performance.

- work), **internal relationships** and **personnel** of LGs in terms of number, education level, skills level, etc. and capacity to perform their duties (e.g. leadership, personnel management, development management);
- way of working and efficiency of LGs **organisational structures/units** (e.g. districts and sectors' Council, Executive Committee, Executive Secretariat);
- quality of **key actors relationships** at all levels and **communication system** including collection and circulation of information, networking to allow exchange of information e.g on good practices, innovations and new approaches in various LGs units;
- **networks and partnerships** that local governments have with private sector enterprises, civil society organisations including community based organisations (CBOs) and non governmental organisations (NGOs) both national and international working within local governments constituencies;
- availability and management of **facilities** and **equipments**.

What will be avoided in considering all these is to take capacity building as an activity that refers only to training human resources.

- Assessing the relationship between DP interventions in the area of CB and overall CB needs at local level.
- Supporting Districts (30) in developing a 5-year CB plan according to the principles of the national LG Capacity Building Strategy and building on the results of the assessment. The plans will include an analysis of the specific situation of the District and the activities jointly identified in the District Joint Actions Forums.
- Summarizing key conclusions from this exercise and making recommendations for DIP.

3. Reporting and way of working

More precise reporting arrangements and detailed ways of working will be agreed at an early stage (first week after joining). However, the methodology for accomplishing the assignment will include:

- The Consultant will follow an approach which takes into account the fact that they will be supporting a locally driven process of identifying capacity needs and preparing appropriate capacity building plans at the district level. In some cases this may mean taking preparatory steps to create an environment conducive of demand generation and local leadership of these processes. Ideally, these processes in each district should be led by the Mayor himself/herself, supported by key functionaries.
- A key issue in assessing capacity needs will be to set the reference points for each unit and post against which capacity needs have to be assessed. This needs some discussion and agreement at the initial stages. It would, however, be helpful to look at the agreed chart of functions for each unit/post, the functions being actually being performed at various levels, the time table for further transfer of responsibilities, and the 2007 budget. The needs assessment report will clarify the reference points taken into account by the districts/consultants.
- Regular reporting to a Steering Committee chaired by Hon. Minister of MIFOTRA with Hon. Minister of MINALOC and members of the joint supervising committee (see below).

- Regular interaction, information and communication with a joint supervising committee composed by representatives and technical from MINALOC, MIFOTRA, NDIS and the DIFD-funded CSR project as the key contact point for the Consultant.
- Dialogue with the joint supervising committee and line ministries especially at the beginning of the mission. The objective is, among others, gaining information about the implementation stage of the territorial reform (delegation of roles and responsibilities in different administrative sectors), annual budget transfer, planning processes (District Development Plans) as well as organisational structures and job descriptions of administrative units.
- Dialogue and interaction with line-ministries and their respective focal points for decentralisation as they have been mandated to empower LGs in their specific sector. What shall be reinforced through this is the linkage and complementarities of plans and strategies at central and local level in the area of CB.
- Interaction and exchange of information of the Consultant with other experts currently working on issues related to CB (e.g. Human resource management, Service delivery) in order to ensure synergy of complementary programmes.
- Regular interaction with key stakeholders and Development Partners who will be involved in the implementation of the Decentralisation Implementation Plan (DIP) that will integrate the findings and results of this consultancy.
- The mission at the local level will be divided into two phases: (1) produce CB needs assessment reports for Districts, and (2) support LGs in developing one medium term CB plan. While proceeding to stage (2), the work of the Consultant will have to be validated by the joint supervising committee and District Joint Action Forums.
- Building of local ownership and consensus on key issues. The exercise of developing CB plans will be lead by the local administration and facilitated by the Consultant.
- Familiarising with the Decentralisation policy, the Administrative and Territorial Reform, the LG Legal framework, the LGs Performance Contracts, the national Capacity Building Strategy and key Public Service documents relating to decentralization and capacity of local governments as well as other key documents that will be provided by NDIS/MINALOC and the Reform Unit of MIFOTRA at the beginning of the assignment.
- Guided by the District Executive Committee and Executive Secretary and in collaboration with the District Joint Action Forum, developing and validating a demand driven CB plan for each LG. This implies that the identification of the activities to be included in the District CB plan will be made by the LG with facilitation of the recruited Consultant. The methodology adopted should be participatory in the sense of including key stakeholders that will be involved in the implementation of the CB plan.
- The analysis and recommendations made by the Consultant as part of various inputs shall build on the strengths of the existing capacities and analytical work. They will take into account the local context of LGs (constraints and demands).
- The team of Consultants will notably include an overall Coordinator, 5 Regional Supervisors (one for each province) and 60 Field Officers who will simultaneously collect and analyse data at the local level and guide the elaboration of the District CB plans. The Coordinator will have the overall

responsibility for the objectives and tasks mentioned in these ToRs. He will in addition be responsible for harmonisation of procedures, approaches and the quality of the expected outputs.

4. Tasks and responsibilities

The Consultant will work in partnership with and under the supervision of MINALOC/NDIS and MIFOTRA and in collaboration with the Civil Service Reform project (DFID). The Consultant will carry out the following tasks:

- Prepare research and evaluation tools to be agreed with the two ministries according to the objectives mentioned in section (2).
- Carry out and coordinate field work in collaboration with the focal points at district level, especially the Mayor, the Executive Secretary and directors in charge of good governance and infrastructure.
- Carry out registration and analysis of the findings (statistics).
- Write a report and elaborate CB plans as specified in section (5).

5. Expected outputs

The Consultant shall be responsible for the following outputs:

1. produce one **CB needs assessment report** (English and French) for each District, including data collected at District and Sector level and reflecting all objectives of the assessment;
2. support LGs in developing one **medium term CB plan** for each District (English and French) following a demand driven approach. Each plan shall include an executive summary (in both languages);
3. suggest overall **key recommendations and conclusions** for the elaboration of the DIP at the central level, as this will particularly define support to be given by the GoR and its DPs to LGs in matters related to CB.
4. train one or more district level counterpart staff (identified for this purpose) to carry out similar capacity needs assessments in future

Statistics tables of the research will be assembled and submitted to MINALOC and MIFOTRA together with a provisional report of the findings before presentation in a workshop. During this workshop the report will be presented to all stakeholders for validation.

6. Scope and duration of the assignment

The consultant will have to assess the capacity needs of both districts and sectors in the whole country. The period of assignment (preparation, field visit, analysis, synthesis) will not exceed 75 days.

7. Requirements

Local firm with experience in capacity needs assessment, Institutional Development, Organisational Development, Planning, Finance and HRM.

Proven experience in relation to decentralisation processes.

Strong track record in similar assignments.

Capacity to mobilize and manage a large team of experts.

Capacity to produce clear and logically arranged reports.

Annex II Roadmap for District Capacity Building Needs Assessment and Planning (revised 7th March)

Activities	# Days	Location	Expected output
Preparations for Assignment			
Preparation of: 1. Review of CB initiatives in districts, decentralisation strategy and DIP 2. Assessment of logistics & methodology in agreement with MINALOC & MIFOTRA and DPs. 2. Presentation of proposal for conducting CBNA (approach, methodology, roadmap) to Ministries and DPs	5 days (week of 12-18 Dec)	Kigali	Methodology and approach prepared and presented to key stakeholder Roadmap presented to key stakeholders
Development of CB Needs Assessments			
Finalisation of roadmap	18 th December	Kigali	Roadmap finalised
NDIS communicates TORs and roadmap to all districts (for CB needs assessment and CB planning)	20 th December	Kigali	Districts informed about CBNA and Planning workshops, and their participation requested
Finalisation of i) CBNA instrument, ii) translation, and iii) report structure	3 days (between 19 th Dec and 11 th Jan)	UK and Kigali	CBNA instrument, translation and report outline
Liaison with line ministries over specific issues to be addressed	1 day (between 19 th Dec and 11 th Jan)	Kigali	Specific points to be included in CBNA instrument
Liaison with DPs in districts to solicit their support for data collection	1 day (between 19 th Dec and 11 th Jan)	Kigali	DPs make contact with Exec Secs and key stakeholders All Districts are sensitized & agree on road map
Validation of instrument by Inter-Ministerial Steering Group	Between 7 th - 11 th Jan	Kigali	Steering Group validates research instrument
CBNA in one pilot district	6 days (5 days field work, 14 th - 18 th Jan, 1 day to revise methodology and prepare for training workshop)	Bugesera	1 pilot CBNA carried out. Revised methodology
Training workshop for entire team in Kigali	1 day (Tues 22 nd Jan)	Kigali	Team understanding of instrument
Data collection in 29 remaining Districts and sectors	12 days (23 rd Jan – 8 th Feb)	All 29 Districts	Data collected and report being drafted in the field
Restitution meetings in districts with key stakeholders	Meetings scheduled between 8 th – 13 th Feb	All 29 districts	29 proces verbal from Mayors or Deputy Mayors
Data analysis and report drafting	4 days (11 th – 14 th Feb)	Kigali	30 draft district CBNAs produced, in French or English
Submission of draft CBNAs	14 th Feb	Kigali	29 draft CBNAs submitted to ASI, MINALOC and districts

District Capacity Building Needs Assessment and Planning

Activities	# Days	Location	Expected output
Validation Workshop for CBNAs	1 day (15 th Feb)	Kigali	29 powerpoint presentations and a process verbal from the workshop
Revisions made to Bugesera draft CBNA	2 days (18 th – 19 th Feb)	Kigali	Pilot district CBNA finalised
Quality control of CBNA drafts	5 days (16 th – 22 nd Feb)	Kigali	Quality control of 30 CBNA drafts carried out (feedback sent to all consultants, cc Ministries) and consultants make revisions accordingly

Development of CB Plans			
Develop CB Plan Template	1 days (between 6 th – 13 th Feb)	Kigali	CB Plan Template produced
Preparation for district planning workshops (methodology and logistics)	2 days (between 13 th – 18 th Feb)	Kigali and districts	Methodology for district planning workshops prepared
Pilot district planning workshop	1 day (20 th Feb)	Ruhango	1 pilot district planning workshop conducted
Revisions made to workshop methodology	Half day (21 st Feb)	Kigali	District planning workshop methodology finalised
Training workshop for all consultants on facilitating district planning workshops	Half day (22 nd Feb)	Kigali	Consultants equipped to facilitate planning workshop in their district
District Planning workshops in 29 remaining districts	2 days (between 25 th – 28 th Feb)	Districts	29 district planning workshops conducted
Report Writing (CBNA and Plans combined)			
Report drafting	2 days (29 th Feb – 3 rd March)	Kigali	30 draft plans produced in first language
Quality control of 30 drafts	5 days (4 th – 12 th March)	Kigali	30 drafts revised
Submission of Final Reports with key recommendations and conclusions to Ministries, Districts and DPs	14 th March	Ministries and districts	30 district reports (CBNA and Plans) submitted to Ministries and districts
Translation of 30 district reports into second language	To be decided by MINALOC	Kigali	30 district reports translated and submitted to 2 Ministries
National Workshop			
Preparations for National Workshop (including liaison with key stakeholders)	3 days (between 3 rd – 13 th March)	Kigali	National Workshop approach and logistics prepared
Writing up key findings and recommendations for DIP implementation	5 days (7 th -11 th Feb)	Kigali	Draft Summary Report produced containing key findings and recommendations
Draft report discussed at Steering Committee	Meeting on 12 th March	Kigali	Draft Report revised following Steering Committee feedback
Draft report discussed at workshop of district representatives and DPs	1 day (14 th March)	Kigali	Summary Report finalised following issues arising from the workshop
National Workshop to present CBNA, CB Plans and overall findings and recommendations to all stakeholders	1 day (17 th March)	Kigali	Summary Report with key findings and recommendations presented at National Workshop, in addition to 30 District CBNA and CB Plans
Training for district staff in CBNA			
On the job training provided through District Focal Points engaging in CBNAs and CB Planning Workshops	Several days (between 23 rd January and 28 th February)	30 districts	30 District Focal Points receive practical training on carrying out CBNAs and CB planning

Annex III District Report Structure

EXECUTIVE SUMMARY

A. DISTRICT CAPACITY NEEDS ASSESSMENT

- I. INTRODUCTION
 1. Context of the mission (Re: inception report)
 2. District monography (Re: DDPs and District Law)
 3. Vision of the district (over the next 5 years)

- II. INSTITUTIONAL ARRANGEMENT (Executive Secretary)
 1. Legal framework (existing and needed then gap)
 2. Policy and Strategy
 3. EDPRS
 4. Development plans (in addition to DDPs, sectoral plans for Agriculture & livestock farming-health-education-other)
 5. Annual work plan

- III. MANAGEMENT SYSTEM (RH & Administration unit)
 1. Planning (including Asset management)
 2. Budgeting (Medium Term Expenditures Framework preparation and execution)
 3. External funding mobilisation and management
 4. Procurement
 5. Accounting
 6. Reporting (including financial reporting)
 7. Auditing
 8. Tax administration system
 9. District Projects management system
 10. Record and documentation management

- IV. HUMAN RESOURCES MANAGEMENT (RH & Administration unit)
 1. Recruitment (including redeployment) process management
 2. " Cadre Organique " management "
 3. Personnel files management
 4. Payroll system
 5. Performance management system (including promotion)
 6. Training system (demand and supply side)
 7. Disciplinary system
 8. Retention system (motivation)

- V. WAY OF WORKING OF LOCAL GOVERNMENT STRUCTURES AND COMMUNICATION STRUCTURES WITH KEY ACTORS (Governance unit): reference made to the Law provision to see the gap
1. District with sector(umurenge)
 2. District Council with District Executive Committee(Nyobozi)
 3. District Executive committee with district Executive Secretariat
 4. District with other district organs (eg. JAF)
 5. District with Province
 6. district with other districts
 7. Collection of information and circulation
 8. Networking(internet, intranet, tel network)
 9. Customer relations
 10. Exchange of information (on good practice,innovation and new approaches)
- VI. NETWORKS AND PARTNERSHIPS
1. Private sector(RPSF, Business development centers, PPPFS)
 2. Public partnership (Central Gvt and Public Agencies such as RRA, NTB, CDF, Justice Sector...)
 3. RIEPA(investment and Export promotion)
 4. Civil Society(including CBOs and NGOs)
 5. Donor partners
 6. Twinning
- VII. FACILITIES AND EQUIPMENT (include Education and Health facilities)
1. Office space and equipment
 2. communication facilities (including transport)
 3. Education facilities
 4. Health facilities
 5. Agriculture facilities
 6. Export promotion facilities
 7. Facility for vulnerables populations
 8. Tourism facilities (where applicable)

B. KEY CONCLUSIONS AND RECOMMENDATIONS FOR DIP

Depending on Findings from Section A.

C. MEDIUM TERM DISTRICT CAPACITY BUILDING PLAN

Based on Findings in Section A and Workshop

Annex IV Reform Context

The National Decentralisation Policy of 2000 aims to establish and empower decentralised administration in the areas of devolution, delegation and deconcentration. It is being implemented in three phases. The first phase sought to establish democratic and community development structures. These structures were underpinned by a number of legal, institutional and policy reforms. The second phase (from 2006-2010) aims to consolidate progress on national priorities, such as Vision 2020 and the Economic Development and Poverty Reduction Strategy (EDPRS), and deepen decentralisation through enhancing local service delivery .

The Decentralization Policy has been adopted as an integral part of GoR's national development strategy to sustain and strengthen local governments and as a way of managing development. The ultimate objective of decentralization is to empower local governments to deliver services to citizens, promote sustainable local development and to implement poverty reduction strategies/programs.

The Territorial Reform implemented in January 2006 resulted in a significant reduction in the number of districts and sectors (umurenge). This has led to considerable differences in capacity needs between districts which have retained original geographical boundaries, staff and offices compared with newly formed districts. This has been one of the main reasons for the need to carry out capacity building needs assessments.

In recent years, GoR has taken a number of steps in moving the decentralisation agenda forward. This includes formulation of a vision, policies, laws and medium term plans, major reorganisation of local government boundaries, devolution of functions and budgets to local governments, establishment of mechanisms for community participation at the LG level and for transfer of resources to elected local governments. GoR is committed to decentralisation and it has successfully managed consensus building to support decentralisation among key stakeholders.

Current activities in relation to decentralization represent the second phase of decentralization. Implementation of the second phase includes redefining functions of local governments and reallocation of resources. Key objectives of this phase are:

- strengthening co-ordination and harmonization of stakeholders and players in the implementation of decentralization at local and central level;
- building and strengthening the capacity of national level institutions and local governments for implementation of the policy;
- increasing and expanding the revenue base and revenue generation capacity, and strengthening financial management and accounting capacity of the local governments;
- decentralizing service delivery to local governments and making it more accountable and effective.

Decentralization in terms of reallocation of responsibilities and resources to local governments has far reaching capacity building implications.

Implementation of the decentralisation process currently suffers from a number of limitations and weaknesses: limited capacity at the central government level to comprehensively visualise, plan and implement key dimensions of decentralisation; limited experience of local governments to plan, manage and finance local priorities; ad-hoc and disjointed donor support; and complexities created by recent re-organisation of local governments, such as the wholesale redeployment of staff in new local governments, the need to prepare new development plans for the districts and provide them with adequate administrative facilities. MINALOC with the help of interested donors, have prepared a Short Term Plan (STP) focused on formulation of a strategic framework for joint support to decentralization (RDSF). Capacity needs assessment for local governments is an important part of STP.

The Rwanda Decentralisation Implementation Program (DIP), 2008-2012, supports the decentralisation process by assisting local governments to fulfil their roles and responsibilities. In particular, the DIP is concerned with building leadership, management and operational capacity for decentralised governance and public sector effectiveness. It has 12 output areas, which build on the five strategic areas outlined in the Rwandan Decentralisation Strategic Framework. The District Capacity Building Needs Assessment (CBNA) and Plans constitute Output 3 of the current and final version of the DIP (dated 12th February 2008). The aim of the District CBNA and planning is to assist local governments to define their needs and find solutions which will be funded through a decentralisation basket fund.

Annex V ASI's Approach and Methodology

V.I Approach

ASI's approach to carrying out the District CBNAs and plans was guided by sound process management experience and lessons learnt from the earlier attempt by Kilimanjaro Consultants to carry out this work in 2007. ASI's Inception Report committed the project team to a number of key principles. These are listed below, together with comments on how each principle was applied in practice. ASI is very satisfied with the level of communication and collaboration with all key stakeholders, which has resulted in the assignment being completed within the original timeframe and to a high standard.

Guiding Principles	Application/Comments
Ensure the data gathering instrument addresses all elements of TORs agreed upon, and an interview schedule provides a transparent understanding of which stakeholders will be approached to give views on different categories of capacity.	The data gathering instrument followed the TORs very closely (each chapter reflects the core data gathering areas), and provided indications of stakeholder groups to be interviewed for each category of questions.
Ensure a strong team presence (Kigali and districts) during the assignment through the permanent structure of the ASI/R project, and its Rwandan staff who are highly experienced in the local context and requirements for liaising with both government and DPs	A strong team presence was ensured throughout the assignment through a team of ASI staff and one international consultant.
Work closely with districts and DPs, for instance, to help finalise the CBNA instrument, to assist in ensuring the districts are well aware of the roadmap well in advance of the pilot and fieldwork, to assist in identifying and possibly contacting all stakeholder groups (especially representatives of civil society and the private sector).	There has been frequent contact through: i.) weekly progress reports, ii.) letters and e-mails from MINALOC to mayors requesting their full collaboration in the CBNAs and planning workshops, iii.) invitations to DPs, mayors and district Focal Points to attend key workshops, and iv.) regular contact and meetings with DPs.
Triangulate findings between local government staff, civil society organisations and private businesses	Considerable emphasis was placed on the need to consult a wide range of stakeholders.
Ensure high standards through the use of pilots (prior to the CBNA field work and the district planning meetings); working closely with DPs; the use of five supervisors to support field consultants' work; and quality control of the 30 district reports.	Rigorous standards were ensured through: i.) lessons learnt from the pilot CBNA in Bugesera and pilot planning workshop in Ruhango districts were incorporated into training workshops for local consultants. ii.) DPs received weekly progress reports and copies of all CBNAs for comments, and many engaged actively (including USAID/Twubakane assisting in the design of the data gathering instrument, GTZ advising on communications with partners and the

	<p>DIP, CIDA providing guidance on the planning template, and DFID visiting the pilot district to discuss the transition from CBNA to planning). iii.) The use of five supervisors to support field consultants's work was only partially successful due the challenge of knowing how to select the five best consultants among 29 local consultants (see Methodology below). iv) ASI carried out two rounds of extensive quality control, and copies of all comments were sent to consultants and copied to MINALOC/MIFOTRA for information.</p>
<p>Maintain regular contact with MINALOC/MIFOTRA to ensure client satisfaction with the process, and to validate instruments, workshop methodologies and the draft report outline. Given some concern among DPs that the TORs suggest a much longer period of field work than 10 days to address all capacity areas listed, it will be important to validate what is proposed within the time limit, to avoid objections that not all areas were addressed adequately.</p>	<p>There has been almost daily contact with NDIS in MINALOC, and regular communication with the two ministries including validating instruments and presentations of district CBNA findings. It was most helpful to have Mr Nepo from NDIS meet with ASI and the local consultants during the field work, to appreciate the challenges faced and agree upon a short time extension.⁸</p>
<p>'Ground' data gathering as far as possible on key processes and systems (e.g. the District Development Plans (DDPs) and the National Tender Board); develop district planning in close collaboration with key capacity building service providers (such as HIDA and RIAM).</p>	<p>At both training and quality control stages, the importance of grounding data was emphasised, and the district reports all reflect the current planning context and realities to different degrees. NDIS has maintained contact with HIDA and RIAM regarding the CBNA, while encouraging ASI consultants to identify local service provider sources.</p>
<p>Apply two approaches to the training of district staff: on the job training (if the district is able to free one member of staff to work with the ASI/R team) and a one day workshop</p>	<p>There has been good on the job training for district Focal Points, with many playing a key role in working closely with ASI consultants to assist in gathering data for the CBNAs and to co-facilitate the planning workshops. A decision was taken to carry forward the formal training into implementation phase (see above).</p>

Overall, the emphasis has been on creating and maintaining good communication with key stakeholders (especially MINALOC and MIFOTRA, the Development Partners and the districts through the local consultants),

⁸ Difficulties and delays in meeting district stakeholders included: some visits were occupied with a visit from the President and others with the Minister of Education; an earthquake in Western Region affected other districts; gacaca days meant that some field days were lost; a couple of hired vehicles broke down causing delays.

ensuring local (district) ownership and partnership in managing the assignment with MINALOC. Training and quality control of local consultants' work have played another significant part. The main products of this assignment are the 30 district reports, rather than a comprehensive, centrally produced, mapping exercise of capacity building needs (which has recently been completed by HIDA).

V.ii Methodology

ASI/R carried out this assignment through a team composed of ASI/R staff, one lead international consultant as Team Leader and 29 highly experienced local consultants. The involvement of core ASI/R staff was essential, in particular for communications, logistical support and assisting in quality control.

The lead international consultant had overall responsibility for managing the assignment, communicating with key stakeholders including the Steering Committee, designing data gathering instrument and training workshops and ensuring quality control. In the early stages, she worked especially closely with five of the local consultants who were appointed as regional supervisors.

For a number of reasons relating to technical and logistical challenges, and limited consultancy skills among otherwise highly experienced technicians, MINALOC and ASI had to lower their expectations of the regional supervisory role. The result was that the ASI team had to engage extensively with all 29 local consultants (rather than five supervisors) on an almost daily basis. This constituted a considerable challenge, especially given problems with sending and receiving telephone calls, text messages and/or e-mails. Nevertheless, it has been possible to produce 30 district reports with a sufficiently good quality overall (many reports are excellent), and with plans harmonised for format and overall programming categories, despite different activities proposed to respond to each district's needs.

Each local consultant carried out one district CBNA, facilitated one district planning workshop, and wrote one district report (combining the CBNA and plan). Some consultants worked together to complete the assignment in an additional district where no individual consultant had originally been assigned (the case of Bugesera pilot district), or where one consultant had to abandon his work due to illness (Kayonza district) and another left Rwanda to undertake scholarship studies (Gisagara district).

The preparations for the CBNA include the design of the research instrument, outline of stakeholders to be interviewed to address the different capacity components, and a draft report outline.

The district report CBNA structure and plans were closely aligned with the TORs categories (to ensure transparency and balance of emphasis across these categories), and the TORs themselves were produced to reflect the needs of the RSDF. Another approach would have been to structure data gathering and report writing along the strategic axes of the DIP (the 12 output areas). However, this would have risked placing undue emphasis on management and human resource issues, whereas the Steering Committee was keen that the relationship and ways of communicating between institutional structures and

with networks and partnerships were emphasised. Nevertheless, all TORs categories (and district chapters) cover all DIP outputs.

To keep the overall duration of the assignment as short and compact as possible, the district planning workshops were carried out just a week or so after the initial analysis and drafting of the CBNA. Nevertheless, ASI team provided quality control of all 30 draft reports prior to the consultants facilitating the planning workshops to develop the five year plans.

Data for the CBNAs was gathered through analysis of key documents (such as decentralisation policy documents, District Development Plans and DP project plans) and interviews with key stakeholders (see box below).

Stakeholders interviewed during CBNAs

District and sector elected officials (Mayors, Vice Mayors),

District Administrative staff (especially the Executive Secretary, Heads of Units and the Jurist),

A sample of 2-3 sector administrative staff,

Key DPs providing capacity building support,

Several representatives of civil society organisations (including networks and associations), some of whom were members of the Joint Action Development Forum

Several representatives of the private sector (including networks and associations), some of whom were members of the Joint Action Development Forum

The Heads or Directors of the main district hospital and one or two schools,
Citizens encountered at the district and sector offices.

A similar representative group of stakeholders were invited to attend the planning workshops to develop the five year plans.

Local ownership of the district reports was sought through a series of means (see box below):

Strategy to build local ownership of CBNAs and CB Plans

Communication from MINALOC regarding specific events and active role of districts requested (the Minister and NDIS),

Establishing Focal Points in each district (to be decided by the Mayors) who engaged closely with the CBNAs and planning workshops

Validation meetings at district level at which each consultant gave a verbal presentation of main findings from the CBNA,

A national validation workshop in Kigali, at which consultants presented powerpoint presentation of their main CBNA findings (in the presence of some District Focal Points, in addition to the two Ministries and DPs),

Mayors were requested by the Minister of MINALOC to lead the planning workshops

(with consultants playing a facilitatory role)⁹,

CBNAs and CB plans were e-mailed by the consultants to the Mayors, requesting comments, and

Mayors were invited to attend a national workshop on 14th March to discuss the CB Plans and next steps.

Nevertheless, full ownership is still an issue which needs to be addressed as the districts move towards implementing their plans, and this is discussed below under Recommendations.

A roadmap reflected the approach and methodology was produced (see Annex II). It lists activities chronologically under each main output area, but there is some overlap in activities under each output area. The roadmap was revised on two occasions to allow for additional time for conducting the CBNA field work and to accommodate additional activities and workshops proposed and agreed jointly through ASI collaboration with NDIS.

⁹ Nevertheless, there were some districts where as few as 7 participants attended the planning workshop, and many participants arrived late and departed early. Thus, it was largely the task of the consultants to complete the details of the plans.