



**Ministry of Public Service and Labour**

**Functional Review of the  
MINISTRY OF LOCAL ADMINISTRATION,  
GOOD GOVERNANCE, COMMUNITY  
DEVELOPMENT AND SOCIAL AFFAIRS**

**MINALOC**



March, 2008

**ACRONYMS**

<b>ASI</b>	Adam Smith International
<b>CBO</b>	Community-Based Organization
<b>CDDP</b>	Community Development Decentralization Project
<b>CDF</b>	Common Development Fund
<b>CSO</b>	Civil Society Organization
<b>DCBP</b>	District Capacity Building Plan
<b>DCPA</b>	Decentralization, Citizens' Participation and Accountability
<b>DDP</b>	District Development Plan
<b>DFID</b>	Department for International Development
<b>DIP</b>	Decentralization Implementation Program
<b>DIPBF</b>	Decentralization Implementation Program Basket Fund
<b>DJ</b>	Desk Jet
<b>EDPRS</b>	Economic Development and Poverty Reduction Strategy
<b>FARG</b>	Genocide Survivors' Assistance Fund
<b>GoR</b>	Government of Rwanda
<b>GTZ</b>	German Agency for Technical Cooperation
<b>HIMO</b>	High Intensity Labour (for Public Works)
<b>HR</b>	Human Resource
<b>ICT</b>	Information and Communication Technology
<b>IFAD</b>	International Fund for Agricultural Development
<b>JADF or JAF</b>	Joint Action Development Forum
<b>LG</b>	Local Government
<b>LGCF</b>	Local Governments Consultative Forum
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MCC</b>	U.S. Millennium Challenge Corporation
<b>MIFOTRA</b>	Ministry of Public Service and Labour
<b>MINALOC</b>	Ministry of Local Government, Good Governance, Community Development & Social Affairs
<b>MINECOFIN</b>	Ministry of Finance and Economic Planning
<b>MIS</b>	Management Information System
<b>MTEF</b>	Medium Term Expenditure Framework
<b>NCR</b>	National Council for Refugees
<b>NDIS</b>	National Decentralization Implementation Secretariat
<b>NDP</b>	National Decentralization Policy
<b>NDSC</b>	National Decentralization Steering Committee
<b>NDSF</b>	National Decentralization Stakeholders Forum
<b>NEC</b>	National Electoral Commission
<b>NGO</b>	Non-Governmental Organization
<b>NIS</b>	National Institute of Statistics
<b>OPEC</b>	Organization of Petroleum Exporting Countries
<b>PRSP</b>	Poverty Reduction Strategy Paper
<b>PSC</b>	Program Steering Committee (for Decentralization)
<b>RALGA</b>	Rwandese Association of Local Government Authorities
<b>RDSF</b>	Rwanda Decentralization Strategic Framework
<b>RIAM</b>	Rwanda Institute of Administration and Management
<b>RWF</b>	Rwandan Francs
<b>SDP</b>	Sector ("Umurenge") Development Plan
<b>SG</b>	Secretary General
<b>UCRIDP</b>	"Umutara" Community Resource & Infrastructure Development Project
<b>UNDP</b>	United Nations Development Program
<b>VUP</b>	Vision 2020 – "Umurenge" Program

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## Introduction

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This functional review is one of 16 rapid reviews that are being undertaken by Adam Smith International (ASI) with funding from DFID as a contribution to civil service reform under the leadership of MIFOTRA. The ASI team of consultants who carried out this functional review of MINALOC were Dr. Deborah Zubow Prindle, Dr. Carphophore Ntagungira, and Vincent Nzitonda, Researcher. The methodology used has followed guidelines agreed to by MIFOTRA and ASI in the Inception Report dated January 2008.

## 1. Situational Analysis of the Institution

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MINALOC received its official mandates<sup>1</sup> in the Prime Minister's Decree No. 24/03 dated 16/03/2001, which are:

- Develop and propose to the Government policies and programs that contribute to good governance
- Develop and manage Government decentralization policy
- Supervise the creation of local administrative structures
- Supervise and monitor the functioning of local administrative structures specifically the Provinces, Cities, Districts, Sectors, and Cells
- Develop and promote the administration of programs designed to improve citizens' well being and assure social security for all
- Develop measures to protect the family as an institution and encourage social relations in Rwandan society
- Initiate and supervise policies and programs that protect the most vulnerable groups in the national population
- Promote and coordinate development initiatives designed to increase the aptitudes and knowledge for the benefit of urban and rural poor in order to enlarge their horizons and social status
- Promote and encourage the development of grassroots cooperatives
- Keep the population aware and informed about national and international news (transferred in 2003 to the Ministry of Information in the Prime Minister's Office)
- Assure the development of information and communications that will help structures that serve to promote unity and national reconciliation (transferred in 2003 to the Ministry of Information in the Prime Minister's Office)
- Supervise and monitor national information systems that assure the availability of desirable work conditions and efficient and responsible media (transferred in 2003 to the Ministry of Information in the Prime Minister's Office)

The decree created the following internal structures in MINALOC<sup>2</sup>:

- Minister's Office
- State Secretary for Social Affairs
- Secretary General
- 5 Directions that assure the technical functions of the Ministry under the coordination of the Secretary General, with the supervision of the Minister
- Divisions (these were eliminated in more recent reforms since 2004)

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<sup>1</sup> See Annex A.3.2. for list of all relevant laws and regulations.

<sup>2</sup> See Annex 4.1. for organizational charts of 2005 and 2008.

- Attached Services such as ORINFOR, FARG, PNE, and the Decentralization Unit (In 2004, ORINFOR was transferred to the supervision of the Ministry of Information, under the Prime Minister’s Office, that was created during civil service reform.)

During civil service reform, the name of the Ministry was changed to the Ministry of Local Administration, Good Governance, Community Development and Social Affairs in 2004.<sup>3</sup> The “Cadre Organique” that has been in effect since January 2007<sup>4</sup> includes an organizational structure that was greatly simplified and a much smaller professional staff.<sup>5</sup> At present there are 45 staff positions in the Ministry, of which only 40 are actually occupied by staff available to work on MINALOC functions.<sup>6</sup>

A detailed analysis of MINALOC’s structure, changes under the reforms, and functional issues still to be addressed is included in the attached MINALOC Institutional Analysis Annex A, as supported by tables in Annex B and other data in Annex C. The following pages summarize major findings and recommendations of this functional review.

The Ministry is commended for its rapid development of decentralization policies that, if made fully operational, will make Rwanda into a center of excellence in modeling administrative and fiscal decentralization in Africa.

On the other hand, the Ministry relies heavily on short term external consultants to flesh out the policies and program designs defined by its senior leadership (the Minister, the Minister of State for Social Affairs, and the Secretary General), including the recent design of a decentralization implementation coordination structure, and the design of the VUP program for social security transfers to the poor. The on-going ambitious and fast-track capacity building assessments of the Districts have been out-sourced to teams of international and local consultants as well.

#### **A. Institutional Strengths**

**MINALOC plays a key role in the Government of Rwanda’s vision and agenda** for decentralization to local governments, poverty alleviation, community development and good governance. For this reason, it has easy access to donors and relatively plentiful funding for its initiatives.

**Support of the President for its mission and visionary leadership of the Minister, the Minister of State for Social Affairs, and the Secretary-General:** The excellent series of policy documents that the Government of Rwanda, Parliament, inter-ministerial and donor cooperation and MINALOC have produced to guide decentralization, good governance, and improvement in livelihoods for the poor are a tribute to the vision of the President, the Cabinet and MINALOC’s senior leadership. These include:

- Vision 2020
- National Economic Development and Poverty Reduction Strategy (EDPRS)
- National Decentralization Policy of May 2000
- Fiscal and Financial Decentralization Policy of September 2006
- Rwanda Decentralization Strategic Framework dated August 2007

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<sup>3</sup> See Annex A.3.1. for the history of MINALOC’s name changes.

<sup>4</sup> See Annex B.2.

<sup>5</sup> See table in Annex B.1.

<sup>6</sup> See note below table in Annex B.1.

- Rwanda Decentralization Implementation Program 2008-2012 (DIP) Final Draft of 12<sup>th</sup> Feb. 2008
- Vision 2020-Umerenge

### **Confidence and Support of Donors**

The donor community as a whole is impressed with the momentum and commitment of MINALOC in moving ahead on decentralization and the planning for pilot income improvement programs for the poor at the sector level (Vision 2020 –Umerenge). UNDP and DFID have provided start-up funding for NDIS, and a large number of donors are in the process of aligning their sectorial projects with the GoR decentralization policies and District-level implementation priorities. A number of donors are funding investments in the Districts through CDF. Though details are in the process of being worked out in the form of Memoranda of Understanding between MINALOC and each development partner, and Joint Financial Agreements between MINALOC and those donors that will agree to contribute to the proposed Decentralization Implementation Basket Fund (DIPF), as a general matter there is a high level of approval and support from donors for MINALOC and its mandates, and consultants are provided to support its activities as needed.

### **Established Coordination Structures**

**At the national level**, sufficient structures have been created, notably:

- Decentralization Cluster (DC, meets each 2 months, includes technical representatives and planning directors of ministries and Provinces, development partners and civil society, CDF, RALGA as District representatives.
- Local Government Consultative Forum (LGCF, meets twice per year, includes planning directors as decentralization focal points from the ministries, Provinces and District representatives)
- National Decentralization Stakeholders Forum (NDSF, meets once per year)

What still needs work, however, is the definition of a clear, streamlined annual calendar and product descriptions for planning, budgeting and reporting, clearly linked to the timing of meetings of these key coordination bodies. It is also not clear why both the Decentralization Cluster and the Local Government Consultative Forum are needed. Their membership appears to be similar or identical, and their functions could be combined to cut back on redundancy and complexity in the process.

**At the District-level**, the key structure for coordination among ministries, donors, NGOs and private sector development contributors is the Joint Action Development Forum (JAF). Though it is a strength that this structure has been created, these fora need to be used more effectively and strategically to reduce the confusion and burden on Districts that is now imposed by the multiple planning, reporting and monitoring requirements to MINALOC, sectorial ministries, and donors that are not being consolidated and streamlined. It is also not feasible for many donors and their project implementers to send a representative to all meetings of all 30 JAFs (one per District).

### **Important role of NDIS (National Decentralization Implementation Secretariat) and leadership of its Acting Director**

NDIS began as a UNDP-funded project under MINALOC, but the Rwanda Decentralization Strategic Framework states that it has now been converted into a more permanent entity, specifically, it is now considered to be an Agency under MINALOC. This planned change in status has not been supported by any new laws or decrees. That needs to be corrected. In view of the critical functions of NDIS in coordinating, planning and monitoring the progress of administrative and fiscal decentralization to the Districts, it is important that this entity have a clear legal status that is embedded within the MINALOC structure for the long term. We understand that a draft decree is being discussed with the Prime Minister

that would formalize the new status for NDIS within MINALOC. Though options for making NDIS independent of MINALOC because of its cross-cutting mission are also under discussion in connection with the design of the DIP Basket Fund, donors have noted that they would not be able to support a new entity external to MINALOC until the new financial systems had been approved and certified to their standards. Donors would, however, be able to immediately support the DIP Basket Fund if it remains within MINALOC and uses the Ministry's previously approved and independently audited financial systems that have already met donors' standards for support.

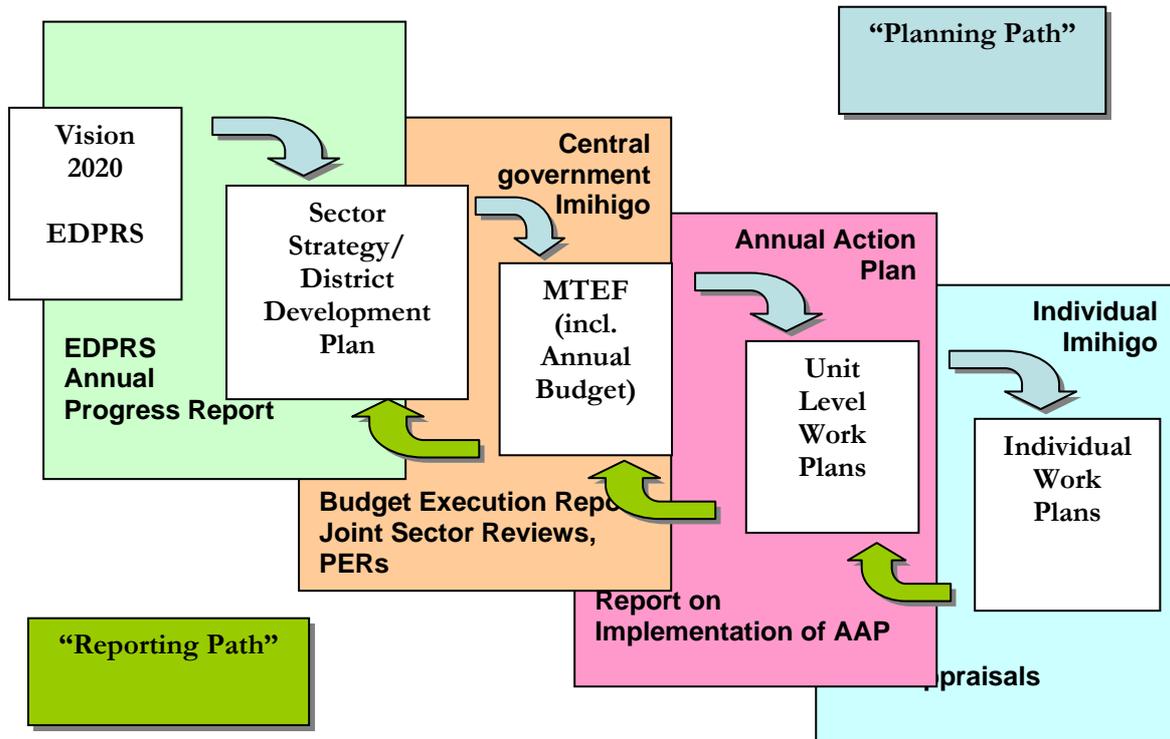
**Excellent sets of analyses, plans, and consultant studies** have been prepared by MINALOC with the assistance of donors and international and local consultants that provide the basis for initiating the implementation of many aspects of MINALOC's complex 4-fold mandate. In many cases, however, these plans had to be prepared quickly without adequate time to assess:

- the potential new uses of data that is already being collected government-wide and by NGOs, before ambitious new data collection efforts are proposed
- the capacity of existing institutions and personnel to absorb new functions, and
- where capacity building is needed, determine which long term training institutions would need to expand their functions to provide recurrent training in these new skill areas over time.

With little time to produce a specific deliverable, most consultants proposed "ideal" overly complex systems for income transfers and livelihood improvement packages as well as MIS and monitoring and reporting systems, rather than practical streamlined ones, scaled to start up with the minimum set of data, products and monitoring needed for decision-making, tailored to initial implementation capacities. Phased ramping up is better than launching complex systems full-blown from day one.

**The Imihigo (performance contract) mechanism** is an excellent mechanism for setting and documenting agreed performance indicators and targets for Districts and MINALOC staff, and a start has been made in that over the past year, however the vertical links remain to be made to action planning, budgeting, staff time allocation, monitoring of individual and institutional results and staff evaluations.<sup>7</sup> A streamlined set of prioritized performance indicators and targets, less ambitious and complex than those defined in the decentralization and social protection logframes, needs to be defined, and then these targets and indicators need to be linked to the imihigo of each MINALOC entity, staff member, and District. The Districts, in turn, should drill down to define the contribution of each of their staff members to their District’s imihigo and formalize that in a staff performance contract for each year that can be monitored monthly for work load planning. The diagram below which has been extracted from the EDPRS illustrates these linkages and the role of both government and individual imihigo in that two-way planning and reporting chain. MINALOC’s current requirement for daily work reports by all staff to their supervisors is excessive and is, in any event, very unevenly applied for that reason.

**Planning and reporting tools for implementing the EDPRS<sup>8</sup>**



**B. Institutional Weaknesses**

There are a number of principal weaknesses. The overriding, cross-cutting weakness is that MINALOC’s on-going and continuing proliferation of mandates, plans, processes, initiatives, and multiplicity of functional bodies and the frequency of their meetings, despite the overlap of their purposes, has created an overly complex, stressful and confusing situation for the small number of its staff and the limited staff in the Districts and Sectors. This is complicated by the fact that the Ministry and the local governments also lack capacity below the top one to three positions in each entity, though many Districts are able to recruit university graduates due to the paucity of public sector jobs in Kigali since civil service reform.

<sup>7</sup> See Annex A.5.3.

<sup>8</sup> This is figure 5.2 on p. 77 of the “EDPRS 2008-2012,” Draft (090707), MINECOFIN, July 2007

**The principal recommendation of this functional review is that MINALOC streamline, simplify and strengthen (the 3 S's) at all levels of its structure, processes, expectations and operations.**

Specific weaknesses and recommendations for corrective action are discussed below.

**1. Findings:** The logframes for Decentralization, Citizen Participation and Accountability, and for the Social Protection Sector are overly ambitious and complex, especially considering the small size of MINALOC's staff, their low level of job experience and capacity in MIS and M&E (monitoring and evaluation). The VUP calls for 100% household surveys annually of all beneficiaries of social assistance. This is not necessary. Random sampling and statistically appropriate estimation should enable a much smaller sample to be monitored and be sufficient for decision-making. EDPRS M&E plans are imposing an excessive burden on the Districts and MINALOC. For example, Districts are required to produce on average 68 different reports (including monthly, quarterly and annual ones) just for EDPRS monitoring.

**Recommendations:** MINALOC should work with the National Institute of Statistics and other experts to make maximal use of data already being collected by the GoR for other purposes (e.g. health, education, INS household surveys). For new data needs, use of structured focus groups should be considered, as this is a data collection mechanism that is faster, easier and less expensive than other types of data collection.

**2. Findings:** Junior staff are stressed out and unable to meet one set of expectations before another set are added to their work load. There is a risk of continuing high turnover.

**Recommendations:** Expectations for Ministry output, results and its staff job descriptions need to be tailored to realistic levels appropriate to the size and capacity of its staff. More consideration needs to be given to out-sourcing of the MIS, M&E and training responsibilities of the Ministry to INS, universities, NGOs and the private sector, but if this is done, institutions should be selected that will be able to follow through over the long term on these responsibilities to ensure consistency of methods and institutional memory.

**3. Findings:** MINALOC's middle management and professional staff have insufficient capacity to execute its visions and plans for local government strengthening, decentralization, community development and improvement in livelihoods for the poor. Annex tables B.4.-B.7. in this report show that 33 of the 44 staff (75% of its personnel) currently occupying MINALOC positions below the level of the Minister, Minister of State for Social Affairs, and Secretary-General have 2 years or less of total professional experience. Those with more experience are support staff. On the positive side, if the ministry invests in the training and mentoring of these junior mid-level staff, they are young enough (under age 35 for the most part) to pay back this investment many-fold in a future 20-25 years of their potential public service careers.<sup>9</sup>

**Recommendations:** There is a critical need to build the capacity of these mid-level staff. **We recommend that MINALOC consider creating three new Director General positions, one each for the Fiscal and Financial Decentralization Unit, the Territorial Administration and Good Governance Unit, and the Community Development and Social Welfare Unit.** If these positions are created, experienced mid-level managers should be recruited to fill them, to strengthen policy implementation, raise the status of dialogue between MINALOC and the Districts, and provide in-service training, coaching and mentoring to the more junior mid-level managers in the Ministry. A long term capacity-building and career development plan should be prepared for each MINALOC staff member incorporating in-service training opportunities to be sought, external or distance learning where needed, and mentoring or coaching to build specific skills needed for long term job performance and promotions.

**4. Findings:** There is excessive dependence within MINALOC on external consultants who complete deliverables or manage special program designs, but do not do this in a way that also builds internal

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<sup>9</sup> See Annex Table 4.

capacity in MINALOC. For the most part these have been short term consultancies of one month, though one recent ministerial advisor spent about 5 months in the Ministry.

**Recommendation:** In the future, the Ministry should include a requirement for internal MINALOC capacity building in the scope of work for each external consultancy, even if this means that additional time will need to be provided for the production of the product. Interaction with these consultants is a key resource for internal Ministry staff's on-the-job training.

**5. Findings:** In parallel with this functional review of MINALOC, a separate Adam Smith International team, commissioned by MIFOTRA, is just completing capacity needs assessments of each of the 30 Districts and will next help them to complete their capacity building plans at the District level. A cross-cutting finding from both this MINALOC review and those District assessments is that the complexity of their numerous parallel tasks and mandates are stressful and burdensome for the small size of the Ministry's and the Districts' staffs. For example, the Districts are being required to report on average on at least 25 indicators per sectorial Ministry under EDPRS alone, not to mention other reporting requirements in the Decentralization and Social Affairs Logframes. They are putting in longer work hours in an attempt to keep up with these pressures and constantly increasing requirements for work output, but even so, there is a risk of staff burn-out and resulting staff turnover. Though Social Affairs is just one of the 4 areas of responsibility for MINALOC, in an analysis of MINALOC's responsibilities under the Social Protection Logframe, we identified the following long list of expectations for MINALOC's role in Social Affairs data collection, review, capacity building and monitoring:

- Establish MIS, GIS and M&E systems that track DDP and SDP social protection data
- Undertake surveys of:
  - -stakeholders protecting rights of vulnerable groups
  - -disaster preparedness of leaders at village level
  - -households of vulnerable people assisted by safety net
  - -infrastructure, equipment & transport for social protection
  - -management & communication systems for social protection
  - -cell and village social protection providers re satisfaction with training from Social Affairs Officer
- Provide Capacity Building for:
  - Personnel of social protection programs in Districts and Sectors:
    - TOT for Social Affairs Officers at District & Sector levels
    - 2 key staff at National, district, sector, cell and village level trained in:
      - implementation, M & E, unity & reconciliation
- Undertake Review of:
  - Social protection aspects of disaster preparedness plans
  - Evaluation reports prepared by civil society groups

**Recommendations:** MINALOC should review its Action Plans, VUP program design and the lists of MIS and M&E data points, surveys and reports in its plans, program designs and logframes with a view to streamlining and simplifying data collection and reporting requirements for the Districts and survey, review and monitoring requirements for MINALOC. For example, the capacity building needs of the Districts are likely to be very similar. It would probably have been sufficient to produce a single national assessment of typical District capacity building needs, based on a sample survey of several Districts (e.g. one per Province), as a basis for producing a generic capacity building plan for application in all Districts, rather than undertake a separate assessment and plan's production in each of the 30 Districts.

**6. Findings:** There is insufficient integration of the Ministry's tasks, which inhibits the ability to streamline and hopefully simplify their execution.

**Recommendation:** A more integrated and strategic approach is needed to reduce the proliferation of separate planning, data collection, monitoring, reporting and capacity building activities across the 4 mandates of the Ministry.

**7. Findings:** Overly complex models have been designed for the poverty alleviation programs, management information systems, and monitoring and evaluation, which will all be costly to implement, infeasible in some cases, and in any event, are well beyond the present or planned human resources of the Ministry.

**Recommendation:** Section 2 of this report suggests a variety of approaches to simplification or streamlining of these types of models, systems and requirements, and makes suggestions for the outsourcing of the MIS and M&E data bases, data collection surveys, and training, so that scarce MINALOC staff resources can be focused on review of the data and results trends and converting this understanding into changes in policy, guidance, procedures and training.

**8. Findings:** There is inefficient use of the Joint Action Development Forum (JAF) mechanism for inter-ministerial, NGO and donor coordination at the District level.

**Recommendation:** We recommend that MINALOC define groups of Districts that share common attributes (shared infrastructure, points of service with multi-district catchment areas, similar environmental and agricultural characteristics, etc.), and have less frequent (say, 2 times per year) meetings with donors and project implementers in this multi-District setting, one meeting for planning and one for reporting. If the existing Provinces meet these logical criteria for grouping Districts, their boundaries could be the basis for these Decentralization Cluster meetings. Alternatively, this role could be taken on by the Decentralization Cluster, with the addition of representatives from the District groups for 2 meetings per year.

**9. Findings:** There is only an ad hoc approach to the training of local government officials and their staffs, and the training that is provided is not embedded in long term institutions. Most of the training in the Ministry's Annual Action Plan is for the most part not being implemented, while the Ministry's Annual Report shows that training is being executed that was not planned in advance.<sup>10</sup> Even training planned a year in advance is not part of a bigger picture strategic approach to staff and institutional development.

**Recommendation:** Section 2 of this report below offers recommendations for better planning and institutionalizing staff training in MINALOC and the Districts, Sectors, Cities, and Cells.

### **C. Opportunities**

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There are a number of opportunities to address the weaknesses above by the strategic use of existing structures and resources, such as:

- Keeping NDIS (National Decentralization Implementation Secretariat) inside of MINALOC
- Strategic use of the streamlined and flexible structures that are proposed to coordinate the planning, implementation and monitoring of decentralization, notably the Program Steering Committee (PSC, meets twice a year) on which stakeholders will be represented and the Decentralization Cluster (DC, meets every 2 months)
- Possibility of using future planned consultancies (e.g. long term technical assistance requested from donors for DIPBF implementation and the VUP) more strategically to strengthen staff skills while also producing needed deliverables

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<sup>10</sup> See Annex B.5.

- Possibility of creating long term institutional in-service training programs to meet long term skill needs in MINALOC and local government staff
- Opportunity to set boundaries on potential expansion of demands on Districts and MINALOC in connection with the potential outsourcing of training, surveys, development of livelihoods packages for the poor, and databases for MIS, M&E and other functions.

#### **D. Threats**

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The team is concerned about two cross-cutting threats to MINALOC:

- Over-burdening of the Districts from multiple and overlapping demands on their small staff from all parts of government, especially MINALOC and sectorial ministries.
- Continuing multiplication/expansion of demands on the limited resources of the Ministry from donors and the GoR.

It is hoped that these threats can be prevented by the recommendations that are made in Section 2 of this report.

## **2. Comments on the Capacity of MINALOC to Discharge its Four-Fold Responsibilities with Recommendations for Corrective Measures Where Needed**

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### **Local Government Responsibilities:**

- Policy Formulation/Regulation
- Support to Local Governments through:
  - Capacity Building
  - Financing
  - Monitoring & Evaluation

**Findings:** MINALOC has prepared draft manuals<sup>11</sup> for Administrative Procedures and for Human Resource Management Procedures in the Districts, but they have not been finalized or approved.

**Recommendation:** MINALOC should finalize and issue the Manuals for Administrative Procedures and for Human Resource Management Procedures in the Districts, make them available on line through the Ministry's website, and support their use with training that will be repeated over time to address staff turnover.

**Monitoring and Evaluation Findings:** More discipline and follow-through on advance plans is needed. As a check on whether MINALOC is following through on the same indicators and targets that it is committing to in its Annual Work Plans, we reviewed the training activities planned in the 2007 Action Plan and compared them with the training results reported in the 2007 Annual Report. Of the 6 types of training that MINALOC planned in its Action Plan, only one type was actually completed per the Annual Report.<sup>12</sup> Four other kinds of training that had not been planned in advance in the Action Plan were in fact undertaken, however, according to the Annual Report.<sup>13</sup> So it appears that one of MINALOC's most important functions—capacity building for local governments through training—is being done mostly on an ad hoc basis.

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<sup>11</sup> See Annex B.18.

<sup>12</sup> See Annex B.5.

<sup>13</sup> See Annex B.6.

**Recommendations:** First, MINALOC should use a comparable structure/format and the same indicators and targets in its Action Plans and Results Reports, to clarify and simplify its own monitoring of achievements against its own planned results. Secondly, MINALOC should begin to monitor its own performance in its Annual Reports against the same year's Action Plan indicators and targets. As an example of the disconnect between these two documents, and the confusion that this causes for monitoring, please see the Annex tables C.5. and C.6. in this report. Furthermore, Annual Action Plans should conform to the categories of planning, indicators and targets in the 5-year DIP, the EDPRS, and their log frames as simplified per the recommendations in this functional review report, so that results can be tracked clearly.

**Findings:** The MIS system planned in 2004-2008 was not implemented, probably because it was too complex.

**Recommendation:** This is seriously overdue and needs to be implemented as soon as possible in a streamlined and effective way that should probably include some out-sourcing of some inputs, as discussed under Section 2 of this report.

**Findings:** Long term training plans are not in place for either MINALOC or the Districts, Sectors, and cells, and training capacity is not being embedded in key long term institutions in a sustainable way.

**Recommendation:** MINALOC should coordinate with MIFOTRA, HIDA, RIAM, MINECOFIN, sectorial ministries, RITA, INS, other public sector training institutions, universities, NGOs and private sector training institutions to develop a comprehensive capacity building training package, with performance standards for trainees, housed in institutions that will be sustainable over the long term, for MINALOC's and the Districts' personnel that will be made available on a continuing basis to deal realistically with likely staff turnover and need for the orientation of new staff over time. For the training of Sectors and cells, distance learning modules should be considered and they could be delivered on community radio, computer, or CDs played for groups in facilitated discussions at the grassroots level after training of trainers. Some use of mobile training teams at the District and possibly Sector level could also be considered.

#### **Good Governance Responsibilities:**

- Ensure accountability, transparency & efficiency in deploying scarce local government resources through establishment of policies, procedures and systems for local governments
- Ensure that participatory processes are used by local governments

**Findings:** In the Sectors and Districts that are coming up with "best practices" (see Section 4 of this report for examples), participatory processes are being used. On the other hand, it appears that media and NGOs are not yet sufficiently involved in monitoring accountability, transparency and efficiency in the use of public resources. This is a government-wide weakness, as documented in the U.S. Millennium Challenge Corporation's (MCC) website where its scores for Rwanda FY 08 on "Ruling Justly" show that Rwanda is still below the median of all countries on the three important indicators that are preventing it from being able to sign a MCC Compact that would provide hundreds of millions of US dollars in development assistance. These indicators are: Political Rights (score of 10 compared to median of 20), Civil Liberties (score of 23 compared to median of 30), both measured by Freedom House criteria, and Voice and Accountability (score of -0.44 compared to median of 0, measured by the World Bank Institute).

**Recommendations:** MINALOC's Territorial Administration and Good Governance Unit should convene a panel of media and NGO watch dog organization representatives and develop guidelines for the Districts on how they should report to the media and involve NGOs in budget hearings and budget performance monitoring to increase transparency.

**Findings:** There is some ambiguity about the role of MINALOC vis-à-vis the roles of MINECOFIN and the sectorial Ministries in managing the planning, budgeting and reporting processes and coordinating with the Districts. This is part of the broader need to clarify the roles of MINALOC in its cross-cutting areas of responsibility. There is also a need to clarify the functions of the Vice-Mayors and the District Councils in the Districts. The roles of MINALOC vis-à-vis the Districts are also in flux and will change over the next few years as the capacity of the Districts increases. The roles of the Districts and sectors are also in flux and will need to be re-evaluated over the next few years.

**Recommendation:** The Prime Minister should issue a decree that clarified the functions of MINALOC vis-à-vis MINECOFIN and the sectorial ministries in the cross-cutting planning, budgeting and reporting processes, and establish a process of reviewing the functions of MINALOC, the Districts and the Sectors each two years in order to make adjustments as capacity increases in local governments and their staffs. These reviews should also be an opportunity to review whether some of the staff in the Districts should be transferred to the Sectors as these roles change. The roles of District Councils need to be clarified and strengthened, and provision needs to be made for their training. The functions of the Vice Mayors should also be clarified in this decree.

### **Community Development Responsibilities:**

- Ensure that community-level priorities, plans and budget requests are taken into consideration in national planning and budgeting
- Facilitate fiscal transfers to the district level
- Build community development planning & implementation capacity in local government personnel
- Monitor & evaluate the results of community development activities

**Findings:** MINALOC and MINECOFIN have still not developed a manual on fiscal and financial management procedures at the District level, though MINECOFIN has trained financial managers at the District level.

### **Planning and Budgeting Recommendations:**

MINALOC should work with MINECOFIN to develop and issue a Fiscal and Financial Management Manual for the Districts and Sectors and support it with training. This manual could be produced in a modular way that would facilitate updating over time as increased responsibilities are delegated to the Districts.

MINALOC should coordinate with MINECOFIN, the Prime Minister's Office, Sectorial Ministries and RALGA to define a comprehensive annual schedule for integrating bottom-up input on priorities from the Districts & top-down feedback to them on funding allocations into Districts' & Ministries' Annual Work Plans, and the National Budget preparation process. This more comprehensive and participatory calendar for planning and budgeting should start earlier in the year, optimally January of the year prior to the Budget Year being planned for, to allow time for the participatory bottom-up aspects of the process, and for higher level consolidation and rationalization of priorities for infrastructure and facilities that serve multi-District catchment areas.

**Findings:** To facilitate the monitoring and promoting of best practices in community development, RALGA (Rwandese Association of Local Government Authorities) piloted a competition in 2007 to offer awards to local governments that have piloted innovative best practices.

**Recommendations:** This idea for an annual competition of this nature is itself a "best practice" that encourages friendly competition among Districts and Sectors and provides publicity to encourage replication and recognition for good performance in offering public services, improving shared infrastructure, and encouraging participation. MINALOC should work with RALGA to make this an

annual event. Winners should be documented as examples to other Sectors and Districts and the information on their approaches should be disseminated widely through community radio programs (possibly using the popular “soap opera” format that engages listeners’ interest), publication on the MINALOC and RALGA websites, study tours for other local government units hosted by the winning locations, etc. In the future, it is recommended that MINALOC and RALGA also add a media component to the annual competition by offering awards to journalists for the best reporting on local success stories in decentralization implementation and participatory planning, budgeting and accountability.

**Findings:** An in-depth separate “Organizational Diagnosis of CDF” is in the process of being finalized with financing from CIDA.

**Recommendations:** The final recommendations of this separate study of CDF study are not yet available. At a minimum, however, CDF should strengthen its coordination with development partners and donors, better integrate its MIS and M&E through ICT between CDF headquarters and the Districts, and take advantage of opportunities for temporary coaching of its staff by international consultants to improve its strategy. CDF’s leadership also needs to be stabilized. As with NDIS, CDF is playing a key role that is needed for the long term to channel funding to the Districts for community development investments, thus it should remain within MINALOC institutionally. As was noted for MINALOC as a whole, CDF should focus on following through on its existing commitments, and demonstrate results, rather than taking on any new additional programs.

#### **Social Affairs Responsibilities:**

- Develop and promote the administration of programs designed to improve citizens’ well being and assure social security for all
- Develop measures to protect the family as an institution and encourage social relations in Rwandan society
- Initiate and supervise policies and programs that protect the most vulnerable groups in the national population
- Promote and coordinate development initiatives designed to increase the aptitudes and knowledge for the benefit of the urban and rural poor in order to enlarge their horizons and social status
- Promote and encourage the development of grassroots cooperatives

**Findings:** MINALOC has moved ahead quickly to design a pilot Vision 2020-Umerenge program to address poverty in 30 Sectors—one per District. The initial consultant design proposals for the VUP produced in February 2008<sup>14</sup> are extremely complex, however, because they include overall community economic development approaches, including 12 categories of assets, income and needs, that are to be addressed with differing packages of cash transfers, credit, livelihoods training, etc. The program designers admitted to us that they had not considered simpler in-kind transfers, for example, as agricultural inputs packages that could be delivered to targeted needy households through private sector supplier credits. There are also many successful NGO models for small livestock distribution programs as income transfers or a form of in-kind credit, to improve nutrition and livelihoods for the poor, in which the “loan” of one or two goats or sheep is paid back a year later in the form of baby animals that are then transferred to another needy family during the scale-up or replication phase.

**Recommendations:** Since the micro-credit institutions needed for their proposed roles in the VUP design do not exist and ensuring cash transfers’ accountability would be more costly and complex to administer and monitor than in-kind asset transfer programs, MINALOC should work closely with MINAGRI and development partners to define a finite number of agricultural livelihoods packages appropriate for the poor in defined ecological zones. The two ministries could investigate the feasibility

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<sup>14</sup> “Vision 2020 Umurenge Program: Key Design Elements,” powerpoint presented by MINALOC to the Decentralization PSC meeting in Kigali on February 21, 2008.

of jointly supporting these packages through in-kind access to agricultural inputs supported by extension delivered by public, for-profit private and NGO organizations. This approach would mesh with MINAGRI's on-going strategic effort to identify and promote higher yield crops, inputs and production packages appropriate to each agricultural zone in Rwanda.<sup>15</sup>

### 3. Common Strategic and Cross-Cutting Issues that Affect Most Institutions and Recommendations for Addressing Them

**Findings: There is insufficient use of computerized databases for MIS and monitoring and evaluation, communications, and e-filing systems.** This is a major cross-cutting issue that affects all ministries and GoR entities, not just MINALOC. In addition, greater efforts, more training and improved systems need to be put in place to protect data from alteration by unauthorized users, ensure read-only access to all of those who need to use the data and documents, and to protect hardware, software, data and documents from viruses and other harm.<sup>16</sup> This needs to be addressed in a cross-cutting way for all of government, to ensure the complementarity of data, filing and communications systems, and the efficiency of training. Proper use of shared drives, password-protected intranet with a hierarchy of user access rights, and e-filing across the whole of government could greatly streamline reporting and monitoring and facilitate inter-ministerial and inter-District coordination in planning, budgeting, recording and sharing minutes of meetings and decisions reached in them, and monitoring.

**Status of political parties and their relationships to the GoR.** The law does not specify that political parties are under the guidance of MINALOC, but MINALOC's 2007 Annual Work Plan included training activities for political parties, and its role vis-à-vis political parties<sup>17</sup> in the light of its good governance mandate is unclear. Political parties are private sector institutions that should have independence from the government. We recommend that the independent status of political parties be legally clarified, along with any connection to MINALOC, and that any training needed by political parties be provided by private sector organizations or NGOs.

**Need for a clear and integrated annual calendar for the national and local government planning and budgeting cycle including districts and sectoral Ministries.** According to our survey of the existing annual planning and budgeting process, it appears that activities are getting underway in May of each year, which is too late in the year compared to best practice in other countries, especially in view of the GoR's decentralization and grassroots participation policies.<sup>18</sup> MINECOFIN has the lead in establishing this calendar, and the date of Oct. 5 of each year is set by law as the date on which the next year's budget must be presented to Parliament. Consultation with MINALOC, sectorial ministries and the Districts would be needed to reach consensus on a calendar and process that would start earlier (optimally in January of each year) and allow for bottom-up requests to be consolidated into more efficient plans and packages, with feedback to the Districts on those changes, and better integration of planning and budgeting.<sup>19</sup> At present, it appears that annual Action Planning starts after that year's budget is passed by Parliament. International best practice would involve the preparation of plans along with budget requests. It also appears that there is insufficient integration of the medium term expenditure framework (MTEF) with the annual reports on the previous year's results, the next year's budget requests, and the next annual action plan.

<sup>15</sup> "Strategic Plan for Agricultural Transformation in Rwanda: Main Document," MINAGRI, Kigali, October 2004

<sup>16</sup> See Annexes B.9., B.10., and B.12.-B.16.

<sup>17</sup> See Annex B.5.

<sup>18</sup> See Annexes B.3. and B.8.

<sup>19</sup> See Annex A.3.4. for current status of the planning and budget preparation process.

## 4. Innovative Systems and Processes, and Other Best Practices Identified during the Study

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As stated above in Section 2 of this report, the RALGA (Rwandese Association of Local Government Authorities) piloted a competition in 2007 to offer awards to local governments that have piloted innovative best practices. The three winners of the initial competition offer “best practice” models at the Sector level for the efficient use of cash and in-kind resources to meet public service and infrastructure needs with community participation and local ownership of the problems and their solutions. The three winning “best practices” for 2007 are summarized below:

### A. Cyeza Sector, Muhanga District: Partnership for Solving Problems of the Population (PSPP)

In January 2006, the new sector of Cyeza was created from the former Kiyumba District and the former Gitarama Town. The challenge was to unify the people of the two places to harmonize service delivery, find solutions to their problems and fight poverty. Poverty particularly affected children; due to inability to pay school fees, 60 children had dropped out of secondary school. The solution was proposed by the Executive Secretary of Cyeza Sector to his council. The innovative best practices included two parts:

(1) Creation of three self-help problem-solving associations which later became cooperatives:

- cooperative of elected leaders at the cell and sector level called **IMBONI ZA CYEZA**, operational by March 2006, which started building houses for the homeless in July 2006; 10 houses have been handed over to needy households so far. The cooperative built a canteen valued at 800,000 Frw to earn money for the project. Other stakeholders contributed, e.g. Muhanga District provided iron sheets and tiles for the houses.
- cooperative of local entrepreneurs called **IBAKWE**, grouped together to face common challenges
- joint action social and development forum called **IHURIRO**, composed of individuals and organizations involved in social and economic transformation activities (Catholic Parish, Protestant Churches, NGOs and other opinion leaders)

(2) Creation of an **IMIHIHO WINNER DAY (UMUNSI W'UMUHIZI)** as a kind of public accountability day that encourages collective self-evaluation and common vision building, that was first held on October 13, 2007, to:

- offer a public opportunity to disseminate best practices
- strengthen the culture of competition, excellence and creativity
- strengthen trust between leaders and their constituents
- encourage participation
- promote peaceful cohabitation

The winners included:

- people who protected and succeeded in saving Tutsi people during the 1994 genocide, including 2 non-Rwandese citizens. Recognition of such a bravery pushes the community to accept this as a value to build upon.
- Joint Action Social and Development Forum (**IHURIRO**) which had paid 700,000 Frw of school fees, enabling all of the 60 children who had dropped out to return to attending school.
- cooperative of entrepreneurs (**IBAKWE**) which had mobilized 1,000,000 Frw for its savings and credit scheme.

Identifying and praising these achievements encourages community members to support, imitate or join these efforts. Participants in the cooperatives owned any decision to which they had contributed. Spending time and achieving results together fostered mutual acceptance and respect. For the leaders, consciousness-raising became easy, since people now shared a common vision.

**Lessons learned:**

If empowered, communities can organize themselves, analyze problems, find solutions and implement them.

Partnership between the public sector, the private sector and civil society can speed up the implementation of programs and boost social and economic development at the local level.

Competition and recognizing the merits of people can be good tools to motivate and inspire them and others to improve their performance

**B. Kinigi Sector, Musanze District: Planned Settlement (Imidugudu)**

The executive secretary of Kinigi sector proposed that Kinigi inhabitants relocate and organize a planned settlement which is locally known as “Imidugudu.” Before this initiative, due to the dispersion of settlements, it was difficult to develop infrastructure such as roads, schools, health centers for the inhabitants. It was not easy for the inhabitants to get services including security, or increase economic diversification by creating other income-generating activities, because there was no power, water or market center. The other objective was to enable the population to shift from traditional methods of farming to modern ones to increase their yields and income.

The sector leadership held weekly meetings with each village, to discuss their problems and possible solutions. Sector leadership partnered up with the coordinators of all cells to combine efforts required for this initiative. Leaders decided to start with one village which had accepted the idea, so as to attract other villages after demonstrating the benefits of the initiative. This yielded results, and more villages took up the idea.

The residents contributed money to buy certain services and also agreed to consolidate their land for better yields. ELECTROGAZ (national electricity and water company) and the District have been the main partners in the implementation of the initiative. The community mobilized both financial and human resources; the organizing committee agreed on an amount for each family to contribute for electrical connection. Resources from the central government supported the efforts of the population. ELECTROGAZ provided the technicians; manual and other labor required was provided by the community.

The local residents were regrouped within a planned settlement where the basic infrastructure for a sustainable development was made available:

- roads, electricity, water tanks, nursery schools, easy communication connections, etc.
- modern market center open until 8 PM because of electricity.
- land consolidation so that modern methods of farming can be applied by residents on larger land areas with a concentration on crops (pyrethrum and Irish potatoes) with the best yield potential for their soil types. This has greatly increased their productivity and created a team approach to farm work.

This type of settlement has made trade a key part of food security, as the sector concentrates on what it can produce the best, then sells the produce and buys the rest. The connection to electricity has led to the emergence of other economic activities, increased incomes and improved livelihoods. The initiative is being replicated as Kinigi sector now receives study tours that come to learn from them.

**Lessons learned:**

- The power to change the environment, living conditions and economic status is in the people, it only has to be properly fostered.
- When the community is involved in its own development, leadership spends less time soliciting participation.
- Partnership between the leadership and the community is required for any development activity to be implemented rapidly and to be sustainable.
- When the community is convinced of what it wants and how to get it, it will mobilize resources to get it done.
- Showing tangible results will stimulate people's participation, involvement and commitment.

### **C. Rugarama Sector, Burera District : Joint Action Forum**

The nearest health centre was located at least in 15 km away. The small market center was devastated and almost uninhabitable with no public toilets, and even the private ones were in very bad condition, creating health hazards. There were no nursery schools, kindergartens or secondary schools. Those that qualified for secondary school and could afford it went to boarding schools far away; others had to walk very long distances or drop out of school. The economic base of the sector was subsistence agriculture but yields were poor due to poor methods and planning.

The Executive Secretary of Rugarama Sector in collaboration with opinion leaders and private entrepreneurs established a JAF (Joint Action Forum) for the Sector, distinct from the JADF at the district level, without the intervention of donors or other development partners. They categorized their problems into Health, Education and Economic Development and divided the forum into three syndicates to address those problems. Each syndicate was put under the leadership of a local expert, for example, education is chaired by a teacher, and economic development is chaired by a well known entrepreneur.

The chairpersons of the three syndicates became the JAF coordination committee and joined with the Sector's leadership to plan, monitor and evaluate the different programs. Each community identified local expert volunteers, e.g. masons, carpenters, and metal workers who contributed to the construction activities. Resources used for this initiative cost only \$23,636 including all the financial, technical and human resources for construction of the nursery schools, toilets, architectural studies, health post rehab, and these funds were contributed by cooperative members and UNICEF.

Key results:

- Health post owned by the cell rehabilitated and providing medical care and family planning, with an increase in the number of women served from 150 to 400 per month. Participation in medical insurance was previously low, but rose from 50% to 96%.
- Nursery schools constructed by parents in all cells that make up the Sector and a secondary school constructed and inaugurated in January 2008.
- Market center hygiene greatly improved after the construction of ECOSUN public toilets by UNICEF which are managed by a private association which maintains their cleanliness.
- Farmers formed an association "KOIKIRU" to consolidate land and multiply selected seeds for Irish potatoes; they have collected 5,000,000 Frw and 20 tons of Irish seed.

**Lesson Learned:** The community learned to use its own resources and efforts to transform its livelihoods and social and economic services.

## Annex A: Institutional Analysis of Minaloc

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## ANNEXE A. INSTITUTIONAL ANALYSIS OF MINALOC

**A.1. INTRODUCTION**

The functional analysis of the Ministry of Local Administration, Good Governance, Community Development and Social Affairs is one of 16 studies carried out by Adam Smith International on the request of the Rwandan Government with the support of the Department for International Development (DFID) of the United Kingdom

The exercise involves understanding the functions within MINALOC and its branches, examining the structures or bodies put in place to fulfil those functions, reviewing all other information and functional tools and to give a view on the efficacy of the services offered. Finally, the analysis will draw together proposals which will lead to the efficient production of services which aim to satisfy potential beneficiaries. This analysis deals with all of the activities undertaken by MINALOC in order to fulfil its legal and political obligations as detailed in the organic laws. It also covers the adequacy of the human financial and material resources made available to MINALOC in order to accomplish its tasks.

This functional analysis is being carried out at a time when the Government of Rwanda (GoR) is in the process of supervising the execution of the Economic Development and Poverty Reduction Strategy (EDPRS). It is generally accepted that the weakness in the coordination of development programmes and projects had been the main obstacle to the execution of activities in the first generation of the EDPRS. One of the objectives of this functional analysis of MINALOC is to identify the institutional development needs with the aim of ensuring that the objectives of the EDPRS are achieved.

**A.2. KEY DATA****Tableau 1. Budget and other indicators, MINALOC**

Indicators	2004	%/TE	2008	% /TE
Wage bill of MINALOC	142,767,918	0.04%		
Wage bill of MINALOC and its public bodies.	247,768,097	0.07%	253,824,606	0.04%
Current expenditure of MINALOC	12,197,933,100	3.65%	21,248,579,388	3.41%
Capital expenditure of MINALOC	12,561,955,013	3.75%	28,282,096,832	4.54%
Total expenditure of MINALOC	24,759,888,113	7.40%	49,530,676,220	7.95%
Wage bill of the State	47,960,741,388	14.34%	83,736,978,206	13.44%
Current expenditure of the State	227,073,518,298	67.88%	388,003,521,070	62.26%
Total expenditure of the State	334,545,198,298	100.00%	623,225,527,207	100.00%
Domestic resources of the State	138,732,038,298	41.47%	280,055,717,317	44.94%

TS: Total Expenditure

The budgets of the Provinces and Districts are included in the total budget of MINALOC as well as the budgets of its specialized institutions (Electoral Commission, FARG (Genocide Survivors Assistance Fund) and the Political Party Consultation Forum).

The budgetary allocation by Central Government to the Districts is between 1.4 to 3.4 billion RWF per District depending on their needs and their capacity to generate their own income.

The country has 4 Provinces plus Kigali City, 30 Districts, 419 Sectors, 2000 Cells and 9000 Villages<sup>20</sup>.

<sup>20</sup> The smallest administrative unit

**Tableau 2. Number of permanent staff during the reform**

March 2008	Historical			
	Jan 2007	Organizational Structure planned for 2006	Organizational Structure of Sept 2004	Organizational Structure of 2002
45	45	36	75	171

Of the 45 approved posts, 43 have been allowed for but 40 posts are occupied. 3 employees have been temporarily assigned to the production of identity cards.

### **A.3. FUNCTIONS**

#### **A.3.1. Missions/ Key Aims of the Ministry**

In 1999, after the decision was taken to put in place Local Governments, the name of the Ministry with primary responsibility for this was changed several times as new responsibilities were attributed to it.

- 1999 : Ministry of Local Administration
- 2000 : Ministry of Local Administration and Social Affairs
- 2002 : Ministry of Local Administration, Information and Social Affairs
- 2003 : Ministry of Local Administration, Community Development and Social Affairs
- 2004: Ministry of Local Administration, Good Governance, Community Development and Social Affairs.

In 1999, MINALOC was only carrying out functions related to Local Administration

Between 1999 and 2002, MINALOC took on additional functions relating to information and to social affairs.

After 2002, MINALOC abandoned the ministerial mandate relating to information to replace it with two new mandates: good governance and community development. The functions relating to these two mandates are not defined in any legal document or regulation. Another new aspect is that MINALOC has abandoned in theory the idea of having structures which are named according to the nature of their activity. In common with other institutions, it adopted the functions of: Policy and Planning, Financial and Administrative Management and Information and Communication Technology (ICT). But in reality nothing has changed except for the replacement of functions relating to the Information mandate with functions relating to the good governance and community development mandates.

Reference is frequently made to the appendix of a document entitled « Appendix to the Prime Ministerial Decree n°.....of.....» which determines the missions of the Government Ministries of the Republic of Rwanda. It appears that this document, which is not dated, has never been published. It gives the following missions for the Ministry of Local Administration, Good Governance, Community Development and Social Affairs:

- Elaboration, monitoring and evaluation of national policies and programmes relating to good governance (decentralisation, democratisation...), to community development and to social welfare,
- Implementation of mechanisms with the aim of improving the welfare of the population,
- Implementation of specific assistance programmes for vulnerable groups (destitute, genocide survivors, people with disabilities, elderly, and unaccompanied children),

- Monitoring of operations and institutional capacity building of deconcentrated and/or decentralized entities (Provinces, Cities and Districts),
- Coordination of interventions and mobilisation of the necessary resources relating to good governance, community development and social welfare

On MINALOC's website, it states "Mission of MINALOC: The main mission of the Ministry of Local Administration, Good Governance, Community Development and Social Affairs is: Promoting the welfare of the population by good governance, community development and social affairs."

Its name has allowed it to integrate cross-cutting missions which go beyond those of one single ministry.

Agents of the units of MINALOC consider that the mission of the ministry is to direct and evaluate the functions of the deconcentrated and decentralised entities and to build their capacity.

Currently, MINALOC is called Ministry of Local Administration, Good Governance, Community Development and Social Affairs. This Ministry has the following mandates:

- Local administration
- Community development
- Good governance and
- Social affairs

One of the options would be to suggest that MINALOC limits its role to those aspects which are related to its principal mandate, which is local administration.

However, MINALOC is to be congratulated for its rapid development of decentralisation, the policies and legal and regulatory framework of the decentralisation. The legal and regulatory framework is subject to some criticism directed towards MINALOC as an institution. The legal and regulatory framework relating to Local Government is almost perfect<sup>21</sup>. MINALOC has done everything to ensure the full application of these laws and regulations. Everybody is agreed that the completion of this will make Rwanda a centre of excellence as a model for administrative and financial decentralisation in Africa.<sup>22</sup>

### **A.3.2. Legal and regulatory framework**

**Tableau 3. List of principal reference documents**

<b>Title</b>	<b>Date</b>	<b>Location</b>	<b>In Application?</b>
<b>INSTITUTIONAL</b>			

<sup>21</sup> Further on in the document there is a list of the main laws and regulations of decentralisation. The legislation goes as far as specifying the time of the meetings during councils and the number of participants.

<sup>22</sup> In supporting the vision of the President of the Republic, the leadership of the Ministry and Secretary General of MINALOC is evident in an excellent series of policy and legal documents to which the Government of Rwanda, parliament, inter-ministerial collaboration and cooperation of donors have all contributed to guide the implementation of decentralisation and the improvement of the welfare of the population. It should be remembered that social affairs are part of the mandate of MINALOC.

Title	Date	Location	In Application?
PM decree N° 24/03 of 16/3/2001 on Organization and Functions of the Ministry of Local Government and Social Affairs	March 2001	Kigali	Law is in force but not implemented. Name of responsibilities of the Ministry have changed
<b>ORGANISATIONAL</b>			
MINALOC Organizational Structure for MINALOC	Jan 07	Kigali	In force
MINALOC organisation Chart	Jan 07	Kigali	Yes
MINALOC Organization Chart	Jul 07	Kigali	Not yet approved by Council of Ministries
Human Resources Management Procedures Manual for Local Governments in Rwanda(draft)	Jul 07	Kigali	In force but published as draft
Administrative Procedures Manual for Local Governments in Rwanda (draft)	Jul 07	Kigali	In force but published as draft
<b>PLANIFICATION</b>			
Vision 2020 Umurenge	Feb 08	Kigali	In force. In process of negotiating with donors
Imihigo (performance contracts) MINALOC 2007			Yes
Logframe for Social Protection Sector 8.8.07, produced by Government	Aug 07	Kigali	Yes
Logframe for Decentralisation, participation and accountability, final version	Aug 07	Kigali	Yes
Rwanda Decentralisation Strategic Framework, Final Report	May 07	Kigali	Yes
Annual Report 2007	Nov 07	Kigali	Final report 2007 exists
Sector strategies MINALOC, 2004-2008, Draft 4a	Jul 04	Kigali	Closed
Five Year Decentralisation Implementation Programme (2008 – 2012)	Dec 07	Kigali	Closed
Action plan 2008	Dec 07	Kigali	In force
Rwanda Decentralisation Implementation Programme 2008-2012 (DIP)	27 Nov 07	Kigali	In force

The legal framework of MINALOC is old. It is covered in the Prime Minister's Decree N° 24/03 of 16/3/2001 which covers the organisation and functions of the Ministry of Local Administration and Social Affairs. This decree has not been renewed since the change in the mission of the Ministry. There are laws regulating decentralisation and up to date regulatory provisions which detail its organisation and operation. There are still gaps, functions which are poorly defined or which may contradict each other. For example: the law establishing decentralised institutions and various regulations lack some detail on the attributions of the Council, its Office and the Executive Committee of the District and Kigali City. This opens up the possibility of conflicts in responsibilities. By definition, the Council should play a parliamentary role and not that of daily management of Local Government.

The District has an Organizational Structure and an organisational chart which have some weaknesses because sometimes the definition of the attributions is not explicit. For example, the role of Cooperatives

and Employment Promotion Manager exists but most of the activities carried out are actually not described in the Organisational Structure.

It is generally thought that the reforms have been carried out at such a fast pace that it has not allowed for all of the necessary preparations for such fundamental changes in the way the State operates. Some advice offered suggests that the competent authorities should concentrate on the quality of the reforms and not the quantity. There are now a large number of legal, regulatory and administrative provisions relating to the reforms. Sometimes a provision is replaced by a new one before the previous one has even been implemented. In addition, sometimes a legal provision is replaced by a decision from the Cabinet meeting.

### **A.3.3. Major functions and responsibilities**

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The logic behind the reform of 2004 was to limit the responsibilities (functions) of the Ministries to:

- Development of policies
- Coordination of planning
- Monitoring and evaluation
- Coordination of capacity building and
- Mobilisation of resources

Operational coordination as well as the implementation of programmes was supposed to go over to Local Governments and other autonomous public legal institutions. This meant that the implementation of specific functions at MINALOC was to go over to Local Government. Local Government has specific functions which are different to those of MINALOC.

Based on discussions with the members of MINALOC, in this way the functions could include the following:

- Local Administration
  - Local legislation
  - Local policy
  - Local finance
  - Local taxation
- Community Development
  - Planning
  - Capacity building
  - Monitoring and evaluation
- Good Governance
  - Procedures for transparency
  - Accountability
  - Training
- Social Affairs
  - Capacity building
  - Planning
  - Monitoring and evaluation
- General Services
  - Financial management
  - Human resource management
- Cross-cutting services which must be integrated into MINECOFIN and the Sector Ministries.
  - Planning
  - Monitoring and evaluation
  - ICT or information management

MINALOC has put a lot of effort into the implementation of projects and covers the following entities which are responsible for implementing projects at Local Government level: CDF (Investment), CDDP (World Bank), UBUDEHE (European Union). In this way, MINALOC carries out a specific function, which is project management.

#### **A.3.4. Decentralised bodies or outsourced services**

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MINALOC is responsible for several institutions at various levels which are responsible for elements related to its mandate. These are:

**NDIS: National Decentralisation Implementation Secretariat.** From 2000 to 2004 this was called the PMU (Programme Management Unit). In 2004 it became NDIS (National Decentralisation Implementation Secretariat) as a project financed by PNUD. In 2007, the Cabinet meeting took the decision to change the project into a public corporation. This Secretariat will be responsible for daily management and coordination of the implementation of decentralisation. The Cabinet meeting accepted the creation of NDIS through the adoption of its DIP 2008-20012, but to this day no legal or regulatory provision is available. The legal and regulatory framework of NDIS as an autonomous public institution is currently being discussed by the competent authorities.

**The Common Development Fund (CDF).** This was created by the law n° 20/2002 of 21/05/2002. The President and Prime Minister signed decrees on the 15/10/2002 naming the management team of CDF. Since its creation, CDF has been assigned four responsibilities:

- Obtain funds and finance development projects
- Ensure that funds allocated to projects are fairly shared among Districts and Kigali City
- Ensure the control of the use of funds allocated to development projects in the Districts and Kigali City;
- Act as an intermediary between the Districts and Kigali City on the one hand and the donors which are specifically involved in financing development projects with these bodies on the other hand.

#### **NEC (National Electoral Commission)**

The Minaloc website considers NEC as a MINALOC semi-autonomous body. But the NEC website considers NEC as an independent and autonomous body. NEC is established by law N° 39/2000 of November 28, 2000 as amended by law N°31/2005 of December 24, 2005 and reaffirmed by the Constitution of the Republic of Rwanda (Article 180). The mission of the NEC is to conduct free, fair and transparent elections to promote Democracy and Good Governance in Rwanda. The National Electoral Commission is mandated to prepare and run the following elections: Local Government elections; Referendum; Legislative elections; Presidential elections; any other elections as may be mandated by the law (i.e. Gacaca jurisdictions, Conciliators “Abunzi”, Youth and Women Council).

The National Electoral Commission is also mandated to: establish electoral areas (Constituencies); create Provincial, District and Municipal Commission branches; prepare and conduct Civic and Voter Education Programs; announce and publish election results; ensure that elections are free and fair and carry out any other electoral activities as provided for by law.

The National Electoral Commission has two structured components : a College of Seven Commissioners including the chairperson and the Vice-chairperson and a Permanent Executive secretariat made up of the Executive Secretary and three departments headed by Directors : Director of Administration and finance; Director of Electoral Operations; Director of Information, Communication and Technology. The Seven Commissioners from different political parties and civil society are elected by the Senate for a renewable three year term. But during election periods they work permanently one month before elections until the

publication of results. The members of the Executive Secretariat are technicians who manage day to day affairs of the NEC and the technical running of the electoral process.

**RALGA.** This is the association of Local Government created by Ministerial Order N°034/11 of 27/03/2003. RALGA has four mandates: lobby on behalf of Local Government, ensure training programmes for Local Government, pursue activities which allow for good governance in the country, ensure the representation of Local Government with donors, MINALOC and other Ministries.

**Local Government.** The legal and regulatory provisions covering Local Government are mainly the Constitution of the Republic of Rwanda dated 4<sup>th</sup> June 2003 in its article 167, the organic law N° 29/2005 Determining the Administrative Entities of the Republic of Rwanda; the law N°08/2006 Determining the Organization and the Functioning of the District, law N°10/2006 of 03/03/2006 Establishing the Organization and Functioning of Kigali City, and the law N°01/2006 of 24/01/2006 Establishing the Organization and the Functioning of Provinces

Local government benefits from a budget to carry out their development programmes: building schools, markets, roads etc... In addition, important services are currently deconcentrated to Sector level. The responsibilities are clearly defined but the Ministries still retain financial control of the District. There are some activities which are defined and financed by the Ministry, the funding of which should support implementation at local level. The central powers still do not give room for manoeuvre to the local powers with regard to financial responsibilities (e.g. the maintenance of infrastructure already in place).

MINALOC, in common with other Ministries, has recently asked for the creation of public corporations to take over certain deconcentrated functions. The government has responded that an analysis of the operations and performance of existing institutions is first necessary before creating others.

#### **A.3.5. Gaps, overlap and duplication**

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MINALOC has become involved in many activities which are not relevant to its primary responsibilities. The absence of conflict is as a result either of flexible relationships between the higher levels of management at the Ministry and the Local Government bodies, or from the fact that Local Government are recent creations and have yet to establish themselves.

Instead of carrying out these activities directly, MINALOC should assist the operations of these institutions through supervision, training, coordination and by being their spokesperson. But in order to ensure these roles, institutional memory must be in existence, which is not currently the case.

The general idea and political concept of what MINALOC is are clear. What is missing in detail and what should be carried out first is the definition of the functions of this institution. The complication comes from the fact that the functions of the four components of MINALOC need to be defined: Territorial Administration, Good Governance, Community Development and Social Affairs.

These four components have intrinsically different functions. Therefore, certain functions which are carried out by the unit in charge of Social Affairs also concern the Ministries of Education, Health and Agriculture etc...

The functions assigned to the planned public corporation NDIS are the same as those of the structures of MINALOC. The functions of NDIS are:

- Capacity building
- Monitoring and evaluation
- Governance and public service delivery

- Fiscal and Finance Decentralisation
- Development of policies, legislation and procedures
- Assistance in the field of local and community development

The functions of the units of MINALOC need to be defined so that they are unique to MINALOC and different to those of NDIS.

The CDF has among its responsibilities to serve as an intermediary between the Districts and Kigali City on the one hand and the donors who are specifically involved in financing development projects for these entities on the other hand. CDF is having difficulty finding mechanisms to meet this responsibility.

Local administration is the primary mandate of MINALOC. Its functions should arise directly from this responsibility.

In future the division of responsibilities should be clearly defined between MINALOC and the Districts and limits should be established between the policies and support of MINALOC on the one hand and the implementation by Districts on the other.

MINALOC is responsible for good governance, but all institutions in the country appear to be preoccupied with this. The function of MINALOC in this domain is not clear. Good governance is a national preoccupation and not just a preoccupation of the decentralised systems.

To carry out its responsibilities within “good governance”, the Ministry created a steering committee chaired by the Minister of MINALOC, the members of which come from other Ministries, public corporations and partners. In this way, MINALOC is not only a cross-cutting Ministry with regards to Local Government, but it is also a cross-cutting Ministry with regards to good governance. The steering committee chaired by MINALOC is composed of, among others, the National Tender Board, the Office of the Ombudsman, the office of the Auditor General of State Finances, the Commission for Human Rights, Gacaca, Parquet and National Police. One option to consider is to transfer this role to an institution which has authority over all of the Ministries, following the example of the PRIMATURE or the Presidency. It should also be noted that even if natural disasters are managed at the level of PRIMATURE, MINALOC is the only body to have a link with the field to ensure efficient coordination of interventions. Sharing responsibilities between MINALOC and the PRIMATURE in the management of disasters is also not clear.

Community development has an important political value. Its planning and implementation demand coordination between several sector Ministries and the Districts.

Activities which come out of community development can have an impact on other areas such as health, education, habitat, environment, cooperation and revenue generation, which all have specific functional Ministries. This is how it appears that in some areas, like education and health, MINALOC appears to play a coordination role devolved to the PRIMATURE or to the Presidency and at the same time a technical role.

It is now necessary to define the fundamental functions of all the mandates of MINALOC. This was the role of the Prime Minister’s decree n° 24/03 of 16/3/2001 on the organisation and functions of MINALOC. This talks mainly about typical structures rather than detailing the functions. Subsequently, no legal or regulatory provisions have provided more detail.

In the original concept, MINALOC and other Ministries were supposed to reflect on how best to operate, how best to organise Local Government. But the implementation of various tasks was supposed to be the responsibility of Local Government.

The lack of definition of vital functions of each sector is the main source of duplication which is apparent between the state institutions.

The second source of duplication within MINALOC which impedes the operations of other institutions is the mixture of several approaches in the definition of the Ministries. MINEDUC and MINISANTE were created under a sector approach while MINALOC sees itself as having been given cross-cutting mandates: local administration, good governance, community development and social affairs.

As an example, when a District plans its programmes relating to education or health, it will solicit the help of MINALOC which is responsible for policies of local administration. But, MINALOC is also responsible for social affairs which overlap with education and health even though there are sector Ministries in charge of education and health.

On occasion MINALOC has built health centres without considering their subsequent need for equipment. Following the construction of the health centre buildings, once the problem has been identified, uncertainty has arisen as to which Ministerial department is responsible for the centre or simply responsible for making funds available. All the Ministries denied responsibility and as a result some practical solutions had to be found.

The recommendation is that before any Ministry or public institution is established, its precise functions should be clearly identified. In a case where the functions are cross-cutting, formal mechanisms have to be put in place to ensure collaboration. This is not currently the case.

Finally, the cross-cutting nature of MINALOC and the pursuit of several mandates have brought about plans, processes, initiatives and a multitude of technical bodies and multiple meetings which overlap. The result is the expansion of an already complex organism which gives out a sense of stress and confusion both for the employees of MINALOC and Local Government.

## **A.4. ORGANISATION**

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### **A.4.1. Organisational Structure**

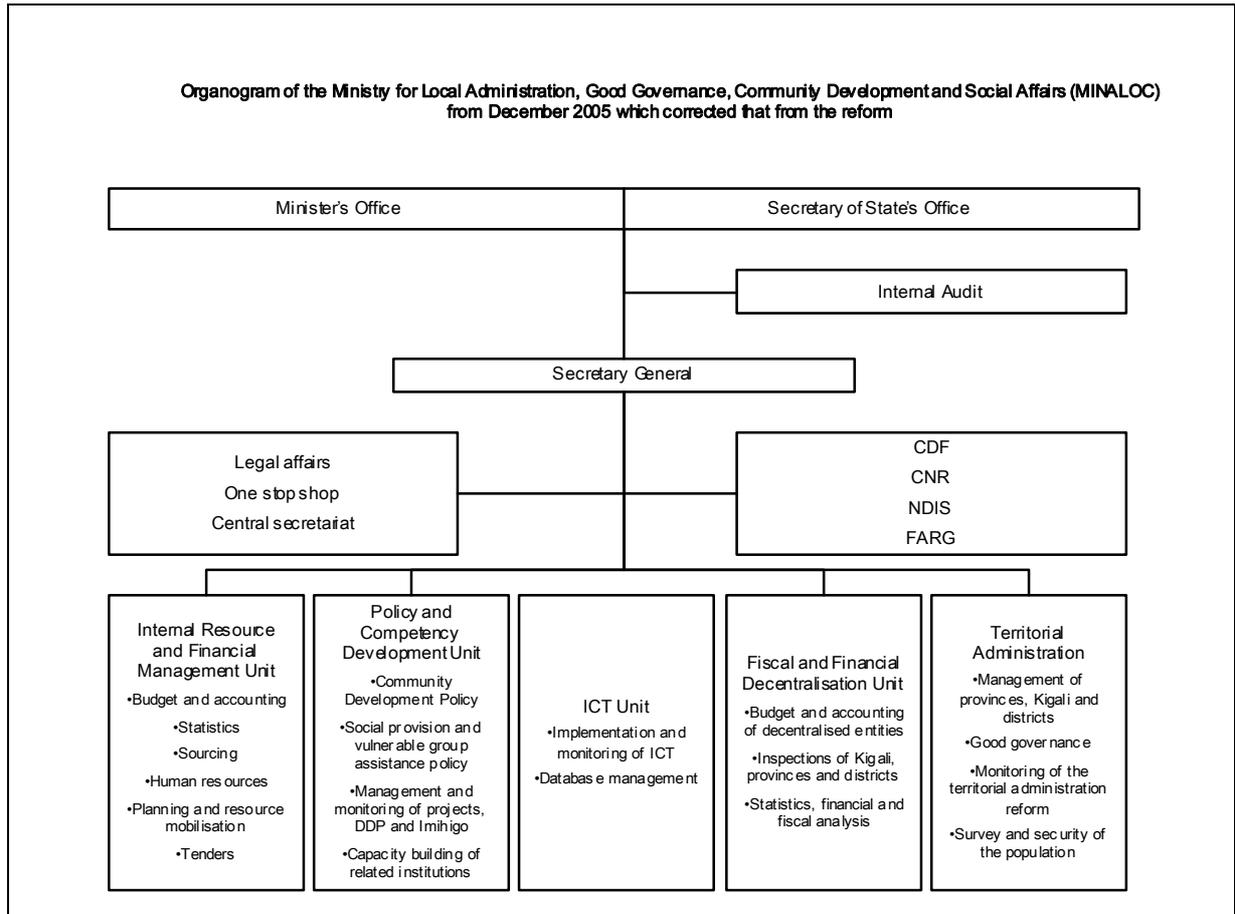
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The structure of MINALOC is now made up of the Office of the Minister and the Office of the Secretary of State at the top and of the general secretariat composed of 6 principal units. But there are lots of other satellite units which have been created through practical experience and donor funded projects. The 6 units are:

- Finance and Internal Resource Management Unit
- Good Governance and Territorial Administration Unit
- Community Development and Social Welfare Unit
- Finance and Taxation Decentralisation Unit
- ICT Unit
- Ad hoc (Attached to the SG)

The reform of 2004 had created only 3 units which do not relate to the traditional functions of the Ministry. In summary they were: 1) Policy and planning, 2) Financial management and human resources and 3) ICT. This reform had included statistics and planning in the unit which was called at the time "Policy, Planning and Capacity Building". As with all the other institutions, MINALOC applied this reform for about one year. Already, from the first month of the reform, MINALOC entered negotiations with the support of MINECOFIN to convince MIFOTRA and the Government that the reform could not meet the operational requirements of the Ministry.

**Organogram of the Ministry for Local Administration, Good Governance, Community Development and Social Affairs (MINALOC)  
from December 2005 which corrected that from the reform**



The following organisational chart is that which has been given as current and in practice. But the discussions we have had with personnel prove the opposite is true. In fact, the reform actually opened the Ministry up to have more latitude to adapt its structures to its operational requirements without this being officially declared.

**Policy and Capacity Development Unit.** This unit no longer exists and yet it was the central point of the reform of 2004. There doesn't appear to be any legal document which allows this unit to close.

**Finance and Fiscal Decentralisation Unit and Territorial Administration Unit.** These units were not planned in the reform of 2004 and they were created several months after the reform, towards the end of 2005.

#### **A.4.2. Objectives, Functions and Main Tasks**

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The principal attributions of the different units of MINALOC are:

**Community Development and Social Welfare.** We have not been able to find the attributions of this unit. On the website instead there are the attributions of the former Community Development Unit which existed prior to the reform of 2004.

This unit was created following awareness that local communities can and must play a primary role in development, in particular poverty reduction and in the reconciliation process. This unit supervises community development policy in theory but in practice it mostly implements projects. Theoretically, according to MINALOC's documents, it maintains 3 aspects from before the reform of 2004 which are:

- Project coordination
- Public investment programme
- Local development planning

On the other hand, during discussions with personnel of the unit and in other various documents, the following attributions appear:

- Development of policies and strategies
- Monitoring and evaluation of decentralised systems
- Mobilisation of partners for community development
- Capacity building of the structures for social protection and assistance to vulnerable groups and genocide survivors

The Director of the unit was recruited and began work in January 2008 having previously not been part of the staff of MINALOC. He is in the process of learning about the organisation of the unit. He is finding it difficult to make the link between the objectives and the functions of his unit.

The unit responsible for social affairs at the heart of MINALOC which existed before 2004, disappeared with the reform. Social affairs are dealt with by the Community Development and Social Welfare Unit. Social affairs do not appear in any of the titles of the functions nor the roles. The principal elements of this mandate of MINALOC includes notably:

- Protection and assistance to genocide survivors
- Social assistance
- Social security and protection
- Crises management
- Supervision of the National Council for Refugees

**Finance and Fiscal Decentralisation.** The unit in charge of local finance is responsible for supervising the implementation of fiscal and financial policy of Local Government and to carry out financial inspections. Before the reform of 2004 and prior to the adoption of the fiscal decentralisation policy of 2006, the development of policy was also MINALOC's responsibility. The development of decentralised fiscal and financial policy has been the responsibility of MINECOFIN since 2006. Its objective is to build capacity of Local Government and the participation of the local population on fiscal matters, planning and budgeting. In 2004, MINALOC had published procedure manuals which describe the accounting tools and financial procedures for the management of resources at local level. This manual was replaced by that published by MINECOFIN in November 2006, entitled "Manual of Government: Policies and Procedures: Financial Management and Accounting". The unit has four aspects:

- Fiscal decentralisation policy
- Research and statistics
- Budget and Local Government accounting
- Inspection of Local Government

It is evident that beyond fiscal decentralisation policy, this unit goes further in its operational activities, including:

- Develop and update national policies and programmes relating to fiscal decentralisation in collaboration with MINECOFIN
- Prepare teaching projects aimed at Provinces, Kigali City and Districts relating to fiscal decentralisation
- Analyse the results of fiscal and financial performance indicators for the activities of the decentralised entities
- Study the modality of granting cross-subsidization or adjustment to Districts
- Develop the training programme for trainers and develop their training plans for fiscal and financial decentralisation

Other reference documents used by this unit for its daily operations are: The law on state finances, the law on sources of revenue and assets of Local Government and the Presidential decree on fiscal revenue of Local Government.

**Territorial Administration and Local Good Governance.** Prior to the reform, this consisted of two distinct units: Territorial Administration Unit and Good Governance Unit. This unit has the role of monitoring the effective operations of the administrative units and structures of Rwanda, as agreed in the decentralisation policy of 2001 and taking into account different legal and regulatory adjustments which have been made. It is also responsible for supervising the twinning of towns and the development of Territorial Administration policy. This unit has three constituents:

- Good Governance
- Local Government management
- Security and appeals from the population

Good governance is one of the important roles of this unit. On the MINALOC website, good governance is defined as "the exercise of political, economic and administrative authority to manage the nation's affairs and the complex mechanisms, processes, relationships and institutions as well as leadership behaviour through which citizens' groups articulate their interests, exercise their rights and obligations and mediate their differences". The unit in charge of Good Governance in MINALOC is responsible of promoting the good culture of Good Governance towards the fight against poverty... Prior to the reform

of 2004, instead of one professional, this role had four professionals responsible for: decentralisation and capacity building, political parties and democratisation, civil society and NGOs and civic education.

**Finances and Internal resources.** The unit responsible for general services and support services is one of the most important units of MINALOC. It is responsible for ensuring the operation of and improvement of other units in MINALOC as well as the coordination of other activities linked to good governance, community development and social affairs. The most important constituents of this unit are:

- Budget management
- Accounting
- Tendering
- Human resource development
- Planning and mobilisation of resources

What is currently called the Management of Finances and Internal Resources is a deviation from the initial reform of 2004. This unit includes accounting, budgetary management, logistics, planning, human resource management and statistics. It should be noted that the statistics dealt with by the unit regarding vulnerable groups, community work and other technical domains of the Ministry exclude those which related to territorial administration.

The organisation of MINALOC has not been carried out in the spirit and with the philosophy envisaged by the reform. The organisational structure of MINALOC does not reflect the spirit of the reform, but rather reflects the former system prior to the reform. To move away from this, it is necessary to redefine more precisely the role of central government as well as the decentralised and deconcentrated institutions.

In order not to interfere too much in the daily operations of Districts, MINALOC has always sought mechanisms which would allow it to look after planning and development of tools for implementing programmes. It would be possible for MINALOC not to look after these tools but instead to serve as an instrument for alerting other Ministries as to their respective responsibilities in collaboration with the Districts in the implementation of programmes, the execution of which is decentralised as per the spirit of the reform.

To achieve this, the District must collaborate with the Ministry of Education for education; collaborate with the Ministry for Infrastructure for roads etc.

**Description of tasks.** The personnel do not have job descriptions which were given to them at the time of recruitment. They must all refer to the Organisational Structure which changes. MINALOC also does not have a method of evaluating personnel. Personnel are shown more appreciation for their capacity to respond to ad hoc activities rather than by their ability to stick to the action plan.

### **A.4.3. Duplications or overlap**

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Districts must report on an average of 25 sector indicators per Ministry under EDPRS. In addition, there are other obligations which are directly devolved to local administration and to the social affairs mandate. There is not enough integration of the tasks of MINALOC through its four mandates: local administration, good governance, participatory development and social affairs. This inhibits the capacity to rationalise and simplify the implementation of tasks.

The Management of Finances and Internal Resources is responsible for activities such as statistics which should be passed over to technical units of MINALOC, notably the unit in charge of Social Affairs. The General Secretariat covers ad hoc activities such as central secretariat and adjudications, which in principle belong to the unit which is responsible for finance and administration.

It is often difficult to get involved in a debate on the duplication of functions when personnel are new to an institution. Equally, there is a general feeling that some units are overburdened and others do not have a lot to do.

For example, MINALOC has already asked for the separation of financial management and internal resources to form two separate units.

MINALOC also envisages splitting up the Community Development and Social Welfare unit into two distinct units. This is the only unit which is under the authority of the Secretary of State responsible for Community Development and Social Affairs. We have not found enough justification to support this idea.

At the decentralised level, there is duplication in the attribution of Agronomist which is in the Planning and Economic Development unit and those of the professional responsible for environment, which is in the Land, Urbanisation, Habitat and Infrastructure Unit.

#### **A.4.4. Systems and Administrative Processes**

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The first key document in Rwanda which articulates the government's priorities relating to development and governance is "Vision 2020", which includes six pillars describing long term strategies. The second key document is the Economic Development and Poverty Reduction Strategy (EDPRS) 2008-2012. Rwanda adheres fully to the "three principles" which are: the existence of a national coordination body, a national strategic plan and a single framework of monitoring and evaluation.

**Planning.** Beyond strategic, long and medium term plans, there is no official national document or MINALOC document which details the different stages of planning. Annual planning starts at the same time as the budgetary process. This process is launched by the document called "Strategic Issues Paper" produced towards the end of the month of May (if we consider the exercise carried out in 2007). At this moment, the Ministry of Finance sends a calendar valid for the year for different stages of budgeting.

In May 2007, MINECOFIN wrote to all Ministries and Public Institutions asking them to send the main elements of what they planned to do plus the MTEF for three years. The MTEF includes the normal budget and the development budget (PIP: Public Investment Programme).

MINECOFIN mentions in its correspondence the ceiling for each Ministry. There is a temporal limit for the budgeting process. This year 2008 it began in the month of February. The other element which impedes harmonisation of the budget and the action plan is that the forecasting tools are not in the same format (Action plan for the PRIMATURE and MTEF for Minecofin).

In the month of June 2007, the professional responsible for planning made contact with his colleagues at MINALOC to prepare the budget to be submitted to MINECOFIN. The public autonomous bodies had difficulty responding to the solicitations of MINALOC with regard to developing the MTEF. It is often necessary for the SG to intervene for them to agree to respond to the request for planning. The compilation of the necessary elements that make up the Ministerial budget is a difficult task. The Ministry starts to collate the budget without taking into account the action plan for the same period. Until the month of September the unit in charge of planning receives nothing that enables it to develop an appropriate plan.

In the month of July 2007 collaboration began between the professionals responsible for the budget and planning at MINALOC and the personnel in charge of preparing the state budget at the level of the Ministry of Finance. This stage lasts three months and finishes at the end of August or beginning of September. The collaboration between the units in the public autonomous bodies with the unit in charge of planning at MINALOC is not good in this process. It is often the case that certain priorities are not considered because the units responsible for those aspects have not accepted that concentration is

required to produce a realistic budget. Often, officials require the adjustment of their budgets, with pressure, when it is no longer possible to turn back, after the closure of MTEF.

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At the beginning of September 2007, MINALOC and these public bodies were invited to MINECOFIN to defend their budget. The importance of this meeting is linked to the fact that the Ministry has to convince MINECOFIN of the balance between the global amount allocated and the needs of the Ministry. If they do not succeed, MINECOFIN will continue to make cuts. In addition to the SG, the Ministers also participate in these meetings to justify their budgets.

In October 2007, MINECOFIN sent the project of the budget to parliament. The commission in charge of the budget began the examination of this document over several weeks. This resulted in the defence of the budget before parliament.

In November 2007, for the first time, the parliament found it inappropriate to ask all of the questions relating to the budgeting to MINECOFIN. The parliament therefore addressed the technical Ministry concerned by the budget. This is often to respond to the concerns of the parliament on the over-estimation or under-estimation of the budget allocated to one or the other Ministries or public institutions or to one or the other budget lines.

In January 2008 MINALOC was invited to present the action plan to the PRIMATURE. This action plan contains an approved budget column and is published in the official journal.

There are many planning and monitoring tools which have been developed and not been used. In the annual planning process, MINALOC has difficulties combining Vision 2020, EDPRS, DIP and the sector strategies. This cross-referencing would be worthwhile but the question is, which process to use to achieve that. In addition Vision 2020, EDPRS, sector policies and the action plan do not contain the same chapters and this clearly wouldn't help the task of harmonising. However, a positive note is that prior to the development of the action plan, the frameworks relating to the development of the action plan as well as the coordination of its production, make reference to the responsibilities of MINALOC and to the principal functions on the institution as well as to certain ad hoc priorities. The action plan links the institution far more than the other planning documents.

The MINALOC action plan is sent to the PRIMATURE. The PRIMATURE creates a summary excluding all of the components relating to general services so that they keep only the programming of the technical activities of the institution. Finally, the PRIMATURE publishes an aggregate for all the Ministries in a document called Government Action Plan.

The reconciliation of the EDPRS, strategic plan and the action plan is not an easy task. These management tools suggest different indicators. The personnel of MINALOC find it difficult to ensure coherence between the strategic plan, the MTEF and the action plan. Generally speaking, these tools are neither developed on the same basis, nor with the same philosophy. The MTEF has no monitoring indicators.

The country wanted to put particular emphasis on planning but without ensuring the links between the different planning tools. The coherence between Vision 2020, EDPRS, sector policies, MTEF, the strategic plan, the action plan and the Imihigo cannot be ensured by the one professional in charge of planning at MINALOC. It should be added that it is not the person in charge of planning who organises monitoring of MINALOC's activities.

MINALOC has a planning and budget management system which is implemented in collaboration with the Ministry of Finance.

As an example, this Manager does not participate in the weekly “Senior Management Meetings” of the Ministry, nor does he give a report on the planning to his Director before this meeting, which deals with lots of urgent questions. Each day, the Ministry has its priorities which dominate management and which are not necessarily planned in the action plan.

**Agent responsible for planning.** This is the person responsible for planning and the mobilisation of resources who monitors good planning within the Ministry. For budgeting, the person is helped by other professionals from the Direction of Finance and Internal Resources. The professional in charge of planning was recruited in September 2006, 3 months after the recruitment of the Director. They have respectively 16 months and 19 months experience within the institution. With regard to planning, the organisational structure details the following attributions:

1. Planning the implementation of the Ministry’s programmes and projects
2. Consolidate the action plans of the Ministry
3. Develop a data base which serves in the development of sector policies and strategies of the Ministry
4. Develop the public investment programme and framework of medium term spending
5. Prepare partnership memorandums
6. Support the planning of Districts and Kigali City

Unusually, the monitoring and evaluation role is not mentioned here. In addition, there is a professional responsible for monitoring the reform within the unit in charge of good governance and territorial administration. This task is totally different to that of monitoring the activities of MINALOC.

Reading the attributions of other Directors and Professionals of MINALOC, nowhere is it mentioned that it should have a role in the planning process. Their intervention is visible only in the implementation of the action plan. With a few exceptions, with regard to planning, the Director of ICT at MINALOC is asked to be the focal point of RITA with no reference to the unit which is responsible for planning within the institution. The organisational structure explains clearly that the other Directors should involve themselves in the development of policies, programmes and norms within their domains and are required less to participate in the action plan of the institution. In certain Ministries there is actually a unit or section responsible for planning which does all of the work without asking too much time from other agents.

It should be noted that the person responsible for planning and his Director do not have authority over other units. The spirit of the reform was to create a strong planning unit with a superior position in the hierarchy compared to other units so that they are able to impose a planning culture. Within this same unit there should be all the technical functions of the institution. This phenomenon is rarely seen. By sacrificing this to give weight to the mandates of MINALOC through the creation of corresponding structures, “Planning” was sacrificed at the same time, which was in fact the cornerstone of the reform. MINALOC’s current structure has evolved spontaneously following the reform and it no longer allows for planning to be imposed on all, as was envisaged by the reform. The team in charge of planning is no longer a cross-cutting structure which impacts on all of the other units.

**Planning timetable.** It is difficult for personnel to devote lots of time to annual planning or to other typical programming in the Ministry. The authorities and their environment are so inventive that each year new forms of planning are created which are more or less revolutionary. Their implementation takes up a lot of time, even just to understand the model and then to get involved in the process of their development. As an example, in 2007, the agents in charge of planning were requested less to implement action plans but more to be involved in the process of developing the EDPRS, Vision 2020 Umurenge<sup>23</sup>,

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23 One of the lead programmers in the EDPRS, Vision 2020 Umurenge, targets the very poorest and most vulnerable citizens in order to stimulate their production capacity and to offer them space to participate fully in their own development. Vision 2020 Umurenge in 2008 will give priority to the 30 poorest sectors in the country. They

Imihigo District<sup>24</sup>, Five Year Plan (DIP), MINALOC Sector Planning, Integrated Development Programme<sup>25</sup>, Monitoring and Evaluation Programme, etc. These specialised interventions in planning take up the entire year and pushes routine annual planning into second place.

**Monitoring.** As each agent has activities to achieve, he/she also has reports to submit to the Manager. To this end, MINALOC has adopted a system of weekly, monthly, quarterly and annual reporting. As currently agreed, these different reports should be written by each professional ready to transmit them to his/her Director or to the person designated to receive the reports in lieu of the Director. The Director then consolidates these reports into a single document which is then itself passed onto the person responsible for planning. This person consolidates the reports of all of the units and transmits them to the Secretary General. The exception is quarterly reports for which the person responsible for planning also prepares a letter to accompany these reports, which will be transmitted to the Prime Minister.

The written monitoring reports at MINALOC are daily, weekly, monthly, quarterly and annual. Daily agendas are produced by all personnel using the framework designed by the Director to ensure all are collected and sent onto the hierarchical superior and to the Secretary General. Weekly and monthly reports are written by unit directors and transmitted to the SG. These reports are not based on a system of which would allow the comparison of what was planned and what was achieved.

The system of weekly and monthly reporting can be improved. The daily reporting, as it is used at the moment, centralised to the level of SG needs to be abandoned because it is inefficient.

**Weekly SG meeting.** The various regular meetings do not have specific names, and none have regulatory frameworks. At an unidentified time in the past it was normal to have a weekly meeting in which the Minister and the SG participated.

Now it is the SG who directs weekly meetings in which only the directors participate. But these meetings are often put back to another day or week when there are more urgent activities to carry out.

**Weekly meeting by unit:** According to internal preferences, it has been recommended by the Minister that each unit should hold a weekly meeting prior to that of the SG. These meetings have become irregular, even impossible to hold for some units.

**Monthly Management meeting:** Once a month on the first Monday of each month, the Minister holds a meeting with all personnel. Before the meeting a report must be circulated which gives the results of the previous month and the planning for the month to come. These meetings take place regularly but focus more on the discussion than the written reports provided by each operational unit.

**Daily report:** There is a table which is used as a model for the daily report. This table includes the objective of the unit, the activities planned in the day, the results planned for the day, the person

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will benefit from water, electricity, schools, health centers etc. to achieve the Millennium Development Goals (MDG). For more information, see *“Republic of Rwanda, Capacity Development and Building a Capable State, Rwanda Country Report, Kigali, August 2007”*

<sup>24</sup> Imihigo are considered to be founded on the results and performance of responsible governance. Imihigo is a performance contract containing the development objectives for the District over the given period. These objectives are based on the development priorities identified by the population themselves, through various levels of consultation of the Local Government. The contracts are signed between the President of the Republic and the Districts Mayors, who have to report regularly to the President and to the population on the progress achieved in the implementation of these contracts. This has enormously improved the participation of the population in their own development and has meant that the concept of management based on results has been reinforced. It is also considered to be an efficient mechanism of monitoring and evaluation of development activities. .

<sup>25</sup> Meetings between the key sector Ministries exist and include MINAGRI, MINITERE, and MININFRA to ensure that planning in all key Ministries is aligned. In these meetings, each Ministry explains what it plans to achieve. The result of this process is the development of projects.

responsible, the hours each activity will take, the needs to achieve the activity as well as observation. Towards the end of the day, a designated agent in each unit circulates among the staff to collect the information to create the daily report which will be given to the Unit Director. It is often the case that the person designated finds that other staff are not in the office or that they are busy doing something else. After the report is written the Director transmits it to the SG. The secretariat of the SG puts this daily report onto the e-document. These daily reports are irregular.

**Weekly report:** All staff are supposed to produce a weekly report which includes achievements of the week and forecasts for the week to come. The Minister finds he is often embarrassed by the non-compliance to this procedure, despite his insistence on the importance of this report. Following such a reminder from the Minister some members of staff produce reports but shortly afterwards they are again not produced. Among staff the commonly held sentiment is that writing the report is just a formality which will produce no feedback.

**Monthly report:** There is no format for the monthly report which allows comparison between the action plan and achievements. The staffs from other units are not motivated to participate in this exercise. They find no benefit in it. They participate in the exercise as a pure formality and often just to help out the person responsible for planning who is responsible for these reports and who chases after people to produce them. Often, the person responsible for planning does the tour of staff of other units in order to be able to pull together a report which includes elements which don't necessarily come formally from the units concerned. As he doesn't know all of the areas and can't be present in all units, the monthly report is often bad quality and far from reflects the total activities carried out or planned during the period covered. We found this out by going through the forecasts and achievements for training. As the monthly report has to be presented at the management meeting which the Minister attends, the report is often put together even if it is of bad quality (in contrast to the weekly report).

Generally speaking, formal meetings in the institutions in which the Minister participates have been reduced. From one meeting per week, currently it is only one meeting per month. This change in the availability of the Minister is partly as a result of the pressure which he is under due to the large number of impromptu activities. Each year these grow in number and further distance the institution from any form of systematic organisation. This meeting has a secretariat that makes notes and produces minutes which is transmitted to participants via the e-document. The agenda is transmitted using the same method and the secretariat ensures that everybody is aware of the meeting before it takes place.

**Performance contract :** From 24th to 25th July 2006, a first meeting was held at Prime Holdings to evaluate the District performance contracts signed by the Mayor of Kigali, the Municipal Council and His Excellence the President of the Republic of Rwanda. The Imihigo (performance contract) of the Districts are the subject matter of documents which are on MINALOC's website. But there are no documents relating to their evaluation.

Since the existence of Imihigo at Ministerial level in 2007, the agents of the State from MINALOC no longer tend to leave files without response for a long time in their offices. The same is true for international institutions. In fact MINALOC staffs now chase up files which are with the lower authorities. It is even possible to identify which institution or person is blocking the progress of a file. Nonetheless, it is necessary to carry out systematic monitoring and evaluation of this.

**Internal circulation of files:** With regards to the movement of files, in typical fashion, the files are prepared by professionals, transmitted to Directors, who then review and correct them before transmitting the files to the SG for signature. Some files wait to be debated during the management meeting. MINALOC has a piece of software called "E-document" which allows them to monitor the circulation of files. MINALOC staff use this software through the network to ensure the movement of the file.

**ICT:** Staff of the institution is very satisfied with the level of computerisation in MINALOC. They claim to use less paper. Arriving mail is scanned and sent to the addressee. MINALOC has been using this

system for ten months. Each member of staff has their own laptop. At the decentralised level, MINALOC uses the networks of Rwandatel and Artel. These two companies do not cover all decentralised structures. The budget ceiling of one hundred thousand francs (100,000RWF) allocated for spending on telephone communications per unit is not sufficient. This amount was fixed by the Cabinet meeting.

MINALOC envisages the implementation of the use of Skype for certain communication options and to transmit data. The mobile phone has already become an indispensable tool in the accomplishment of tasks. Its professional use in verbal communication and by SMS has reached a considerable level. In fact, for any problem that arises at decentralised institution level, famine, flooding, the recent earthquakes, refugees etc.. MINALOC is immediately contactable via mobile phone.

The general feeling is that computerised databases aren't used enough for the management of information and for evaluation. The protection of the computer system against non-authorized users and viruses and other damage is not up to date. This problem could be resolved more broadly across government institutions to guarantee the alignment of data, archiving and the efficiency of communication systems.

The appropriate use of shared units, protected by intranet passwords with a hierarchy of access rights for users and the system of electronic depository across government could significantly simplify evaluation and the establishment of reports as well as facilitating interministerial and interdistrict coordination with regard to planning, budgeting, saving and sharing of minutes of meetings and records of decisions made.

#### **A.4.5. Links with decentralised bodies and outsourced services**

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**Coordination:** Very dynamic coordination structures have been established on a national scale to tackle the multiplication of approaches and interventions in the decentralisation domain.

The group of decentralisation partners (Decentralisation Cluster) meets every two months. This group includes technical representatives of the Directors who are responsible for planning within the various Ministries and Provinces, development partners, civil society representatives as well as CDF and RALGA as representatives of Local Government.

There is also the Local Government Consultative Forum (LGCF)<sup>26</sup> which is held twice per year. Its members include Directors with responsibility for planning within Ministries, Provinces and Local Government.

At the head there is the National Decentralisation Stakeholders Forum(NDSF)<sup>27</sup> which is held once a year. The NDSF is chaired by the MINALOC Minister and represents a platform for a wide range of stakeholders to review and ensure dialogue is permanently maintained on implementation of the national decentralisation policy. Development partners contributing to DIP implementation are associate members of the NDSF.

Although these different coordination structures meet at different intervals (six times, twice and once per year) as well as apparently different members, they require a better definition of mandates and their work tools. For some, the composition of members appears identical at certain levels and their functions are not well enough differentiated. Some proposals are for a reduction in the number of structures to avoid redundancy and complexity in the process of coordination.

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<sup>26</sup> In French, Forum Consultatif des Gouvernements Locaux (FCGL)

<sup>27</sup> In French, Forum National des Partenaires de la Décentralisation (NDSF)

At District level, the Joint Action Forum<sup>28</sup> is the principal structure for coordination, attended by Ministries, international partners, NGOs and the private sector. Whilst recognising the strength of this structure, there is a requirement to define its areas of competency so that it may be efficiently exploited. In fact, an improved definition of the role of all of these coordination bodies would allow Districts to better organise themselves given that they already struggle with various requests for planning, evaluation and the production of various reports.

On the other hand, it is becoming increasingly difficult for these various forums to have optimum participation given the various project teams who find it hard to send representatives to all the forums when they are working in several Districts.

The policy of Rwanda aims to build capacity of the Districts to plan and to hold consultations with the communities to allow them to identify their own development priorities, to define strategies and to participate in their implementation. The development of planning methods, budgeting and the implementation of activities have been transferred to District and Sector level. Vision 2020 Umurenge is translating that desire into reality.

Ministries such as MINALOC and the Provinces play a coordination role in order to ensure that government policies are correctly applied within Local Government.

The Joint Action Forum brings together all the local development organisations, notably community organisations, international partners, different committees at a grassroots level, NGOs and community organisations to discuss development needs, agree priorities and define strategies. These forums ensure the integration and harmonised development of planning and implementation by bringing together all of the organisations involved in development at District and Sector level in order to ensure a coherent approach to development initiatives based on demand rather than supply.

**Planning:** Currently the national planning and budgeting process involves Districts. From 2001 to 2006, the District budgets were integrated into that of MINALOC. As for other Ministries, MINALOC sent the budget ceiling for each District to MINECOFIN. Normally 5% of domestic revenue is transferred to Districts and 10% to the CDF. At the same time, Districts, like the Ministries, receive the annual deadline for the planning process. This amount is fixed in the month of August and is sub-divided according to the population, the size of the territory and the level of poverty. Districts are in the process of negotiating to include the number of Sectors in each District.

For budgetary planning for 2008, Districts received their proposed amount of budgetary support in the month of August. Districts sent their draft to MINALOC in September 2007. MINALOC staff analysed the draft and gave recommendations to the Districts.

It is often the case that some Districts are too ambitious. Towards the end of the month of October, the Ministry of Finance announces an almost definitive amount for each District. Already the computerization of the MTEF (Medium Term Expenses Framework) is complete for the majority of Districts. In some Districts they are facing the problem of electricity supply. The installation of solar panels is seriously being considered.

With regards to the planning of activities outside the budgetary process, Districts are given instructions and they try to follow the rhythm imposed by MINALOC and the various partners who finance different development projects. It is MINALOC or the central Government who launch different forms of planning at District level. As an example, currently MINALOC is in the process of seeing how to ensure computerisation of all Districts. MINALOC first puts this activity in its programme and the Districts then pick this up. Once MINALOC or another Ministry decides to transfer certain activities, the District has to organise itself as a result to ensure they can carry them out according to the calendar which is issued. In

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<sup>28</sup> In French, Forum d'Action Conjointe de Développement. The JADF was established by Ministerial order N°04/2007 on 15 July 2007 at District and Sector levels.

principle activity planning and financial planning at MINALOC should take place simultaneously with that of the Districts. The flaws have not yet been well recognised but people are organising themselves to fix them.

**Budget implementation:** From 2001 to 2005 MINALOC transferred to each District its current budget monthly and on the basis of performance. One of the criteria which justified the transfer of funds was the transmission of good monthly reports. One District could therefore benefit from these transfers because it had submitted reports while another will not benefit at all because it is considered to have submitted poor reports. Currently there is a distinction between conditional payments and non-conditional payments. For the latter, which amounts to a large part of the current budget, since 2006, the Minister of Finance transfers the funds directly into the District's accounts. The targeted transfers are part of the budget of the competent Ministry. As an example, the budget for social affairs is in the account of MINALOC, for education it is with MINEDUC and for health it is with MINISANTE. Since 2008, the salaries of health and education agents have been transferred to the accounts of the Districts.

In the past, the Ministry of Finance was more interested in the transfer of funds to the Districts. Once carried out, it was as if the work had been finished. Currently the Ministry of Finance wants to be more involved in the evaluation of budget spending. All Districts are in direct contact with the Ministry of Finance for the evaluation of spending. Before the end of the year, each District will have a «Payments Manager»<sup>29</sup> position.

**Evaluation meetings :** There are several evaluation meetings established between MINALOC and the Districts as well as with Provinces. The programme of meetings is communicated with the PRIMATURE on an annual basis. These meetings involve a cost and can be held in private places such as a hotel or in the buildings of a public institution.

As an example, the Unit of Finance and Local Administration has planned one meeting per quarter for 2008 with the Districts and it is to be held in Kigali. The Unit of Good Governance and Territorial Administration has also planned quarterly meetings with the Province Governors.

**Financial reports :** Each month Districts send financial reports to MINALOC. These financial reports include external and domestic revenues while detailing various transfers, their source and their destination as well as the use of the budget.

Districts also produce annual financial reports which have to arrive at their destination by the 15<sup>th</sup> January of each year. To 15 March 2008, out of 30 Districts, MINALOC has only received 5 reports. The Districts have problems with computer maintenance and using the financial software at their disposal.

In contrast to the period prior to 2006 when MINALOC was always the first destination for the reports, today they are sent to MINECOFIN with a copy sent to MINALOC.

There is no policy or clear mechanism for how MINALOC should communicate with the institutions under its guardianship and those related to it.

Given that MINALOC is a cross-cutting Ministry, it provokes the creation of working tools in collaboration with the relevant technical Ministries. As an example, the tools relating to fiscal and financial management are developed in collaboration with MINECOFIN.

**Ambivalence of authority:** In the past MINALOC developed lots of concepts which, upon reaching maturity, were handed over to the competent Ministries. These include: Education fund, participative structures, Ubudehe, Committee of conciliators all of which were passed to the relevant technical Ministry following their creation.

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<sup>29</sup> In French “gestionnaire de crédits”

At the present time, Local Government reports are addressed to MINALOC. Sometimes copies are also submitted to the technical Ministry. This process of parallel submission to technical Ministries needs to be formalised. MINALOC cannot understand all of the technical aspects of the operations of Local Government. MINALOC cannot read and make a credible judgement on the technical aspects of terraces for example. The system of transmitting reports following the example of other Ministries has been specified in all aspects. As a matter of routine, the District addresses its report to MINALOC with copies to other Ministries but there is generally no feedback. It is necessary to have a clear procedure for this.

Sometimes there are conflicts of authority between the Districts or Provinces and MINALOC (Minister, SG, Directors, and Staff). The staffs of MINALOC tends to give out directives to Local Governments addressing themselves to people who are at a higher grade than those at local level (Governor, Mayor etc.). Faced with this problem of authority the structures currently in development propose a role of Director General at a high level at MINALOC who can provide the best advice to Local Government. Most of the authorities of Local Government do not wish to collaborate with Directors and staff, they want to address directly the Minister or, failing that, to the Secretary General.

To facilitate the collaboration with Local Government and Provinces, taking into account that one Minister or one SG cannot be the main interlocutor of 30 Mayors and 60 Vice-Mayors, MINALOC has asked that the level of Directors within MINALOC be increased to the level of Director General. At present, things are working well, taking into account the ability of the Minister in charge of local administration.

The multiple roles of MINALOC create complications in relation to collaboration between Districts and other Ministries. MINALOC sometimes engages in projects in the social domain, such as health and education, without the involvement of the Ministries in charge of these areas. Discussions as to the possible mode of communication are not clear because the circumstances and the modes of intervention are not always the same and are not clear either. It comes back to the same problem, the need to improve interministerial coordination on planning and management.

Another example comes from the relationship between the Districts and the Ministry of Youth and Sports. The Districts have a weak relationship with this Ministry. This poor collaboration is as a result of a body created by the constitution which is called the National Council of Youth. The Districts don't appreciate the fact that MIJESPOC does not provide sufficient means for the implementation of programmes related to youth, sport and culture. The Districts, with the support of MINALOC and following the constitution, have created the role of Executive Secretary of the National Council of Youth, which ensures the liaison between the District, the Ministry and the National Council of Youth. This liaison has had the result that the District is often the last to be informed about programmes to be implemented, and yet it is the body that has been designated responsible for the implementation. In this case, the argument put forward is that of a lack of clarity between the attributes of the National Council for Youth and those of the District. Despite the apprehensions put forward by the Districts, MIJESPOC considers that the decentralised members of the National Council of Youth work voluntarily. If the District wanted to achieve the same work in the social and cultural domains, the budgetary impact would not be within reach of its resources.

As some institutions have explained, the difficulty would be better understood by determining what is core and what a subset is. Community development would be a subset within each Ministry concerned or would be a core activity which regroups all of the concerned Ministries with their representatives becoming subsets. This problem comes down the question of whether several cross-cutting functions should be mixed within MINALOC. If the problem is not resolved, the relationship between MINALOC and the sector Ministries will remain ambiguous.

There are also the functions attributed to the sectors but which are not implemented at that level because they do not have sufficient financial, human or material means. This increases the workload of the District because the attributions of the Sector have to be implemented at District level. At District and Sector level, the relationship between functions and the available means is out of kilter.

The general diagnosis is that in the absence of capacity at the level of the structures or agents designated to implement certain tasks, the higher level takes on the responsibility. This practice is generalised to correct imperfections of the reform.

## **A.5. PERFORMANCE AND CAPACITY**

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### **A.5.1. Evidence of performance**

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The document of Vision 2020 does not talk about Local Government nor MINALOC. And yet good governance is one of the 5 pillars of the document. The socio-economic indicators do not allow for measuring either the decentralisation process or good governance.

The document of the EDPRS also does not have quantifiable objectives, nor does it have an objective, the implementation of which would be the sole responsibility of MINALOC. This is once again a consequence of the way in which the Ministries are formulated.

One of the objectives of the terms of reference was to assess to what extent the current structural organisation of the Ministry would allow it to achieve the objectives of the EDPRS. The EDPRS includes many quantitative indicators.

The role of MINALOC in the EDPRS is to “Promote decentralisation, citizen participation and empowerment, transparency and accountability”. It is not stated in the EDPRS that MINALOC is also in charge of social affairs, but MINALOC is responsible for ensuring the provision of services to the poor, whilst looking after local development<sup>30</sup>

As indicated on MINALOC’s website and in the logical framework of the EDPRS, “The mandate of the Decentralization, Citizens’ Participation and Accountability sector (DCPA), which is based in MINALOC, is to provide equitable, efficient and effective pro-poor service delivery, while promoting local development in an environment of good governance. The sector has identified three areas for interventions.

- Firstly, clear guidelines and frameworks (policy, legal and institutional) must be defined, so as to establish sound partnerships in service delivery and build capacity at all levels of governance to ensure quality service provision.
- Secondly, measures will be taken to develop a democratic culture by institutionalizing citizens’ participation at various levels of decision-making.

Thirdly, mechanisms for monitoring and evaluation will be developed which are based on the sector’s nascent management information system”

The evaluation of performance indicators requires for the most part a survey at the end of a given period. For example “% of people who believe the government is accountable and responsive to people’s needs is 80% in 2007, the target is 100% in 2011”. Thus, it is hoped that by 2012, 100% of surveyed respondents will understand the policy of decentralization, express satisfaction and confidence in decentralized governance, and believe that the government is accountable and responsive to people’s needs. In addition, 95% of interviewees should report that the level of corruption and fraud is low or non-existent, 90% should believe that elections are free and fair, 80% should be satisfied with their participation in decision-

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<sup>30</sup> Another aspect of the promotion of participation by the general population and the appropriation of their development is translated into the community work carried out on the last Saturday of each month at village level across the country (Umuganda). In this community work, the residents of the village come together to carry out activities which benefit their community and to discuss issues of both national and local interest and the development plan. It is also an opportunity to transmit information to citizens and to give them a voice in the governance of their village.

making, 75% should express trust and confidence in government and 75% should believe that the media is free and independent. It is also expected that Rwanda's position in international rankings of governance indicators, such as those used by the World Bank's Governance Matters and Transparency International's Corruption Perceptions Index, will have improved.

In contrast with most other sectors, the majority of the targets are defined with respect to citizens' opinions.. The majority of these objectives are difficult to attain. However, the problem which is currently faced is how to measure them, given the cost and the human resource needs to carry out these different surveys.

What is evident in the logical framework with regard to decentralisation, is that the participation of citizens and the notion of giving responsibility are too ambitious and complex, as indeed it is for the reimbursement of the social sector. The size of MINALOC, the low level of professional experience of its staff and the lack of knowledge accumulated by the institution with regard to monitoring and evaluation only confirm the apprehensions of this functional analysis. It would be difficult – even with the support of the National Institute of Statistics – to carry out the necessary surveys to evaluate the various targets. These surveys would involve an excessive work load at District level and at MINALOC. The estimation shows that the Districts could be producing 68 different reports per year just to ensure the evaluation of the EDPRS.

However, to reduce the work involved in evaluating at District level, the community of international partners and MINALOC could turn to the services of the National Institute of Statistics of Rwanda and other large research agencies specialised in the area of opinion surveys.

Beyond planning, it is commonly admitted that the responsibilities and tasks are not always well distributed. The characteristic of this situation is the existence of blockages which result in the creation of ad hoc commissions, think tanks and task forces to resolve the problems posed. Instead, the Ministry as an institution should be operating on the basis of permanent bodies and not on ad hoc groups.

The reform of the State vehicle fleet has allowed the Secretary General to organise and devote less time to general services and more time to the technical activities of MINALOC.

Decentralisation has an effect on every aspect of the life of the Rwandan population. Every new orientation should be the subject of debates with those people concerned. The power to take decisions should also be decentralised as expressed in the policy texts and by the legal and regulatory framework.

Effective decentralisation will take longer than the Government can imagine. At present, people are being pushed to do good things: Imihigo, CDF, Ubudehe etc.. But a lot remains to be done to ensure that decentralisation is effective.

The functioning of certain projects is not being carried out either to the satisfaction of Government, nor that of the strategic partners. As an example of instability, the PDRCIU project, which is in its 5th year, has had 5 coordinators. These trouble-free projects owe their stability to the intrinsic quality of the interlocutors who manage to overcome the conflicts which inevitably emerge from institutional arrangements and procedure manuals and which involve the Government, the project management and strategic partners.

#### **A.5.2. Evidence of the evolution of performance levels since 2004**

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It is often repeated that before the reform there were several levels of hierarchy : Minister, Secretary General, Director General, Director of Service, Head of Section, Head of Sub-section and other staff members.. Whereas in the old system there were several echelons, a file could be dealt with by several people at the same time without ever actually being dealt with properly by any of them. The reform only kept two levels of hierarchy: the Professional and the Unit Director. In this situation, it is easy to know

what each member of staff is bringing to his/her work. Depending on a simple hierarchy, each professional gives a performance far superior to that of the period prior the reform. The downside is that the professionals feel overloaded. This research has noted that official working hours are greatly exceeded.

The functional analysis has found that staff have the feeling that they work in an institution which instable and lacks professional security. As an example, staffs have the feeling that the classification and categorisation of institutions and roles are constantly changing and are personalised. The power of negotiation of the Minister plays an important role. Institutions are pushed towards a tendency to justify their merit to be classified in a category that is higher than others. The frustrations linked to the lack of consideration of grievances not only reduce productivity but also contributes to the instability of the individual and the job.

The same phenomenon is also evident in the classification of each role within the same institution. There is a tendency to under-estimate one category of jobs and over-estimate another category. The example often given is that the role of human resource management should be at a lower level than that of a computer technician, an accountant and an auditor. These 3 roles have benefited from bonuses since 2007, unlike the other roles.

However, the absence of quantifiable data on performance makes all comparisons subjective. The general opinion at Government level and donor level is that the excess employees have left whilst highlighting the lack of experience of the young, new recruits. This is the origin of the development of various ad hoc committees and commissions which overload the functioning of the public administration. Also, the pressure which comes with the urgency of the tasks to be accomplished impedes the staff from organising their attributions rationally in line with the action plan and therefore to gain experience in the normal functioning of an administration.

### **A.5.3. Capacity of Ministry Staff**

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The reform had proposed a uniform structure for all Ministries with very few differences even in the titles of the professionals. The first structure of the reform had anticipated a total staff of 30 people across 3 units: Policy, Planning and Capacity Building; Finance and Human Resource Management and ICT. It became clear immediately after the reform that this structure could not be operational because it did not correspond to the functions of each specific Ministry. Straight after the reform, MINALOC began discussions to modify this structure. Currently, the Ministry has 40 staff members across 6 units, as described above.

The staffs of MINALOC are young. The large majority were recruited following the reform of 2006. The experienced managerial staff left after 2006. The majority of the Directors have been in post for a maximum of 2 years. MINALOC lost its institutional memory and the organisational culture of decentralisation which had been acquired since 2000. An external person who approaches MINALOC has difficulty in finding documents dating from prior to the reform in 2006. The staffs are learning how to run daily activities.

MINALOC has staffs who are responsible for evaluating the activities at Province level. But these people don't have any rank, being both young and not knowing how to communicate with the higher authorities of the Province, including the Governor and the Mayor. These technicians need some experience in order to be able to deal with the gurus in the Provinces.

Faced with this situation, the work of MINALOC is currently focused around 4 individuals, the Minister, the Secretary of State, the Secretary General and one of the project staff who has acquired some notoriety. Without them, the institution gives the impression of not having any credible interlocutors. This situation of concentration of authority and the resolution of administrative questions is prejudicial to the good functioning of the institution. Not only is there a hang up at the decentralised level, but also the managerial staff at Ministerial level practise self-censorship.

When the Government carried out the reform, it was not possible to measure the volume of work devolved to the institution in relation to the number of people retained. The fact that the number of staff reduced, the hourly rate for each person retained increased significantly as well as their productivity. In addition, if a person is absent, the entire institution suffers the consequences and certain affairs don't have anyone to deal with them. The staff reduced from 171 to 36 from 2002 to 2006 and increased from 36 to 45 from 2005 to 2006. An opinion often shared by various units is that to better follow the different forms of planning, to reconcile them and evaluate them, it would be necessary for each unit to have a monitoring and evaluation role. On the other hand, the reduction in the number of Districts from 103 to 30 has eased the coordination and evaluation. The small number has also facilitated the deployment of fewer but more competent managerial staff.

The Ministry has set up a system of performance evaluation of its staff based on the action plans and Imihigo which they have developed themselves. These performance contracts (which were inspired by those of the District) are used at the end of each year to evaluate the level achieved in relation to the objectives fixed at the beginning of the year. It is at the end of 2008 that it will be known if this system of evaluation is indeed efficient. To date there is no system of automatic evaluation of the achievement of Imihigo.

Most of the MINALOC staffs have recently been recruited. They do not have much background in decentralisation. It is therefore difficult for this personnel to give a comparison of the period before decentralisation and the current period and to make a prediction for the future.

During the interviews carried out during appointments made with the staff, the interlocutor is often very busy replying to professional telephone calls. During a one hour interview the agent might receive 10 telephone calls (both on the mobile and landline) all requesting resolution to a problem. This phenomenon has become normality in the management of administrative problems and most external people who have a meeting at the Ministry have become used to having their conversation interrupted several times due to the necessity of replying to the telephone.

Computerised treatment of information is gradually being introduced. This phenomenon is characterised by the operation of e-document. E-document is software in which each agent has an account. It allows every hierarchical level to be aware of the involvement of everyone in a particular case and to find it easily as well as monitoring the total number of files and limiting the amount of paperwork in circulation and therefore reducing the cost of office stationery.

**Tableau 4. Age of civil servants**

	Number of staff	%	% Cumulative
Less than 25 years	0	0	
25 to 30 years	11	25%	25%
31 to 35 years	15	34%	59%
36 to 40 years	7	16%	75%
41 to 45 years	5	11%	86%
45 to 50 years	4	9%	95%
More than 50 years	2	5%	100%
Total	44	100%	

The table above shows that the staffs of MINALOC are dominated by employees who will be active for at least 2 decades. 25% of the staffs are less than 30 years old. 75% of the staff can work for another 25 years if they retire at 65 and 59% could work another 25 years if the retirement age was 60 in the legislation.

**Tableau 5. Time employed in current position**

		Number of staff	%	% Cumulative
Less than 6 months		2	5%	5%
7 to 11 months	Less than 1 year	10	23%	27%
12 to 23 months	1 to 2 years	21	48%	75%
24 to 35 months	2 to 3 years	0	0%	75%
36 to 59 months	3 to 5 years	5	11%	86%
60 to 119 months	5 to 10 years	4	9%	95%
Plus to 119 months	More than 10 years	2	5%	100%
Total		44	100%	

This table reveals that the majority of MINALOC staff has recently been recruited. 75% of the staffs have been with the institution less than 2 years. Considering all categories and grades together, 5% of the staffs have more than 5 years' experience in the institution.

**Tableau 6. Recapitulation age and average experience by grade**

	Number of staff	%	Average Age	Average Experience in Months
Minister/Secretary of State	2	5%	53	58
SG	1	2%	49	88
Director	5	11%	37	18
Professional	27	61%	35	16
Support staff	9	20%	34	55
Total	44	100%	36	29

This table shows that the number of staff at each level respects a certain balance with the exception of SG who has 2 direct supervisors. Something that is not mentioned in the organisational structure which is at our disposal, but that we have discovered on the basis of discussions, is that there are not only 5 Directors who report to the SG directly, but 10 people. Some agents in the Direction of Finance and Internal Resources report directly to the SG.

With regards to the time spent in current job, the civil servants who retain institutional memory are; in order of importance, the SG, the Ministers and the Secretaries. The average experience in the post for Director and professionals is too low, 18 and 16 months respectively.

**Tableau 7. Other characteristics of MINALOC staff**

	Age (Years)	Time in Post (Months)
Median	34	17
Minimum	27	2
Maximum	60	144
Mode	31	11

As with the average age, the median still proves that more than 50% will be able to work for another 25 years before retiring at 65. The minimum time spent in post is 2 months and is the post of Director. The maximum time in post is 12 years and is one of the secretaries. The most common time spent in post is 11 months, which means the majority of staff began work in March 2007.

It should be noted that the concentration of experience in MINALOC centres around the Ministers, their secretaries and the Secretary General. They have the most stability not just in the Ministry but in public service and particularly in relation to local administration.

Among the 5 Director's posts in the institution, only 2 are fully occupied. The post of Director of Human Resources (for 19 months) and the post of Director of Community Development and Social Affairs (for 2 months). The other 3 posts have been occupied by temporary staff for the last 9 months, one of whom is on a contract basis. 2 Directors have been seconded to other roles in the "Identity Card Service". These are the Directors of ICT and Good Governance and Territorial Administration. The Director for the Fiscal and Financial Decentralisation Unit has not been recruited and the position is occupied by an intermediary loaned by the RRA. The accountant has also been transferred to the identity card service. The three Directors have been in post a relatively long time, more than one year. There are 5 positions which are not currently filled (one lawyer, one accountant and 3 Directors), instead of one post which the organisational structure shows as unfilled.

The question often arises at MINALOC which cannot be answered without a more detailed investigation, is whether the people transferred were under-employed or whether the institution encounters performance problems but there are no indicators which highlight this.

It should also be noted that the Directors have less than two years' experience not only in post but also within MINALOC. It is also rare to find professionals who did administrative work prior to their recruitment. For many of them this is their first job, even among those who are temporarily in Director Positions. These people have spent on average 16 months in a position without ever having had administrative experience. Previous experience is no longer one of the criteria of recruitment, nor of remuneration.

The youth and inexperience of the staff in the institution justifies a broad and coherent programme of capacity building.

#### **A.5.4. Means available to staff**

The total Ministerial budget has more than doubled in nominal terms from 24 to 29 billion FRW from 2004 to 2008. The wage bill has stabilised from 247 to 253 million FRW respectively for 2004 and 2008, but around 50% of this amount is used to pay the staff of institutions which are not part of central Government. This disparity in the wage bill explains why Minaloc is experiencing a high staff turnover. The public servants are moving from Minaloc towards public autonomous bodies which offer more attractive salaries.

**Tableau 8. Individual monthly net salaries 2003 and 2008 [In FRW]**

<b>Jan-08</b>		<b>Aug-03</b>	
<b>Structures</b>	<b>Net Salary</b>	<b>Structures</b>	<b>Net Salary</b>
<b>Minister's Office</b>		<b>Information-S/S</b>	
Maximum	283,200	Maximum	51,295
Average	218,531	Average	31,275
Minimum	170,778	Minimum	18,547
<b>Secretary of State's Office</b>		<b>General Services -S/C</b>	
Unique	170,778	Maximum	626,885
<b>Secretary General</b>		Average	64,025
Maximum	601,851	Minimum	15,947
Average	144,818	<b>Local Adm. and Good Gov.-S/S</b>	
Minimum	373,375	Maximum	148,118
<b>ICT Unit</b>		Average	56,859
Unique	283,200	Minimum	21,155
<b>Good Governance &amp; Territorial Administration</b>		<b>Social Contingency &amp; Protection of Vulnerable Groups.-S/S</b>	
Unique	201,616	Maximum	173,234
<b>Social Affairs &amp; Community Development Unit</b>		Average	59,934
Maximum	201,616	Minimum	20,669
Average	444,024	<b>Child Programme-S/S</b>	
Minimum	283,200	Maximum	143,384
<b>Public Relations and Internal Resource Management Unit</b>		Average	86,489
Maximum	283,781	Minimum	32,626
Average	171,297	<b>Planning, Dev and Coop. Coord.-S/S</b>	
Minimum	92,316	Maximum	143,551
		Average	58,899
<b>Total Net Monthly Wage Bill</b>	<b>7,332,507</b>	Minimum	24,588
<b>Number of Staff</b>	<b>37</b>	<b>Family and Education Pop.-S/S</b>	
<b>General Average</b>	198,176	Maximum	157,723
		Average	56,053
		Minimum	22,375
		<b>Total Net Monthly Wage Bill</b>	<b>9,209,671</b>
		<b>Number of Staff</b>	<b>139</b>
<b>NB:</b> In both cases the salaries of the Minister and the Secretary of State are not listed in this table.		<b>General Average</b>	66,257

#### **A.5.5. Resources of the decentralised bodies**

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Among the difficulties faced by the Districts, the major one is the lack of financial means. Budgetary autonomy is still not complete, as defined in decentralisation. The Ministry should only manage the monitoring and evaluation budget and the District should manage the current budget.

#### **A.5.6. External Resources**

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As a whole, the donor community is impressed by the dynamism and commitment of MINALOC in the process of decentralisation. This was further confirmed in February 2008 through the adoption of the programme aimed at improving the incomes of the poorest people at Sector level (Vision 2020 – Umurenge). Most of the international partners are in the process of harmonising their sector projects to the policies of the Rwandan Government and to the priorities which have come from the Districts.

Some international partners, as shown in the table below, already finance District investments through CDF. The 5 year plan of the implementation of decentralisation (called the Five Year DIP 2008-2012) includes on the one hand the Memoranda of Understanding for the Decentralisation Implementation Program and on the other hand the Financing Agreement between Minaloc and the contributing partners which will be willing to finance the DIP 2008-2012.

Broadly speaking, there is already a high level of approbation and support by donors of the different priorities, the coordination of which is assured by MINALOC.

MINALOC plays a key role in the pursuit of political objectives which the Rwandan Government has set itself in its vision and agenda with regards to decentralisation, local administration, good governance and community development for poverty reduction.. For this reason, the Ministry has easy access to donors and their financing in the pursuit of multiple initiatives. The various funds are rarely destined for MINALOC itself but are rather oriented to Local Government.

**Tableau 9.** List of projects planned in the financing law for MINALOC

N°	Project	Donor	Budget 2008 (FRW)	HQ
1	Community Development	Italy	17,890,298,900	
2	Common Development Fund	Belgium, Holland, Switzerland, EU	13,189,027,296	Kigali
3	CDDP (Community Development and Decentralisation Project)	IDA	220,459,112	Kigali
4	UCRIDP (Umutara Community Resource and Infrastructure Development Project)	FIDA, OPEC	2,232,790,868	Umutara
5	PADC/ Gicumbi et Rulindo (Community Development Support Project for Gicumbi and Rulindo)	PNUD	45,560,400	
6	PED Karongi (Peace and Decentralisation Project)	Switzerland	117,766,336	Karongi
7	PAGOR (Support to Local Governance in Rural Areas Rwanda Programme)	Canada	1,030,525,760	
8	PSPERD (Programme in Support of Eastern Province Rural Development)	Italy	185,739,832	
9	SASS (Food Security and Structural Stability in South Rwanda)	RFA	282,922,264	
10	INTRA-Health Twubakane	USAID	528,427,680	Kigali
	TOTAL		35.723.518.448	

**A.5.7. Overall evolution of capacity since 2004**

The number of staff has reduced from 171 to 45 from 2004 to 2008. The salary bill has stabilised during the same period. MINALOC has used few temporary staff, 2 contractors for the moment. However, MINALOC has a large number of staff on projects which support current management. The project managers participate in the MINALOC monthly management meeting.

## Annex B. Other data

### ANNEXE B. OTHER DATA

#### B.1. Table of positions in the structures

Structure	Permanent Roles											Current Temporary Roles	
	Current							Past				Contractor	Other
	Political	High level Mgmt	Directors	Professionals	Technician	Exec.	TOTAL	Jan. 2007	Est 2006	Doc Sept ; 2004	Co 2002		
Minister's Office	1		1	1	1		4	4	3	4	4		
Secretary of State's Office	1		1		1		3	3	3	3	6		
Secretary General		1			5		6	6	7	2	13		
IRFM Unit			1	11			12	12	6	33			
ICT Unit			1	1			2	2	2				
GG & TA Unit			1	7			8	8	7		30		
F & FD Unit			1	4			5	5		6			
CD & SWB Unit			1	4	1		6	6					
Other								8	34	118		2	1
<b>Total</b>	<b>1</b>	<b>1</b>	<b>7</b>	<b>27</b>	<b>8</b>		<b>45</b>	<b>45</b>	<b>36</b>	<b>75</b>	<b>171</b>	<b>2</b>	<b>1</b>

The positions in the table are those which are planned. As a result of certain circumstances, 5 positions are not currently filled. These positions are vacant or filled by temporary staff.

#### B.2. Remit in the organisational structure

##### Unit Remit

IRFM Unit	<ul style="list-style-type: none"> <li>- Ensure the liaison with the Ministry responsible for finance</li> <li>- Coordinate the development of the Ministry's budget and control its spending</li> <li>- Supervise human resource, materials and financial management</li> <li>- Evaluate the performance of staff</li> <li>- Develop mechanisms for the modernisation of services in collaboration with the Directors of the units</li> <li>- Collaborate and support counterparts in decentralised entities</li> <li>- Ensure the respect of the organisational culture of the Ministry</li> <li>- Prepare and organise celebrations for the Ministry</li> <li>- Mobilise resources</li> <li>- Evaluate agents of the unit</li> <li>- Prepare regular reports and send them to superiors</li> </ul>
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Unit	Remit
ICT Unit	<ul style="list-style-type: none"> <li>- Identify and prevent possible malfunctions of software and computer equipment</li> <li>- Identify needs and plan the supply of computer applications</li> <li>- Train Ministry staff in the use of new applications acquired and give them advice for better use of their computer equipment</li> <li>- Maintain regularly the Ministry's own software</li> <li>- Manage the information network of the Ministry</li> <li>- Put in place security measures around data and the network</li> <li>- Give technical advice to the Ministry on the acquisition of consumables and replacement parts</li> <li>- Modernise the computer systems of MINALOC</li> <li>- Serve as a focal point for RITA in the planning and implementation of the E-Government initiatives</li> <li>- Collaborate with various partners in the implementation of Government ICT plans and projects</li> <li>- Communicate with RITA and other appropriate bodies on the quality standards with regards ICT</li> <li>- Evaluate the performance of staff with regards ICT</li> <li>- Recommend the evolution of software if needed and provide technical advice on the supply of software and databases</li> <li>- Establish and maintain the culture of an ICT network in Local Government</li> <li>- Evaluate the agents of the unit</li> <li>- Collaborate and support counterparts in decentralised entities</li> <li>- Submit regular reports to superiors</li> </ul>
GG &TA Unit	<ul style="list-style-type: none"> <li>- Coordinate the development of policies, programmes and norms relating to territorial administration</li> <li>- Coordinate, control and orient unit activities</li> <li>- Coordinate political party, civil society and NGO activities.</li> <li>- Coordinate the development of legal and regulatory texts relating to territorial administration</li> <li>- Coordinate election activities</li> <li>- Coordinate the activities of decentralised activities</li> <li>- Coordinate meetings held in the Provinces, Districts and Kigali city</li> <li>- Develop and ensure the implementation of provision relating to territorial administration</li> <li>- Supervise the evaluation of the implementation of national policies and programmes relating to territorial administration</li> <li>- Mobilise partners and necessary resources for the development of institutional capacity in decentralised entities;</li> <li>- Coordinate and update national policies and programmes relating to territorial administration</li> <li>- Coordinate ongoing administrative inspections in Provinces, Districts and Kigali City</li> <li>- Evaluate the capacity of the Provinces, Kigali city and Districts in territorial administration</li> <li>- In particular, look after the management of the Northern Province</li> <li>- Collaborate and support counterparts in decentralised entities</li> </ul>

<b>Unit</b>	<b>Remit</b>
F&F D Unit	<ul style="list-style-type: none"> <li>- Coordinate the development of policies, programmes and norms relating to local finances</li> <li>- Coordinate the development of regulatory texts relating to fiscal and financial decentralisation</li> <li>- Coordinate the application of national policies and programmes relating to fiscal and financial decentralisation</li> <li>- Mobilise partners and necessary resources for the development of institutional capacity of decentralised units</li> <li>- Evaluate agents of the unit</li> <li>- In particular, the Director should look after financial inspections of Kigali city</li> <li>- Collaborate and support counterparts in decentralised entities</li> </ul>
CD & SWB Unit	<ul style="list-style-type: none"> <li>- Develop and update national policies and programmes relating to community development and social welfare</li> <li>- Coordinate, control and orient the unit activities</li> <li>- Coordinate the elaboration of regulatory tests relating to community development and social welfare</li> <li>- Supervise the evaluation of the implementation of national policies and programmes relating to community development and social welfare</li> <li>- Coordinate the development of policies and programmes relating to community development and agglomerations</li> <li>- Mobilise partners and necessary resources for community development and agglomerations</li> <li>- Develop and update the national policies and programmes relating to social protection</li> <li>- Develop and update national policies and programmes relating to assistance for vulnerable groups and genocide survivors</li> <li>- Mobilise partners and necessary resources for the development of capacity at structures for social protection and assistance to vulnerable groups and genocide survivors</li> <li>- Submit regular reports to superiors</li> <li>- Collaborate and support counterparts in decentralised entities</li> </ul>

### **B.3. The main orientation of the institution with reference to EDPRS**

<b>VISION 2020 Pillars and Crosscutting Domains</b>	<b>2 objectives among 14 set by the EDPRS for Minaloc</b>	<b>Five strategic Areas for DIP 2008-2012</b>	<b>11 objectives set by the MINALOC action plan 2008</b>
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VISION 2020 Pillars and Crosscutting Domains	2 objectives among 14 set by the EDPRS for Minaloc	Five strategic Areas for DIP 2008-2012	11 objectives set by the MINALOC action plan 2008
<p>I. 6 PILLARS OF VISION 2020</p> <ol style="list-style-type: none"> <li>1. The reconstruction of the Nation</li> <li>2. An efficient State, capable of uniting and mobilizing its population</li> <li>3. Human Resources development</li> <li>4. Town and country planning and development of Basic Infrastructures</li> <li>5. Development of Entrepreneurship and the Private Sector</li> <li>6. Modernization of Agriculture and Animal Husbandry</li> </ol> <p>II. CROSSCUTTING DOMAINS OF VISION 2020</p> <ol style="list-style-type: none"> <li>1. Gender Issues</li> <li>2. Environment protection</li> <li>3. Science and technologies, including ICT</li> <li>4. Regional and international integration.</li> </ol>	<ol style="list-style-type: none"> <li>1. Promote decentralization, citizen participation and empowerment, transparency and accountability <ul style="list-style-type: none"> <li>• <i>Increase understanding of the policy of decentralization</i></li> <li>• <i>Increase the level of participation in decision-making</i></li> <li>• <i>Increase the % of domestic resources in the budget</i></li> </ul> </li> <li>2. Integrate and extend social protection <ul style="list-style-type: none"> <li>• <i>Increase coverage of mutual health insurance</i></li> <li>• <i>Enhance the coordination among social protection programmes</i></li> </ul> </li> </ol>	<ol style="list-style-type: none"> <li>1. Effective management and implementation of Decentralisation policy</li> <li>2. Citizen Participation, transparency and accountability</li> <li>3. Efficiency and effectiveness of Local Governance in local economic development, poverty reduction and service delivery</li> <li>4. Fiscal and financial decentralisation</li> <li>5. Monitoring, evaluation and management information systems</li> </ol>	<ol style="list-style-type: none"> <li>I. GOOD GOVERNANCE AND DECENTRALISATION <ol style="list-style-type: none"> <li>1. To have a socially cohesive population with a mindset of self-reliant development</li> <li>2. To promote governance based on good governance and democratic principles</li> <li>3. To promote transparency and accountability in decentralized entities</li> <li>4. To promote partnership among stakeholders in Good governance and Development</li> </ol> </li> <li>II. TERRITORIAL ADMINISTRATION PROGRAM <ol style="list-style-type: none"> <li>5. To develop engaged Local Governments capable of implementing Government policies and Programs</li> <li>6. To develop effective Local Governments that can galvanize the local population into programs that lead to sustainable development and social welfare</li> </ol> </li> <li>III. FISCAL AND FINANCIAL DECENTRALISATION PROGRAM <ol style="list-style-type: none"> <li>7. To develop Local Governments with good public finance management practices</li> <li>8. Local Governments that are adequately financed</li> </ol> </li> <li>IV. COMMUNITY DEVELOPMENT PROGRAM <ol style="list-style-type: none"> <li>9. To have local governments that coordinate community development programs and strategies, protect and promote environmental and gender issues.</li> </ol> </li> <li>V. ASSISTANCE AND PROTECTION FOR THE VULNERABLE PROGRAM <ol style="list-style-type: none"> <li>10. To develop social protection strategies and monitor their implementation</li> <li>11. Promotion of use of ICT</li> </ol> </li> </ol>

<b>B.4. Comparison of forecasts and achievements of 2007 with regard to training</b>			
<b>Training forecast in the Action Plan 2007</b>	<b>Performance indicators and Action Plan target</b>	<b>Achievement of training described in the 2007 annual report</b>	<b>Functional Review Comments</b>
<b>Strategic orientation: Development of good governance and availability of leadership structures that are appropriate to the population</b>		<b>Strategic orientation: Good governance</b>	<i>The main guides of the action plan and annual report are not formulated in the same way</i>
Train the population on civic education	3 million citizens are trained	Nothing indicated	<i>The category of citizens to be trained and the training modules are not detailed. The 2007 annual report does not comment on the implementation of this activity</i>
<b>Strategic orientation: Availability of leadership who resolve disputes between citizens according to the legal and regulatory provisions</b>		<b>Strategic orientation: Laws, decrees and instructions</b>	<i>The strategic orientation is not formulated in the same way as in the annual report</i>
Prepare the training of local defence forces in cities and Districts	Training of local defence force	Nothing indicated	<i>The content of the training is not specified, nor is there a target for the number of neither people trained, nor the Districts involved.</i>
Prepare the supporting documents for the training of local defence forces	Publication of training booklets approved by the competent authorities	Nothing indicated	<i>The numerical target and the content of the booklets should be defined</i>
<b>Strategic orientation: Existence within low level structures of a coordination of activities and community development and protection and promotion of the environment plans based on gender issues.</b>		<b>Strategic orientation: Community development</b>	<i>The strategic orientation is not formulated in the same way in the action plan as in the annual report</i>
Train low level structures in project development	Increase in the number of projects that are well prepared	Nothing indicated	<i>This activity, formulated in this way, is difficult to measure. The number of projects needs to be specified</i>
<b>Strategic orientation: Have training on politics which operate correctly and support good governance</b>			<i>There is no strategic orientation in the annual report which mentioned training on politics</i>
Train members of the training teams on politics and ensure the inspection of the training sessions	Training reports	Nothing indicated	<i>It should be asked whether in the prerogative of MINALOC there is also the possibility of implementing a training programme for political parties. This activity doesn't have any</i>

<b>B.4. Comparison of forecasts and achievements of 2007 with regard to training</b>			
<b>Training forecast in the Action Plan 2007</b>	<b>Performance indicators and Action Plan target</b>	<b>Achievement of training described in the 2007 annual report</b>	<b>Functional Review Comments</b>
			<i>performance indicators.</i>
<b>Strategic orientation: Ensure the promotion of ICT</b>		<b>Strategic orientation: Ensure the promotion of ICT</b>	<i>This is the only strategic orientation which corresponds exactly</i>
Prepare and give training on various domains of ICT to the agents of MINALOC and the decentralised entities	The agents of the decentralised entities are trained	With the support of RITA, 5 MINALOC agents have been trained in the use of a computer: (basic ICT concepts such as MS Windows, MS Word, Excel, PowerPoint, and Access). All MINALOC agents have been trained in the use of e-document. This tool is used in daily work. Agents have been trained in the use of Skype for communication. 11 ICT professionals have been seconded to 11 Districts (Nyamasheke, Gisagara, Gatsibo, Nyabihu, Ngororero, Kirehe, Nyagatare and Burera). Only 2 Districts are without professional ICT, Ruhango and Rulindo.	<i>This is a good example of the targets set in the annual report. The formulation is the same in the 2007 action plan. Elsewhere there is no target expressed for MINALOC, nor a numeric target for all, nor the category of staff to be trained.</i>

<b>B.5. Unplanned training for 2007 but which appears in the annual report</b>			
<b>Activities</b>	<b>Level of achievement</b>	<b>Observations in the report</b>	<b>Analysis Team Comments</b>
<b>Strategic orientation: Community Development</b>			This strategic orientation is in the annual report but not in the action plan
Review and approbation of the community development policy  Ensure training on this policy	The draft of the review of the community development policy has been prepared	This policy is late because we were waiting to integrate elements from Vision 2020 Umurenge, Joint Action Forum, Integrated Development Programme and other programmes which were supposed to be references	The activity has to be precise and measurable
Training the Secretaries of State, those responsible for social welfare and the	From 2 <sup>nd</sup> to 8 <sup>th</sup> October 2007, trainings were held at District level to explain the policy and law on		There are no measurable indicators in the report.: the number of people

<b>B.5. Unplanned training for 2007 but which appears in the annual report</b>			
<b>Activities</b>	<b>Level of achievement</b>	<b>Observations in the report</b>	<b>Analysis Team Comments</b>
members of the Sector CDC.	Umuganda as well as the best methods of ensuring its operation.		trained, the curricula and the Districts involved.
<b>Strategic orientation: Low level structures have clear and good management of finances and patrimony</b>		<b>Strategic orientation: Ensure the promotion of good management of finances, human resources and the patrimony of the Ministry</b>	This strategic orientation is formulated differently in the action plan,
Implement the training of staff during 2007	8 agents from the tenders committee at MINALOC were trained by the National Tender Board; 2 secretaries were trained. 1 went to South Africa, another to Ivory Coast; in the 3 <sup>rd</sup> quarter 1 agent responsible for local finances was trained in South Africa. The accountant and credit manager took part in training organised by MINECOFIN in July and August	There is a need to train other agents	The activity should be formulated to establish from the start measurable indicators and targets
Organise and ensure the training of agents responsible for the one-stop-shop in Districts, Provinces, Kigali city and MINALOC	Training sessions were held from 5 <sup>th</sup> to 7 <sup>th</sup> November 2007. 39 one-stop-shop agents from Districts, Provinces, Kigali city and MINALOC participated.		The type of training is not specified

**Strategic planning of training programmes:** The DIP 2004 to 2008 and the action plan and annual report do not have the same strategic orientation. The main strategic orientation of the DIP is:

1. Increase institutional development and capacity building with the aim of proactive local governance
2. Develop a system of fiscal and financial management and accountancy which are efficient and transparent at local government and local authority level
3. Strengthen participative and inclusive planning of Local Government for local appropriation of the development process
4. Undertake Sectoral decentralisation in an efficient manner by guaranteeing quality services for the population to improve their social welfare
5. Develop and institutionalise a monitoring and evaluation system to ensure the successful implementation of the decentralisation programme
6. Increase the capacity of local government to integrate gender, environment, information and communication technology and HIV/AIDS in the planning and implementation of the decentralisation process

7. Strengthen the coordination and harmonisation of interventions of all interlocutors in the implementation of decentralisation, as a method of ensuring synergy and complementarity of efforts

In the DIP 2004 to 2008 training and capacity building are the largest components of the strategy. A basket fund of 17,512,530 USD for capacity building was planned, of which 10,088,550 USD for Local Government capacity building, 1,163,250 USD for Ministerial capacity building and 449,630 for capacity building at MINALOC. The details concerning the areas in which capacity should be strengthened are in the DIP 2004 to 2008. There is no evaluation report on this.

**Action plan and annual report 2007:** The 2007 action plan does not have the same principal orientation as the strategic plan. The 2007 report has 6 main orientations and the action plan has 11 which are not formulated in the same way as in the annual report or in the strategic plan 2004-2008. In this situation it is difficult to compare the forecast and the achievements.

The 2007 action plan included 6 trainings. The 2007 annual report only commented on those relating to ICT. This has also not been completely achieved. This proves that the 5<sup>th</sup> strategic orientation of the Five-Year DIP 2004-2008 has not been followed. This involved the institutionalisation and development of a system of monitoring and evaluation for the successful implementation of the decentralisation programme.

- It should also be noted that the 2007 annual report mentions 4 trainings which were not included in the 2007 action plan. In total that makes 5 trainings.
- 5 trainings per year are not sufficient for MINALOC, one of the main functions of which is capacity building of Local Government.

## B.6. Legal and regulatory provisions of Local Government

Presidential order n° 57/01 of 15/10/2006 determining the structure and operation of village, cell and sector

Ministerial order n° 010/07.01 of 12/10/2007 providing for the regulation of the federation, associations and centres responsible for the welfare of people with disabilities

Ministerial order determining the organization and functioning of District -22/01/2007

Law n° 01/2006 of 24/01/2006 determining the organisation and operation of Provinces

Organic law n° 29/2005 of 31/12/2005 determining the organisation of administrative entities of the Republic of Rwanda

Law n° 04/2001 of 13/01/2001 determining the organisation and operation of Districts, as modified and completed to date

Law n° 05/2001 of 18/01/2001 determining the organisation and operation of urban areas in Rwanda as modified and completed to date

Law n° 08/2006 du 24/02/2006 determining the organisation and operation of the District

Organic law n° 29/2005 of 31/12/2005 determining the administrative entities of the Republic of Rwanda

Law n° 47/2000 of 19/12/2000 modifying and completing the law from 15/04/1963 determining the structures of the Republic of Rwanda as modified and completed to date;

Ministerial decree n° 002/07.01 of 15/09/2006 determining the operation and collaboration of the council office and the executive committee

Ministerial decree n° 003/07.01 of 15/09/2006 determining attendance fees and other advantages allocated to members of the council for meetings

Ministerial decree n° 004/07.01 of 18/09/2006 determining the internal regulations of the District council and that of Kigali city.

Ministerial decree n° 005/07.01 of 15/09/2006 sets the headquarters of each District

Ministerial decree n° 007/07.01 of 18/09/2006 determining the organisation and operation of the committee responsible for community development

Ministerial decree n° 008/07.01 of 18/09/2006 determining the internal regulations of the Province coordination committee

Law n° 02/2006 of 25/01/2006 determining the organisation of elections of local administrative authorities

## B.7. Level of coherence between PRSP, strategic plan, action plan & report

<b>PRSP Objectives (2002-2007)</b>	<b>Strategic Plan Objectives (2004-2008)</b>	<b>Annual Action Plan Objectives (2007)</b>	<b>Annual Report 2007 5 key areas of the report</b>
<b>6 priority areas</b>	<b>7 Strategic Objectives</b>	<b>11 Main Objectives</b>	

<p>1. Rural development and agricultural processing</p> <p>2. Development of human resources Economic infrastructure</p> <p>3. Development of the private sector</p>	<p><i>No comment</i></p>	<p><i>No comment</i></p>	<p><i>No comment</i></p>
<p>4. Governance</p> <ul style="list-style-type: none"> <li>- <i>Security and demobilisation</i></li> <li>- <i>National reconciliation</i></li> <li>- <i>Human rights</i></li> <li>- <i>The legal system and Gacaca</i></li> </ul>	<p><i>No comment</i></p>	<p>1. Have leadership structures in the country which manage conflict resolution and monitor security of its citizens</p> <p>2. Have political parties which ensure promotion of good governance</p>	<p>1. Good Governance</p>
<p>- <i>Decentralisation</i></p>	<p>Increase institutional development and build capacity in order to create proactive local government.</p>	<p>3. Ensure the development of good governance and leadership structures which are close to citizens</p>	<p>No comment</p>
	<p>1. Develop a fiscal and financial management system which is efficient, transparent and on a suitable scale for local government and the population</p>	<p>4. Have structures in place which ensure the transparent management of resources Have Local Government which rely on their own resources</p>	<p>2. Development of good management of financial and human resources and Ministry assets</p>
	<p>2. Support participative and inclusive planning by local government in order to give ownership of the development process at local level</p>	<p>No comment</p>	<p>No comment</p>
	<p>3. Efficiently undertake sector decentralisation by ensuring quality service provision to the population with the aim of improving its social welfare</p>	<p>5. Have leadership structures which provide the best</p>	

	4. Institutionalise and develop a monitoring and evaluation system as a tool which ensures the successful implementation of the decentralization programme		
	5. Increase the capacity of local government in the area of gender, information and communication technology and HIV/AIDS within planning and the implementation of the decentralization process	6. Ensure the development of ICT 7. Have grassroots structures which ensure the promotion of community development as well as the environment and gender development Have associations which are efficient 8. Ensure the promotion of twinning.	3. Development of ICT 4. Community Development
	6. Strengthen the coordination and harmonization of interventions by all participants in the implementation of decentralisation in order to increase synergies and complementarity of efforts	No comment	No comment
5. Social capital and vulnerable groups	<i>No comment: the strategic plan makes no reference to vulnerable groups</i>	9. Have programmes to support vulnerable groups	5. Social assistance

**B.8. Record of correspondence (Jan to Dec 2007)**

<b>External Correspondence (Number)</b>	
<b>Received</b>	<b>Sent</b>
19450	3938

**B.9. Inventory of other office equipment**

<b>Structure</b>	<b>Photocopiers</b>	<b>Projectors</b>	<b>Binding Machines</b>
ICT Unit	1	2	0
CSSWB Unit	1	0	0
IRFM Unit	2	0	0
GGTA Unit	1	0	0
FFD Unit	1	0	0
Minister's Office	1	0	0
Secretary of State's Office	1	0	0
Secretary General's Office	1	0	0
Central Secretariat	2	0	1
<b>Total</b>	<b>11</b>	<b>2</b>	<b>1</b>

**B.10. Average number of meetings per day**

Person Responsible	Number meetings in the institution per day	Number of meetings outside the institution per day
Director	1/Week and in each unit 1/Month for Mgt Meeting	Ad hoc, depending on invitations received and priorities
Professional	Idem	Idem
SG	2/week for Directors 1/month for Mgt Meeting 2/week for the project	Idem

**B.11. Management of the agenda**

Director/SG/Min	Nature of the agenda (Paper / electronic)	Shared with assistant	Synchronisation with collaborators agenda shared on network
Community Development Director	Electronic	Yes	Yes
SG	Paper, Electronic	Yes	Yes

**B.12. Table of office computer equipment**

Service	Number of Staff	Desktop	Laptop	Operating System (type level) of	Linked to Network? Yes/No	Hard Drive Shared on Network? Yes/No
ICT Unit	2	5	2	Windows Xp ; Windows Vista	Yes	No
CDSA Unit	5	5	5	Windows Xp	Yes	No
IRFM Unit	11	9	11	Windows Xp	Yes	No
GGTA Unit	7	7	7	Windows Xp, Windows Vista	Yes	No
FFD Unit	4	4	4	Windows Xp, Windows Vista	Yes	No
Minister's Office	3	3	3	Windows Xp, Windows Vista	Yes	No

Service	Number of Staff	Desktop	Laptop	Operating System (type level)	of	Linked to Network? Yes/No	Hard Drive Shared on Network? Yes/No
Secretary of State's Office	3	2	3	Windows Xp		Yes	No
Secretary General's Office	2	2	2	Windows Xp		Yes	No
Central Secretariat	4	4	4	Windows Xp		Yes	No
<b>TOTAL</b>	<b>41</b>	<b>41</b>	<b>41</b>				
Needs expressed							

**B.13. Table of Printers**

Service	Number of DeskJet	Number of LaserJet	Networked	Shared Yes/No
ICT Unit	1	1	Yes	Yes
CDSA Unit	0	5	No	No
IRFM Unit	0	7	No	2
GGTA Unit	0	0	No	No
FFD Unit	0	4	No	No
Minister's Office	1	3	No	No
Secretary of State's Office	1	2	No	No
Secretary General's Office	0	2	No	No
Central Secretariat	0	1	Yes	Yes
<b>TOTAL</b>	<b>3</b>	<b>25</b>		
Needs Expressed				

**B.14. Network and its use**

Type of Network Access	Secure Access	Network Yes/No	Internet Screening	Document Protection	Machine Protection	Access
			Router		Password	

**B.15. Communication tools of the institution (Number)**

Service	Landline Phones	Mobile Phones	Fax	IP Phones (e.g. Skype)
ICT Unit	1 Internal & External	0	0	1
CDSA Unit	1 Internal & External 3 Internal	0	0	1
IRFM Unit	1 Internal & External 6 Internal	0	0	3

<b>Service</b>	<b>Landline Phones</b>	<b>Mobile Phones</b>	<b>Fax</b>	<b>IP Phones (e.g. Skype)</b>
GGTA Unit	1 Internal & External 3 Internal	1	0	2
FFD Unit	1 Internal & External 1 Internal	0	0	1
Minister's Office	3 Internal & External	2	1	1
Secretary of State's Office	3 Internal	3	1	2
Secretary General's Office	2 Internal & External	2	1	1
Central Secretariat	1 Internal	0	1	3
<b>TOTAL</b>		<b>8</b>	<b>4</b>	<b>15</b>
Needs Expressed				

**B.16. List of People Interviewed**

<b>No</b>	<b>Name</b>	<b>Role</b>
1	ARON Jeremy	Head of Programme Government Decentralisation, DFID
2	ASHLEY Steve	Change Management Consultant, VUP
3	BARIKANA Eugène	Secretary General, MINALOC
4	BLADON Rupert	Finance & Fiscal Consultant, MINALOC, Vision 2020 Umurenge
5	BYAMUKAMA Georges	Fiscal Decentralisation Unit Director, MINALOC
6	FERRELL Tye	Head of Programme Government Decentralisation, USAID
7	GASHUMBA Pascal	Head of Planning and Resource Mobilisation, MINALOC
8	GATABAZI Cyprien	Director a.i. ICT, MINALOC
9	GEOFFREY Veronique	EU, Attaché Economy and Governance
10	HABYARIMANA Protais	Professional Responsible for Statistics
11	KAMURASE Alex	Chargé of Statistics, MINALOC
12	KAREMERA Emmanuel	Director, Education, Youth, Culture and Sport Unit, Dist Bugesera
13	KUBANYA André	Director, Finance and Internal Resources Unit, MINALOC
14	KUBANYA André	Director, Finance and Internal Resource Management, MINALOC
15	MAKEBA Elie	Chargé monitoring and evaluation for the project DCDP
16	MOSELEY Paul	Micro-Credit Consultant, MINALOC, Vision 2020 Umurenge
17	MUGAGA Johnson	Secretary General, RALGA
18	NIYIBIZI Wenceslas	Chargé of Fiscal Decentralisation, MINALOC
19	NJOROGE Harriet	DFID Consultant, MINALOC, Vision 2020 Umurenge
20	NYIRASAFARI Xavera	Credit Manager, MINALOC
21	NYIRINDEKWE Silas	Vice-Mayor, Economic Affairs, District Bugesera
22	PEPERA Sandra	Head, DFID, Rwanda & Burundi
23	ROBSON Ken	M & E Consultant, VUP
24	RUGAMBA Egide	Director ai CDF
25	RUGEMINTWAZA J Népo	Director of Capacity Building and Information, NDIS
26	RULINDA Christiane	EU, Head of Programme
27	RWAHAMA Claude	Director of Community Development and Social Welfare Unit, MINALOC
28	SWERDLIN Dean	COP, Twubakane Program, USAID
29	UWIMANA Antoinette	Twubakane Program, Chargé Decentralisation Activities
30	UWIZEYE Dativa	Administrative Assistant for SG, MINALOC

## B.17. List of documents collected

Title	Place	Year	Pages	Type
Organisational structure MINALOC	Kigali	Jan 07	32p.	Soft
Imihigo MINALOC 2007	Kigali		6p.	Soft
Logframe for Social Protection Sector 8.8.07, produced by Gov	Kigali	Aug 07	15p.	Soft
EDPRS Final Draft	Kigali	Sept 07	122p	Soft
Logframe for Decentralisation, participation and accountability, final version	Kigali	Aug 07	22p.	Soft
Organogram of MINALOC	Kigali	Jan 07	2p.	Soft
MINALOC Organizational Chart	Kigali	Jul 07	2p.	Soft
Rwanda Decentralization Strategic Framework, final Report	Kigali	May 07	30 p.	Soft
Raporo y'ibikorwa by'umwaka w'2007	Kigali	Nov 07	20p.	Soft
Sector strategies of MINALOC, 2004-2008, Draft 4a	Kigali	Jul 04	103p.	Soft
PM's decree N° 24/03 of 16/3/2001 on organisation and functions of the MINALOC	Kigali	Mar 01		Hard
National Decentralization Stakeholder Forum Meeting (presentation)	Kigali	Nov 07	2p.	Hard
Five Year Decentralisation Implementation Programme (2008 – 2012)	Kigali	Dec 07		
Procedure Manual for Human Resource Management for Local Government (Pre-Project)	Kigali	Jul 07	132p.	Hard
Manual of Administrative Procedures of Local Government of Rwanda	Kigali	Jun 07	106p	Hard
Prime Ministerial Decree n°18/03 of 10/09/2007 concerning responsibilities and structures of services of seals/Justice Ministry	Kigali	Dec 02	9p.	Hard
Official Journal special edition of 31/12/2003 Law concerning setting the state finances 2003	Kigali	Dec 08	202p	Hard
Official Journal special edition of 31/12/2007 Law concerning setting the state finances 2008	Kigali	Feb 06	126p.	Soft
Official Journal N° 08/2006 of 24/02/2006 Law concerning organisation and operations of Districts	Kigali	Feb 06	126p.	Soft
Law concerning setting the state finances 2004 including other fiscal laws	Kigali	Dec 03	742p	hard
Law concerning setting the state finances 2008	Kigali	Dec 03	174p.	Soft
Manual of Government Policies and Procedures : Financial Management & Accounting,		Nov 06	4Vol	Hard
Capacity Development and Building a Capable State, Rwanda country report, Edited by Government of Rwanda	Kigali	Aug 07	35p.	Soft
MINALOC, Strategy for Developing Capacity for Effective Decentralized Governance and Local Level Service Delivery in Rwanda		May 06	19p.	Soft
Rwanda Government, Vision 2020				
MINALOC, Rwanda's Decentralisation Governance Reform Policy		Aug 05	22p.	Hard
Government of Rwanda – An Integrated ICT led Socio-Economic Development Plan for Rwanda, NICI Plan 2006 – 2010		2005	392p.	CD