



Ministère de la Fonction Publique et du Travail

Analyse Fonctionnelle du MINALOC

Rapport Final

MINALOC

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NOTE LIMINAIRE

Le présent rapport est le fruit d'un travail d'équipe auquel les cadres du Ministère de l'Administration Locale, de la Bonne Gouvernance, du Développement Communautaire et des Affaires Sociales et en particulier le Secrétaire Général, ont participé de manière active.

Nous tenons à les remercier pour leur disponibilité, leur réel intérêt pour le travail effectué et leur volonté affichée de mettre en œuvre très rapidement les améliorations de fonctionnement qui sont proposées.

Nous tenons particulièrement à remercier Monsieur le Ministre de l'Administration Locale, de la Bonne Gouvernance, du Développement Communautaire et des Affaires Sociales qui a mobilisé son équipe et manifesté clairement sa volonté de réforme et de modernisation de l'institution dont il a la charge.

ABREVIATIONS

ASI	Adam Smith International
CBO	Organisation à base communautaire
CDDP	Projet de décentralisation communautaire
CDF	Fonds communs de développement
CDMT	Cadres de dépenses à moyen terme
CSO	Organisations de la Société civile
DCBP	Plan de renforcement de capacités du District
DCPA	Décentralisation, Participation et responsabilité des citoyens
DDP	Plan de développement du district
DFID	Département du développement International
DIP	Programme de mise en oeuvre de la décentralisation
DIPBF	Le fonds pour le programme de mise œuvre de la décentralisation
DJ	Desk Jet
DSRP	Document de réduction de la pauvreté
EDPRS	Stratégie de développement économique et de réduction de la pauvreté
FARG	Fonds d'assistance aux rescapés du génocide
FIDA	Fonds international de développement agricole
FRW	Francs rwandais
Gvt	Gouvernement du Rwanda
GTZ	Agence de coopération technique allemande pour le développement
HIMO	Travaux à haute intensité de main d'oeuvre (pour les travaux publics)
HR	Ressources hHumaines
ICT	Technologie de l'information et de la communication
JADF ou JAF	Forum d'action conjointe pour le développement
LA	Administration locale
LGCF	Forum de concertation pour l'administration locale
MCC	U.S. Millennium Challenge Corporation
MIFOTRA	Ministère de la Fonction Publique et du Travail
MINALOC	Ministère de l'Administration Locale, la Bonne Gouvernance, le Développement Communautaires & Affaires sociales
MINECOFIN	Ministère des Finances et de la Planification Economique
MIS	Système de Gestion de l'Information
NCR	Conseil national pour les réfugiés
NDIS	Secrétariat national de la mise en oeuvre de la décentralisation
NDP	Politique nationale de la décentralisation
NDSC	Comité national de pilotage de la décentralisation
NDSF	Forum national des intervenants pour la décentralisation
NEC	Commission nationale électorale
NIS	Institut national des statistiques
ONG	Organisation non gouvernementale
OPEC	Organisation des pays exportateurs du pétrole
PNUD	Programme des Nations Unies pour le développement
PSC	Comité de pilotage du programme (Décentralisation)
RALGA	Association Rwandaise des Autorités Locales
RDSF	Cadre logique de décentralisation au Rwanda
RIAM	Institut Rwandais d'Administration et de Management
S&E	Suivi et Evaluation
SDP	Plan de développement du Secteur("Umurenge")
SG	Secrétaire Général
UCRIDP	Projet de développement des ressources communautaires et des infrastructures de l'Umutara
VUP	Programme Vision 2020 – "Umurenge"

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Introduction

L'analyse fonctionnelle est l'une des 16 études effectuées rapidement par Adam Smith International (ASI) sous la supervision du Ministère de la Fonction Publique et du Travail (MIFOTRA) avec l'appui financier du Département du Royaume Uni pour le Développement International (DFID) dans le cadre de l'appui à la réforme de la Fonction Publique. L'équipe des consultants d'ASI qui ont réalisé cette analyse fonctionnelle du MINALOC est composée de personnes suivantes : Dr. Deborah Zubow Prindle, Dr. Carpophore Ntagungira, et Vincent Nzitonda, Chercheur. La méthodologie utilisée se conforme aux directives convenues entre le MIFOTRA et ASI dans le premier rapport du début des travaux de janvier 2008.

1. Analyse situationnelle de l'Institution

Le mandat¹ et les missions du MINALOC sont définis par l'Arrêté du Premier Ministre No. 24/03 du 16/03/2001 qui détermine la mission et la structure du MINALOC ci-après:

- Elaborer et proposer au gouvernement des politiques et des programmes qui concourent à la bonne gouvernance
- Elaborer et gérer la politique de décentralisation du gouvernement
- Superviser la création de structures administratives locales
- Assurer la supervision et le suivi du fonctionnement des structures de l'administration locale en particulier dans les provinces, villes, districts, secteurs et cellules
- Développer et promouvoir les programmes de l'administration destinés à améliorer le bien-être des citoyens et assurer la sécurité sociale pour tous
- Etablir des mesures de protection de la famille comme une institution et promouvoir les relations sociales dans la société rwandaise
- Initier et superviser les politiques et les programmes qui protègent les groupes les plus vulnérables de la population
- Promouvoir et coordonner les initiatives de développement visant à accroître les compétences et les connaissances au profit des pauvres du milieu urbain et rural afin d'élargir leurs horizons et augmenter leur statut social
- Promouvoir et encourager le développement des coopératives au niveau de base
- Informer la population sur l'actualité nationale et internationale (transféré en 2003 au Ministère de l'information à la PRIMATURE)
- Assurer le développement de l'information et des communications qui aideront les structures qui œuvrent pour la promotion de l'unité et la réconciliation nationale (transféré en 2003 au Ministère de l'information à la PRIMATURE)
- Superviser et faire le suivi des systèmes nationaux de l'information qui assurent la disponibilité de conditions de travail souhaitables et efficaces et des médias responsables (transféré en 2003 au Ministère de l'information à la PRIMATURE)

L'Arrêté a abouti à la structure suivante du MINALOC²:

¹ Cfr Annexe A.3.2. Pour la liste des lois et règlements.

² Cfr Annexe 4.1. Pour l'organigramme de 2005 et 2008.

- Cabinet du Ministre
- Secrétaire d'Etat chargé des Affaires Sociales
- Secrétaire Général
- 5 unités qui assurent les fonctions techniques du ministère, sous la coordination du Secrétaire général et de la supervision du ministre

- Divisions (elles ont été supprimées au cours des récentes réformes qui ont commencé depuis 2004)
- Des services attachés tels que l'ORINFOR, IFARG, PNE, et l'Unité de décentralisation (en 2004, l'ORINFOR ont été transférés à la supervision du Ministère de l'information à la Primature qui a été créé au cours de la réforme de la Fonction publique.)

Au cours de la réforme de la Fonction publique, l'appellation du Ministère a été changée pour devenir le Ministère de l'Administration Locale, de la Bonne Gouvernance, du Développement Communautaire et des Affaires Sociales en 2004³. Le «Cadre Organique» qui a été mis en vigueur depuis janvier 2007⁴ comprend une structure organisationnelle qui a été considérablement simplifiée avec un nombre réduit de personnel professionnel⁵. À l'heure actuelle, il y a 45 postes au sein du ministère, dont 40 seulement sont effectivement occupés par le personnel disponible pour réaliser les fonctions du MINALOC.⁶

Une analyse détaillée de la structure du MINALOC, des changements dus à la réforme et les questions techniques qui restent à régler se trouve dans l'annexe A de l'Analyse institutionnelle du MINALOC, soutenue par les tableaux de l'annexe B et d'autres données figurant à l'annexe C. Les pages suivantes donnent le résumé de principaux résultats et recommandations de cette analyse fonctionnelle.

Le Ministère est adulé pour son développement rapide de politiques de décentralisation qui, s'il est tout à fait opérationnel, fera du Rwanda un centre d'excellence pour son modèle administratif et sa décentralisation fiscale en Afrique.

D'autre part, le ministère fait largement recours aux consultants extérieurs temporaires pour élaborer des politiques et des programmes définis par ses hauts dirigeants (le Ministre, le Secrétaire d'Etat chargé des Affaires sociales et le Secrétaire général), y compris la dernière mise en place d'une structure de coordination de mise en œuvre de la décentralisation et l'élaboration du programme VUP pour les transferts de la sécurité sociale aux pauvres. Les études pour l'identification de besoins en renforcement de capacités des districts ont été externalisées aux équipes de consultants internationaux et locaux.

³ Voir Annexe A.3.1. Pour l'histoire du changement d'appellation du MINALOC.

⁴ Voir Annexe B.2.

⁵ Voir le tableau en Annexe B.1.

⁶ Voir les notes du tableau en Annexe B.1.

A. Forces de l'Institution

MINALOC joue un rôle clé dans la vision et l'agenda du gouvernement du Rwanda qui visent la décentralisation de l'administration locale, la lutte contre la pauvreté, le développement communautaire et la bonne gouvernance. Ainsi, il a un accès facile aux bailleurs de fonds et au financement de ses initiatives qui n'est pas relativement moindre.

L'appui du Président à sa mission et le leadership visionnaire du Ministre, du Secrétaire d'État chargé des Affaires sociales et du Secrétaire général: les documents de politique impeccables que le gouvernement du Rwanda, le Parlement, la coopération entre le MINALOC et les ministères et la coopération entre les donateurs et le MINALOC ont donné comme résultat l'orientation de la décentralisation, la bonne gouvernance et l'amélioration de la vie des pauvres. Tout cela est le résultat louable de la vision du Président, du Conseil des ministres et des hautes autorités du MINALOC. Ces documents sont présentés ci-après:

- La Vision 2020
- La Stratégie de développement économique et de réduction de la pauvreté (EDPRS)
- La Politique nationale de décentralisation du mai 2000
- La Politique de décentralisation fiscale et Financier de septembre 2006
- Le Cadre stratégique de décentralisation du Rwanda du mois d'août 2007
- Le Programme de mise en oeuvre de la décentralisation du Rwanda 2008-2012 (DIP) Draft final du 12 février 2008
- La Vision 2020-Umerenge

La confiance et l'appui des donateurs

La communauté des donateurs est impressionnée par l'élan et l'engagement du MINALOC dans l'accélération de la décentralisation et la planification des programmes pilotes de l'amélioration du revenu des pauvres au niveau du secteur (Vision 2020-Umerenge). Le PNUD et le DFID ont donné des fonds de démarrage pour NDIS et un grand nombre de donateurs sont en train d'aligner leurs projets sectoriels aux politiques de décentralisation du Gvt et des priorités de mise en œuvre au niveau du district. Un certain nombre de bailleurs de fonds financent des projets d'investissement dans les districts à travers le CDF. Bien que l'on soit en train de travailler sur le contenu du protocole d'accord entre le MINALOC et chaque partenaire de développement et des accords conjoints de financement entre le MINALOC et les donateurs qui acceptent de contribuer au Basket Fund pour la mise en œuvre de la décentralisation, en général, l'approbation pour l'appui est acquise à un niveau satisfaisant par les donateurs en faveur du MINALOC pour réaliser sa mission. Ainsi les consultants ont été recrutés pour appuyer ses activités chaque fois qu'il s'avère nécessaire.

Mise en place des Structures de Coordination

Au niveau national, des structures suffisantes ont été créées :

- Le Cluster pour la décentralisation qui se réunit tous les 2 mois, comprend des représentants techniques, des directeurs de planification des ministères et des provinces, les partenaires de développement et la société civile, le CDF, RALGA en tant que représentant de district.
- Le Forum de concertation de l'administration locale se réunit deux fois par an; il est composé de directeurs de la planification en tant que points focaux de la décentralisation en provenance des ministères, des provinces et des représentants de district)
- Le Forum national des intervenants dans la décentralisation, il se réunit une fois par an.

Cependant, il est nécessaire de déterminer un calendrier annuel clair et logique et décrire le contenu de la planification, de la budgétisation et des rapports qui sont clairement liés au calendrier des réunions de ces organes de coordination. La nécessité de l'existence du cluster de décentralisation et du Forum de concertation de l'administration locale n'est pas claire. Leur composition semble être similaire ou identique; donc il faudrait combiner leurs fonctions afin de réduire la superfluité et la complexité dans le processus.

Au niveau du district, la structure clé de coordination entre les ministères, les donateurs, les ONG et les acteurs du développement du secteur privé est le Forum pour l'action conjointe de Développement (JAF). Même si la création de cette structure constitue une force incontournable, il faut utiliser ces fora de manière efficace et stratégique pour éviter la confusion et de surcharger les districts qui sont obligés de faire des planifications, des rapports et des activités de suivi pour le MINALOC, les ministères sectoriels et les donateurs. Ces documents variés ne sont pas consolidés et intégrés. Il est également impossible pour de nombreux donateurs et les exécutants de leurs projets d'envoyer un représentant dans toutes les réunions pour les 30 JAFs (une par district).

Le rôle important de NDIS (Secrétariat national de mise en oeuvre de la décentralisation) et le leadership de son Directeur par intérim

Le NDIS a commencé comme un projet financé par le PNUD sous la supervision du MINALOC, mais le Cadre stratégique de la décentralisation au Rwanda indique qu'il a été transformé dans une entité plus permanente, en particulier, il est actuellement considéré comme une agence sous tutelle du MINALOC. Ce projet de changement de statut n'a pas été soutenu par de nouvelles lois ou arrêtés. Il est nécessaire de changer cette situation. Compte tenu des fonctions essentielles de NDIS dans la coordination, la planification et le suivi des progrès réalisés en matière de décentralisation de l'administration et du budget aux districts, il est important que cette entité ait un statut juridique clair qui est incorporé au sein de la structure du MINALOC pour le long terme. Nous avons appris qu'un projet d'arrêté qui doit officialiser le nouveau statut de NDIS au sein du MINALOC est en cours d'examen à la Primature. Bien que les propositions de faire de NDIS une entité indépendante du MINALOC en raison de son caractère multisectoriel soient également en cours de discussion dans le cadre de la conception du Basket Fund de DIP, les donateurs ont indiqué qu'ils ne seraient pas en mesure d'appuyer une nouvelle entité en dehors du MINALOC jusqu'à ce que les nouveaux systèmes financiers soient approuvés et certifiés conformément aux normes établies. Toutefois, les donateurs pourront immédiatement appuyer le Basket Fund de DIP s'il reste au sein du MINALOC et utilise des systèmes financiers du ministère qui avaient été précédemment approuvés et vérifiés de façon indépendante qui remplissaient déjà les conditions d'éligibilité à l'appui des donateurs.

Des analyses profondes, des plans, des études par des consultants ont été préparés par le MINALOC, avec l'appui des donateurs internationaux et des consultants locaux, qui servent de base au lancement de la mise en oeuvre de nombreux aspects de quatre mandats complexes du MINALOC. En effet, dans de nombreux cas, on devait établir à la hâte ces plans sans avoir du temps suffisant pour

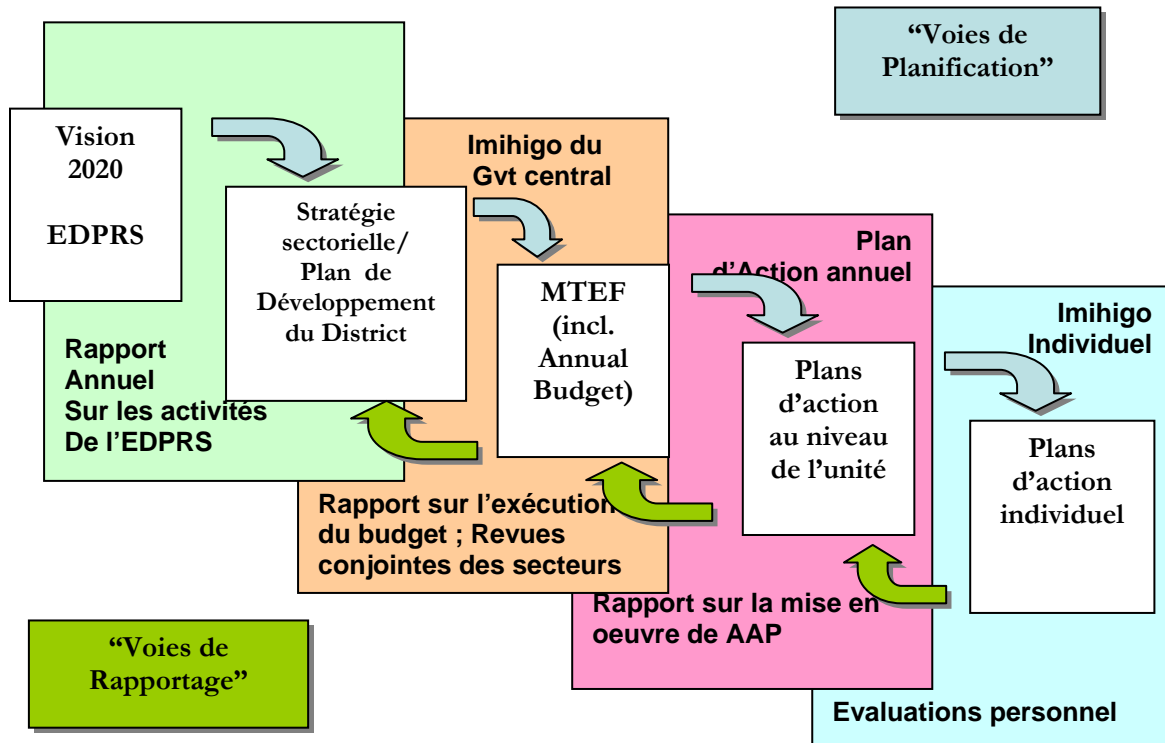
évaluer:

- La nouvelle utilisation éventuelle des données qui sont déjà en cours de collecte par le gouvernement et des ONG avant que de nouveaux et ambitieux efforts de collecte des données soient proposés
- La capacité des institutions existantes et du personnel de remplir de nouvelles fonctions, et
- Déterminer, là où le renforcement des capacités est nécessaire, la formation à long terme dont les institutions auraient besoin pour étendre leurs fonctions de donner des formations régulières dans ces nouveaux domaines de compétences au fil du temps.

Avec un temps court dont ils disposaient pour produire un rapport, la plupart des consultants ont proposé des systèmes "idéaux" trop complexes de transferts de revenus et des paquets d'amélioration des conditions de vie ainsi que le MIS et les systèmes de suivi et de rapportage plutôt que des systèmes pratiques intégrés, mis à l'échelle tout au début avec un ensemble minimal de données, les produits et le suivi nécessaires pour prendre des décisions adaptées aux capacités initiales de mise en œuvre. La mise en place progressive est meilleure que le lancement des systèmes complexes tout faits le premier jour.

Le mécanisme des Imihigo (contrats de performance) est un mécanisme excellent pour établir et documenter les indicateurs de performance convenus et les objectifs du personnel des districts et du MINALOC. Ainsi, un premier pas a été fait dans ce sens au cours de l'année passée. Des liens verticaux sont nécessaires aux plans d'action, à la budgétisation, à l'allocation du temps pour le personnel, au suivi des résultats d'une personne et d'une institution ainsi que des évaluations du personnel. Un ensemble d'indicateurs de performance et des cibles prioritaires moins ambitieux et plus complexes que ceux définis dans la décentralisation et le cadre logique de la protection sociale, doit être défini. En outre, ces objectifs et indicateurs doivent être liés aux imihigo de chaque entité du MINALOC, de chaque agent et de chaque district. Les districts, à leur tour, doivent essayer de définir la contribution de chacun des membres de leur personnel aux imihigo de district et de les officialiser dans un contrat de performance du personnel de chaque année dont on peut faire le suivi mensuel du plan de travail. Le diagramme ci-dessous qui a été tiré de l'EDPRS montre ces liens et le rôle des imihigo du gouvernement et de l'individu dans cette chaîne à double sens de planification et de rapportage. Les exigences actuelles du MINALOC pour faire des rapports d'activités quotidiennes par tout le personnel et leurs supérieurs hiérarchiques sont exagérant et ne sont pas appliquées de la même manière.

Outils de planification et de rapportage pour la mise en oeuvre de l'EDPRS⁷



⁷ Le diagramme 5.2 à la p. 77 de l' "EDPRS 2008-2012," Draft (090707), MINECOFIN, juillet 2007

B. Faiblesses institutionnelles

Il convient de relever quelques principales faiblesses. La toute première faiblesse transversale est que la prolifération en cours, au MINALOC, des mandats, des plans, des processus, des initiatives, et la multiplicité des organes techniques ainsi que la fréquence des réunions, malgré le chevauchement au niveau de leurs objectifs, ont créé une situation trop complexe, stressante et confuse pour certains de ses agents et quelques membres de son personnel ainsi qu'un nombre limité des agents des districts et des secteurs. Cette situation devient compliquée par l'absence de capacités du ministère et de l'administration locale en dessous du poste supérieur aux trois postes suivants de chaque entité, bien que de nombreux districts puissent recruter des diplômés d'université car des emplois ne sont pas suffisants dans le secteur public à Kigali depuis la réforme de la Fonction Publique.

La principale recommandation de cette analyse fonctionnelle, est que le MINALOC rationalise, simplifie et renforce (les 3 S) à tous les niveaux de sa structure, des processus, des attentes et des activités courantes.

Les faiblesses spécifiques et des recommandations de mesures correctives sont expliquées ci-après.

- 1. Résultats:** les cadres logiques de la décentralisation, la participation des citoyens et la responsabilisation, même pour le secteur de la protection sociale sont trop ambitieux et complexes, vu le nombre réduit du personnel au MINALOC, leur faible niveau d'expérience au travail et de la capacité en MIS et S & E (suivi et évaluation). Chaque année le VUP demande 100% des enquêtes auprès des ménages de tous les bénéficiaires de l'aide sociale. Cette demande n'est pas nécessaire. L'échantillonnage aléatoire et des estimations statistiques appropriées doivent permettre le suivi d'un très petit échantillon, ce qui permettra une prise de décision adéquate. Les plans de S&E de l'EDPRS surchargent les districts et le MINALOC. A titre d'exemple, en moyenne, les districts doivent produire 68 rapports différents (y compris les rapports mensuels, trimestriels et annuels), juste pour le suivi de l'EDPRS seulement.

Recommandations: Il est nécessaire que le MINALOC travaille avec l'Institut national de statistique et d'autres experts en vue d'exploiter au maximum les données déjà recueillies par le Gvt à d'autres fins (par exemple la santé, l'éducation, les enquêtes INS auprès des ménages). Pour les nouveaux besoins en matière de données, il faut prendre en considération l'utilisation des groupes de discussion structurés, car il s'agit d'un mécanisme de collecte de données qui est plus rapide, plus facile et moins coûteux que d'autres types de collecte de données.

- 2. Conclusions:** Les agents d'exécution sont stressés et ne peuvent pas réaliser une série de résultats attendus avant qu'on ajoute encore une autre série d'activités à leur charge de travail. Il y a toujours risque d'un turnover élevé.

Recommandations: les attentes du rendement du ministère, les résultats de son personnel et la description des tâches de son personnel doivent être adaptés à des niveaux réalistes adaptés au nombre et à la capacité de son personnel. Ainsi, il convient de privilégier la consultance de MIS, S & E et des formations des agents du Ministère à l'INS, aux universités, dans les ONG et le secteur privé. Cependant, si ce système est appliqué, il est nécessaire de sélectionner des institutions qui pourront maintenir plus longtemps ces responsabilités de formation en vue d'assurer la cohérence des méthodes et la mémoire institutionnelle.

- 3. Conclusions:** les cadres moyens et les professionnels du MINALOC n'ont pas de capacités suffisantes pour exécuter ses visions et ses plans dans le cadre du renforcement de l'administration locale, la décentralisation, le développement communautaire et l'amélioration des conditions de vie en faveur des pauvres. Les tableaux de l'annexe B.4.-B.7. de ce rapport montrent que 33 des 44 personnes (75% de son personnel) qui occupent actuellement les postes au MINALOC en dessous du niveau du Ministre, du Secrétaire d'État chargé des affaires sociales et du Secrétaire général ont 2 ans ou moins d'expérience

professionnelle. Ceux qui ont plus d'expérience sont le personnel d'appui. Le côté positif est que si le ministère investit dans des formations et l'encadrement de ces jeunes professionnels, ils sont assez jeunes (âgés de moins de 35 ans pour la plupart) pour rembourser cet investissement dans les prochains 20-25 ans de carrière éventuellement dans la Fonction publique.⁸

Recommandations:

Il est nécessaire de renforcer les capacités de ces fonctionnaires moyens. **Nous recommandons que le MINALOC envisage de créer trois nouveaux postes de directeur général, l'un pour l'unité de décentralisation fiscale et financière, le deuxième pour l'Unité d'administration territoriale et de la bonne gouvernance, et enfin l'unité de développement communautaire et du bien-être social.**

Une fois que ces postes sont créés, il faut recruter des cadres moyens pour les occuper, assurer la mise en œuvre de la politique, l'augmentation du niveau de dialogue entre le MINALOC et les districts, et l'organisation des formations en cours d'emploi, organiser la pratique et l'encadrement de ces fonctionnaires moyens du ministère. Il faut établir un plan à long terme de renforcement des capacités et de développement de carrière pour chaque membre du personnel du MINALOC tout en y incorporant des opportunités de formation en cours d'emploi, qu'elle se déroule à l'étranger ou par correspondance s'il est nécessaire, l'encadrement ou la pratique pour renforcer les compétences spécifiques nécessaires pour atteindre des performances de travail et des promotions à long terme.

4. Conclusions: Le MINALOC dépend largement des consultants externes qui réalisent des résultats ou gèrent les programmes spéciaux de conception, mais ne le font pas tout en renforçant les capacités internes au sein du MINALOC. Souvent ces consultances se font pour une période courte d'un mois, même s'il y a un conseiller du ministère qui a récemment fait environ 5 mois de consultance au ministère.

Recommandation: Il faut que, dans l'avenir, le ministère introduise une clause, au sein du MINALOC demandant chaque consultant externe de renforcer les capacités dans le cadre de son travail, même s'il faudra un temps supplémentaire pour réaliser les résultats de sa mission. L'interaction avec ces consultants est une ressource clé pour la formation en cours d'emploi du personnel interne du ministère.

5. Conclusions: En parallèle avec l'analyse fonctionnelle du MINALOC, une autre équipe d'Adam Smith International, sous la demande du MIFOTRA, est en train de finaliser les études sur l'identification des besoins en renforcement des capacités de chacun des 30 districts et va maintenant les aider à remplir leurs plans de renforcement des capacités au niveau du district. Le résultat transversal issu de l'analyse fonctionnelle du MINALOC et des études sur l'identification des besoins en renforcement des capacités est que leurs nombreuses tâches et mandats sont parallèlement complexes, stressants et lourds pour certains agents du ministère et des districts. Par exemple, en moyenne, les districts doivent faire des rapports au moins sur 25 indicateurs sectoriels par ministère pour l'EDPRS seulement, sans toutefois mentionner d'autres rapports relatifs à la décentralisation et des cadres logiques des affaires sociales. Ils travaillent de longues heures en essayant de faire face à ces pressions pour réaliser une haute production du travail. Cependant, dans ces conditions, il y a risque de s'user à force de travailler à ce rythme et par conséquent le turnover du personnel augmente. Bien que des affaires sociales soient l'un des 4 fonctions du MINALOC, nous avons identifié, dans une analyse des responsabilités du MINALOC sous la rubrique du cadre logique de protection sociale, des éléments suivants d'une longue liste des attentes du MINALOC pour son rôle dans la collecte de données, l'analyse, le renforcement des capacités et de suivi en matière des affaires sociales:

- Etablir des systèmes MIS, GIS et S&E qui tiennent à jour les données de PDD et SDP sur la protection sociale

⁸ Voir Annexe Tableau 4.

- Entreprendre des enquêtes sur:
 - -Les intervenants oeuvrant pour la protection des droits des groupes vulnérables
 - -Préparation en cas de catastrophes par des leaders au niveau du village
 - - les Ménages de personnes vulnérables assistées par un filet de sécurité
 - -les infrastructures, les équipements & transport pour la protection sociale
 - -Les systèmes de gestion et de communication pour la protection sociale
 - -Les personnes assurant la protection sociale au niveau de la cellule et du village sont satisfaites de la formation donnée par l'agent chargé des Affaires sociales
- Renforcer les capacités:
 - des agents chargés des programmes de la protection sociale dans les districts et les secteurs:
 - TOT pour des affaires sociales au niveau de district et du secteur
 - Deux agents clés au niveau national, du district, du secteur, de la cellule et au niveau du village sont formés dans:
 - la mise en oeuvre, le S & E, l'unité & la réconciliation
- Faire la revue:
 - Des aspects de protection sociale des plans de préparation aux catastrophes
 - les rapports d'évaluation élaborés par les groupes de la société civile

Recommandations: Le MINALOC doit revoir ses plans d'action, la conception du programme VUP et les listes de MIS et S& E des points de données, des enquêtes et des rapports dans ses plans, la conception et le cadre logique du programme en vue de rationaliser et de simplifier la collecte de données et les exigences de rapportage pour les Districts et des exigences des enquêtes, de la revue et du suivi pour le MINALOC. Par exemple, les besoins en renforcement des capacités des districts sont très semblables. Il aurait probablement suffi de mener une seule évaluation nationale des besoins en renforcement des capacités d'un seul district représentatif, en se basant sur une enquête d'échantillonnage pour plusieurs districts (par exemple, un par province), comme une base pour faire un plan général de renforcement des capacités pour l'appliquer dans tous les districts, plutôt que d'entreprendre une évaluation différente et une élaboration d'un plan de chacun des 30 districts.

6. Conclusions: l'intégration de tâches du Ministère n'est pas suffisante, ce qui inhibe la capacité de rationaliser et de simplifier avec un peu de chance leur exécution.

Recommandation: Une approche plus intégrée et stratégique est nécessaire pour réduire la prolifération de différentes activités de planification, de la collecte de données, de suivi, de rapportage et de renforcement des capacités pour les 4 mandats du ministère.

7. Conclusions: Des modèles complexes ont été conçus pour les programmes de lutte contre la pauvreté, les systèmes de gestion de l'information, de suivi et d'évaluation, qui seront coûteux pour la mise en oeuvre; ils sont irréalisables dans certains cas et ne cadrent bien avec les ressources humaines présentes ou envisagées du Ministère.

Recommandation: La section 2 du présent rapport propose différentes méthodes visant à codifier ou simplifier ces types de modèles, des systèmes et des exigences, et propose la consultance pour les bases de données de MIS et S& E, les enquêtes de la collecte de données et la formation pour permettre au

personnel du MINALOC de se concentrer sur la revue des données et la tendance des résultats et transformer cette compréhension en des changements de politique, d'orientation, des procédures et de formation.

8. Conclusions: Le mécanisme du forum d'action conjointe pour le développement n'est pas exploité à sa juste valeur par la coordination interministérielle, les ONG et les donateurs au niveau du district.

Recommandation: Nous recommandons que le MINALOC définisse des groupes de districts qui ont des attributions communes (les mêmes infrastructures, les mêmes points de service dans les zones de rayonnement de plusieurs districts, les mêmes caractéristiques de l'environnement et de l'agriculture etc.), et ont moins de réunions fréquentes (par exemple, 2 fois par an) avec les donateurs et les exécutants de projets dans cette zone regroupant plusieurs districts, une séance de planification et une autre pour le rapportage. Si les provinces actuelles répondent à ces critères logiques de regroupement de districts, les réunions de cluster de décentralisation s'organiseront en fonction des limites de ces provinces. Sinon, ce rôle pourrait être assumé par le Cluster de décentralisation avec des représentants de groupes de districts en organisant 2 réunions par an.

9. Conclusions: Il existe une seule approche ad hoc pour la formation des agents de l'administration locale et de leur personnel; la formation qui est donnée n'est pas intégrée dans des institutions durables. La plupart des formations, dans le plan d'action annuel du Ministère, ne sont pas pour la plupart des cas mises en œuvre, tandis que le rapport annuel du Ministre montre que la formation est en cours de mise en œuvre alors qu'elle n'était pas prévue auparavant. Même la formation prévue d'un an avant ne fait pas partie d'une image plus globale de l'approche stratégique pour le personnel et le développement institutionnel.

Recommandation: La section 2 du présent rapport présente des recommandations pour améliorer la planification et l'institutionnalisation de la formation du personnel du MINALOC, des districts, des secteurs, des villes et des cellules.

C. Opportunités

Il existe un certain nombre d'opportunités pour remédier aux faiblesses susmentionnées par le recours stratégique à des structures et des ressources existantes, telles que:

- Garder le NDIS (Secrétariat national pour la mise en oeuvre de la décentralisation) au sein du MINALOC
- Utilisation stratégique des structures intégrées et souples qui sont proposées pour coordonner la planification, la mise en œuvre et le suivi de la décentralisation, notamment le Comité de pilotage du programme (PSC, se réunit deux fois par an) dans lequel les intervenants seront représentés et le Cluster pour la décentralisation (DC, se réunit tous les 2 mois)
- L'opportunité de faire recours aux prochaines consultances planifiées (par exemple, l'assistance technique à long terme requise de la part des donateurs pour la mise en œuvre de DIPBF et de VUP) de façon plus stratégique pour renforcer les compétences du personnel tout en faisant des réalisations nécessaires
- L'opportunité de créer des programmes à long terme des institutions de formation en cours d'emploi pour répondre aux besoins de compétences à long terme pour le MINALOC et les agents de l'administration locale.
- L'opportunité de déterminer des limites sur l'extension éventuelle des demandes faites aux districts et au MINALOC en rapport avec la consultance éventuelle de formations, d'enquêtes, le développement des paquets des conditions de vie pour les pauvres, les bases de données pour la MIS, le S& E et d'autres fonctions.

D. Des menaces

Au MINALOC l'équipe a deux menaces transversales:

- Surcharger des districts par de multiples demandes comportant des duplications adressées à son personnel par tous les organes de l'Etat surtout le MINALOC et les ministères sectoriels.
- Continuer de multiplier/étendre des demandes sur les ressources limitées du Ministère auprès des donateurs et du GR.

L'on espère qu'il est possible d'éviter ces menaces par les recommandations qui ont été formulées dans la section 2 du présent rapport.

2. Commentaires sur les Capacités du MINALOC d'exercer ses quatre fonctions avec des recommandations pour prendre des mesures de redressement le cas échéant

Les responsabilités de l'administration locale:

- Formulation de politique / réglementation
- Appui aux gouvernements locaux par :
 - le renforcement des capacités
 - Le financement
 - Le Suivi et évaluation

Conclusions: Le MINALOC a élaboré de manuels provisoires⁹ de procédures administratives et des procédures de gestion des ressources humaines dans les districts, mais ils ne sont pas encore finalisés ou approuvés.

Recommandation: Le MINALOC doit finaliser et publier les manuels de procédures administratives et des procédures de gestion des ressources humaines dans les districts, les rendre accessibles en ligne sur le site Web du Ministère et appuyer leur utilisation par la formation qui doit être répétée au fil du temps pour faire face aux mouvements du personnel.

⁹ Voir Annexe B.18.

Résultats sur le Suivi et l'Évaluation: Il est nécessaire d'avoir plus de discipline et de suivi scrupuleux des planifications faites avant. Pour la question de vérifier si le MINALOC respecte les mêmes indicateurs et objectifs qu'il s'est fixés dans ses plans d'action annuels, nous avons passé en revue les activités de formation prévues dans le Plan d'action de 2007 et nous les avons comparés avec les résultats de la formation indiqués dans le Rapport annuel de 2007. Sur les 6 formations que le MINALOC avait prévues dans son plan d'action, une seule formation a été effectivement réalisée selon le rapport annuel.¹⁰ Toutefois les quatre autres formations qui n'avaient pas été planifiées avant dans le plan d'action ont été en fait réalisées selon le rapport annuel.¹¹ Ainsi, il apparaît que l'une des plus importantes fonctions du MINALOC est le renforcement des capacités de l'administration locale à travers des formations qui sont souvent ad hoc.

Recommandations: Tout d'abord, le MINALOC doit utiliser une structure / format comparatif et les mêmes indicateurs et objectifs fixés dans ses plans d'action et des résultats des rapports afin de clarifier et simplifier son propre suivi des réalisations par rapport à ses propres résultats. Deuxièmement, le MINALOC doit commencer à faire le suivi des ses propres performances dans ses rapports annuels par rapport aux indicateurs et des cibles du Plan d'action de la même année. L'exemple montrant l'absence de relations entre ces deux documents et la confusion que cela entraîne dans le processus de suivi, veuillez consulter les tableaux de l'annexe C.5. et C.6. dans le présent rapport. En outre, les plans d'action annuels doivent se conformer aux catégories de planification, d'indicateurs et de cibles contenus dans le plan quinquennal de mise en œuvre de la décentralisation, l'EDPRS et leurs cadres logiques tels qu'ils ont été simplifiés et selon les recommandations de ce rapport d'analyse fonctionnelle, il est possible de faire le suivi des résultats clairement.

Conclusions: Le système de MIS prévu en 2004-2008 n'a pas été exécuté, probablement parce qu'il était trop complexe.

Recommandation: Ce système est très en retard et doit être mis en œuvre aussitôt que possible dans une procédure simplifiée et efficace qui doit probablement inclure des services de consultance pour certaines contributions, tel qu'il a été mentionné dans la section 2 du présent rapport.

Conclusions: Il n'existe pas de plans de formation à long terme soit au MINALOC ou aux districts, secteurs et cellules, et le renforcement des capacités en formation n'est pas intégré dans des institutions de manière durable.

Recommandation: Le MINALOC doit, en collaboration avec MIFOTRA, HIDA, RIAM, MINECOFIN, les ministères sectoriels, RITA, INS, coordonner d'autres institutions de formation du secteur public, les universités, les ONG et les institutions de formation du secteur privé dans l'élaboration d'un paquet global de formations en renforcement des capacités avec des normes de performance pour les bénéficiaires hébergés au sein de ces institutions, lequel paquet sera durable pour le long terme en faveur du personnel du MINALOC et des districts ; et qui sera mis en place de manière continue pour faire face de façon réaliste au problème éventuel de turnover du personnel et pour concourir à l'orientation de nouveaux agents au fil du temps. Pour la formation des secteurs et des cellules, il faut préconiser des modules de formation à distance et transmettre leur contenu à travers des radios communautaires, des ordinateurs, des CD joués dans des groupes dans des séances organisées au niveau des instances de base après la formation des formateurs. Certains utilisent des équipes mobiles de formation au niveau du district et on pourrait éventuellement les envisager au niveau du secteur.

Résponsabilités en matière de Bonne Gouvernance:

- Assurer la responsabilité, la transparence et l'efficacité dans le déploiement des ressources rares des collectivités locales par la mise en place des politiques, des procédures et des systèmes pour les gouvernements locaux

¹⁰ Voir Annexe B.5.

¹¹ Voir Annexe B.6.

- S'assurer que l'administration locale pratique le processus participatif

Conclusions: Le processus participatif est pratiqué dans les secteurs et districts qui ont montré de "bonnes pratiques" (voir les exemples de la section 4 de ce rapport). D'autre part, il semble que les médias et les ONG ne sont pas encore suffisamment impliqués dans le suivi de la responsabilisation, la transparence et l'efficacité dans l'utilisation des ressources de l'Etat. C'est une faiblesse généralisée du gouvernement, comme il a été décrit sur le site Web de « US Millennium Challenge Corporation (MCC) » où le score pour le Rwanda pour l'année 2008 sur le thème "Ruling justly" montre que le Rwanda est encore en dessous de la médiane de tous les pays sur les trois indicateurs importants qui l'empêchent de signer un accord de MCC qui lui permettrait de bénéficier des centaines de millions de dollars pour l'aide au développement. Ces indicateurs sont les suivants: droits politiques (score de 10 par rapport à la médiane de 20), les libertés civiles (score de 23 par rapport à la médiane de 30), et sont mesurés à l'aide des critères de Freedom House, l'écoute et reddition de compte (score de -0,44 par rapport à la médiane de 0, mesuré par l'Institut de la Banque mondiale).

Recommandations: L'Unité de l'Administration territoriale et de la bonne gouvernance au MINALOC doit convoquer un groupe de médias et les représentants des ONG assurant le suivi et doit élaborer les directives à l'intention des districts pour établir la procédure de faire rapport aux médias et impliquer les ONG dans des audiences budgétaires et de suivi de l'exécution du budget dans le but d'augmenter la transparence.

Conclusions : Il existe certaines ambiguïtés quant au rôle du MINALOC vis-à-vis du rôle des MINECOFIN et les ministères sectoriels dans la gestion de la planification, de la budgétisation, des processus de rapportage et de coordination avec les districts. Il est par conséquent nécessaire de clarifier les rôles du MINALOC dans ses responsabilités pour les questions multisectorielles. Il est également nécessaire de clarifier les fonctions des maires adjoints et les Conseils consultatifs dans les districts. Les rôles du MINALOC vis-à-vis des districts sont également en pleine mutation et vont changer au cours de prochaines années quand les capacités des districts s'amélioreront. Le rôle des districts et des secteurs est aussi en pleine mutation et devra être réévalué dans quelques prochaines années.

Recommandation: Il est nécessaire que le Premier ministre promulgue un arrêté précisant les fonctions du MINALOC vis-à-vis du MINECOFIN et les ministères sectoriels dans les processus multisectoriels de planification, de budgétisation et de rapportage, et mettre en place un processus de revue des fonctions du MINALOC, des districts et des secteurs tous les deux ans afin de procéder à des ajustements en fonction du rythme de l'augmentation des capacités pour l'administration locale et son personnel. Ces revues seraient une occasion d'examiner s'il faut transférer une partie du personnel des districts vers les secteurs au fur et à mesure que ces rôles changent. Il convient de clarifier et de renforcer les rôles des conseils de district et il est nécessaire d'envisager leur formation. Il serait crucial aussi de préciser les fonctions des maires adjoints dans cet arrêté.

Responsabilités pour le développement communautaire:

- S'assurer que, les priorités, les plans et les demandes budgétaires de la communauté sont pris en considération dans la planification et la budgétisation
- Faciliter les transferts fiscaux au niveau du district
- Renforcer les capacités en matière de planification et de mise en œuvre du développement communautaire pour le personnel de l'administration locale
- Faire le Suivi & Evaluation des résultats des activités de développement communautaire

Conclusions: A présent le MINALOC et le MINCOFIN n'ont pas encore élaboré un manuel de procédures de gestion fiscale et financière au niveau du district, même si le MINECOFIN a formé les responsables des finances au niveau du district.

Recommandations pour la planification et la budgétisation:

Le MINALOC doit travailler en collaboration avec le MINECOFIN pour élaborer et donner le Manuel de gestion fiscale et financière aux districts et les secteurs et leur donner une formation sur son utilisation. Ce manuel prendrait la forme d'un module pour faire facilement la mise à jour au fur et à mesure que les responsabilités accrues sont déléguées aux districts.

Le MINALOC doit coordonner avec le MINECOFIN, la Primature, les ministères sectoriels et RALGA pour déterminer un calendrier annuel global pour l'intégration des apports, selon une approche de bas en haut sur les priorités des districts et leur donner le feedback, selon l'approche de haut en bas, sur les fonds alloués aux plans d'action annuels des districts et des ministères et le processus de l'élaboration du budget national. Cette approche plus globale et participative de calendrier pour la planification et la budgétisation devrait commencer au début de l'année, en janvier de l'année précédant l'exercice budgétaire faisant l'objet de la planification pour donner du temps aux aspects participatifs de bas en haut de ce processus, et à la consolidation, à la rationalisation de priorités au niveau plus élevé pour les infrastructures et les équipements utilisés par les zones de rayonnement regroupant plusieurs districts.

Conclusions: Faciliter le suivi et la promotion de bonnes pratiques en matière de développement communautaire, RALGA (Association rwandaise des autorités locales) a piloté une compétition en 2007 pour offrir des prix aux gouvernements locaux qui ont piloté les bonnes pratiques innovatrices.

Recommandations: L'idée même d'organiser des compétitions annuelles est une « bonne pratique » qui encourage une compétition amicale entre les districts et les secteurs de publicité et prévoit d'encourager la réplique et la reconnaissance de bonnes performances dans la prestation de services publics concourant à l'amélioration des infrastructures partagées et encourager la participation. MINALOC doit travailler avec RALGA pour en faire un événement annuel. Il est bon de documenter les bonnes pratiques des meilleurs qui serviraient d'exemples à d'autres secteurs et districts et disséminer des informations sur leurs approches à travers des émissions aux radios communautaires (éventuellement à l'aide du format populaire de "feuilletons radiophoniques" qui engage les auditeurs concernés), les informations publiées sur les sites Web du MINALOC et RALGA, des voyages d'étude pour les autres unités de l'administration locale effectués auprès des meilleures collectivités locales etc. Dans l'avenir, il est recommandé que le MINALOC et RALGA ajoutent également une composante des médias à la compétition de chaque année en offrant des prix aux journalistes qui ont fait de bons articles sur les meilleurs cas de réalisation dans la mise en œuvre de la décentralisation et la planification participative, la budgétisation et la reddition de comptes.

Conclusions: Un autre "diagnostic organisationnel profond de CDF" est en cours de finalisation sous le financement de CIDA.

Recommandations: Les recommandations finales de cette étude de CDF ne sont pas encore disponibles. Cependant, la CDF doit renforcer sa coordination avec les partenaires de développement et les bailleurs de fonds, assurer une meilleure intégration de ses MIS et S&E à travers PICT entre le siège de CDF et les districts, profiter des occasions pour demander aux consultants internationaux d'encadrer son personnel en vue d'améliorer sa stratégie. Il faut également stabiliser le leadership de CDF. Comme il en est pour le NDIS, la CDF joue un rôle clé qui est utile pour le long terme pour transférer les fonds des districts qui seront utilisés dans les investissements de développement communautaire des investissements, ce qui explique qu'il doit rester au sein du MINALOC sur le plan institutionnel. Comme nous l'avons mentionné

pour le MINALOC dans son ensemble, la CDF doit se concentrer sur le suivi de ses engagements existants et montrer les résultats plutôt que de prendre de nouveaux programmes.

Responsabilités pour les Affaires Sociales:

- Elaborer et promouvoir la gestion des programmes visant à améliorer le bien-être des citoyens et assurer la sécurité sociale pour tous
- Développer des actions visant à protéger la famille en tant qu'institution et encourager les relations sociales dans la société rwandaise
- Initier et superviser les politiques et les programmes qui protègent les groupes les plus vulnérables de la population
- Promouvoir et coordonner les initiatives de développement visant à augmenter les compétences et les connaissances en faveur des pauvres en milieu urbain et rural afin d'élargir leurs horizons et la situation sociale
- Promouvoir et encourager le développement de coopératives au niveau de base

Conclusions: Le MINALOC a fait des progrès rapides dans la conception du programme pilote de la Vision 2020-Umerenge pour lutter contre la pauvreté dans 30 secteurs- un par district. Le premier consultant a élaboré des propositions de la VUP élaborée en février 2008¹² qui sont extrêmement complexes. Cependant, comme ces propositions comprennent des approches de développement économique de la société y compris les 12 catégories d'actifs, de recettes et de besoins, qui sont considérés sous différents paquets de transferts d'argent, de crédits, de formation sur les conditions de vie etc. Ceux qui ont conçu le programme nous ont confirmé qu'ils n'ont pas considéré des transferts plus simples en nature comme par exemple, des intrants agricoles qu'on pouvait distribuer aux ménages nécessiteux ciblées à travers les créanciers du secteur privé. Il existe aussi beaucoup de modèles d'ONG qui ont réussi dans les programmes de distribution du bétail sous forme de transferts de recettes ou sous forme de crédits en nature pour améliorer la nutrition et les conditions de vie des pauvres, où le «prêt» d'un ou de deux chèvres ou de moutons sera remboursé un an plus tard sous forme de petits animaux qui seront ensuite transférés à une autre famille en besoin au cours du passage à l'échelle de l'accès ou la phase de répliation.

Recommandations: Comme des institutions offrant des micro crédits nécessaires pour leur rôle proposé dans la conception de la VUP n'existent pas et assurer la responsabilité de transferts de fonds serait plus coûteux et complexe à en assurer la gestion et le suivi que des programmes de transfert d'actifs en nature. Le MINALOC doit travailler en étroite collaboration avec le MINAGRI et les partenaires de développement pour déterminer le nombre limite de paquets de subsistance agricole appropriés pour les pauvres dans les zones écologiques définies. Les deux ministères pourront étudier la possibilité d'appuyer conjointement ces paquets en nature à travers l'accès en nature aux intrants agricoles appuyés et par extension donnés par la population, les ONG et les organisations privées à but lucratif. Cette approche combinée avec les efforts stratégiques du MINAGRI en cours visant à identifier et promouvoir la productivité plus élevée, des intrants et des paquets de culture correspondant à chaque zone agricole du Rwanda.¹³

¹² Programme de "Vision 2020 Umurenge : Eléments clés de conception," powerpoint présenté par MINALOC à la réunion de PSC de décentralisation PSC tenue à Kigali le 21 février, 2008.

¹³ "Plan Stratégique de Transformation agricole du Rwanda: Document principal," MINAGRI, Kigali, Octobre 2004

3. Questions stratégiques et transversales qui affectent la plupart des institutions et des recommandations des solutions

Résultats: L'utilisation de bases de données informatiques pour le MIS et le suivi et l'évaluation, la communication et des systèmes électroniques de classement. Il s'agit vraiment d'une question transversale qui touche tous les ministères et entités de l'Etat et pas le MINALOC seul. En outre, il faut faire plus d'efforts, organiser plus de formations et mettre en place des systèmes améliorés pour protéger les données contre toute modification par des utilisateurs non autorisés, assurer l'accès uniquement pour la lecture à tous ceux qui ont besoin d'utiliser les données et documents, et protéger le matériel informatique, les logiciels, les données et les documents contre les virus et d'autres facteurs de détérioration.¹⁴ Il est nécessaire d'aborder ce problème sous l'angle transversal pour l'ensemble du gouvernement en vue d'assurer la complémentarité des données, l'archivage et les systèmes de communication ainsi que l'efficacité de la formation. Le bon usage des lecteurs partagés, l'intranet protégé par un mot de passe avec une hiérarchie de droits d'accès par l'utilisateur et le système de classement électronique pour l'ensemble du gouvernement peut considérablement simplifier les rapports et le suivi et faciliter la coordination interministérielle et inter-district dans la planification, la budgétisation, l'enregistrement et le partage des procès-verbaux des réunions et des décisions prises ainsi que le suivi.

Le statut des partis politiques et leurs relations.

La loi ne précise pas que les partis politiques sont sous la direction du MINALOC mais le plan d'action annuel de 2007 du MINALOC renfermait des activités de formation pour les partis politiques et son rôle vis-à-vis des partis politiques sous l'angle de son mandat de la bonne gouvernance n'est pas clair. Les partis politiques sont des institutions du secteur privé qui doivent être indépendants du gouvernement. Nous recommandons que le statut indépendant des partis politiques soit légalement clarifié vis-à-vis du MINALOC et que toute formation dont les partis politiques auraient besoin doit être donnée par les organisations du secteur privé ou des ONG.

Il est nécessaire d'établir un calendrier annuel clair et intégré pour le cycle national de planification et de budgétisation au niveau de l'administration locale y compris les districts et les ministères sectoriels.

D'après les résultats de notre enquête sur le processus actuel de planification et de budgétisation annuelle, il semble que les activités sont toujours en cours au mois de mai de chaque année, ce qui est trop tard dans l'année par rapport aux bonnes pratiques dans d'autres pays, en particulier dans la perspective des politiques du Gvt de décentralisation et de participation au niveau des instances de base.¹⁵ Le MINECOFIN chapeaute le travail de détermination du calendrier tandis que la date du 5 octobre de chaque année est fixée par la loi comme une date à laquelle le budget de l'année suivante doit être présentée au Parlement. Des consultations avec le MINALOC, les ministères sectoriels et les districts sont nécessaires pour parvenir à un consensus sur un calendrier et le processus qui doit commencer plus tôt (de préférence en janvier de chaque année) et permettre aux demandes de bas en haut d'être consolidées dans des plans et paquets plus efficaces avec un feedback sur ces changements adressé aux districts et une meilleure intégration de planification et de budgétisation.¹⁶ A l'heure actuelle, il apparaît que le plan d'action annuel commence après l'adoption du budget annuel par le Parlement. Les bonnes pratiques internationales impliquent que l'élaboration des plans soit en parallèle avec les requêtes budgétaires. Il apparaît également que l'intégration d'un cadre de dépenses à moyen terme (CDMT) avec les rapports

¹⁴ Voir Annexes B.9., B.10., et B.12.-B.16.

¹⁵ Voir Annexes B.3. et B.8.

¹⁶ Voir Annexe A.3.4. pour la situation actuelle du processus de planification et de budgétisation.

annuels sur les résultats de l'année précédente, les requêtes budgétaires de l'année suivante et le plan d'action de l'année suivante n'est pas suffisamment faite.

4. Systèmes et Processus d'innovation et d'autres bonnes pratiques identifiées au cours de cette étude

Nous l'avons indiqué ci-dessus dans la section 2 de ce rapport, la RALGA (Association rwandaise des autorités locales) a piloté une compétition en 2007 pour décerner des prix aux autorités locales qui ont mis au banc d'essai les bonnes pratiques innovatrices. Les trois meilleurs de la compétition initial offrent des modèles de "bonnes pratiques" au niveau du secteur en vue d'une utilisation efficace des liquidités et des ressources en nature pour répondre aux besoins de la fonction publique et des infrastructures avec la participation de la collectivité et l'appropriation locale des problèmes et leurs solutions. "Bonnes pratiques" pour 2007 des trois meilleurs sont résumées ci-après:

A. Le Secteur de Cyeza, District de Muhanga: Partenariat pour trouver des solutions aux problèmes de la population (PSPP)

En Janvier 2006, le nouveau secteur de Cyeza a été créé à partir de l'ancien district de Kiyumba et de l'ancienne ville de Gitarama. Le défi consistait à unifier les peuples des deux lieux pour harmoniser la prestation de services, trouver des solutions à leurs problèmes et lutter contre la pauvreté. La pauvreté a particulièrement touché des enfants. Suite à l'incapacité de payer les frais de scolarité, 60 enfants avaient abandonné l'école secondaire. La solution a été proposée par le Secrétaire exécutif du Secteur de Cyeza à son conseil consultatif de secteur. Les bonnes pratiques d'innovation comprenaient deux parties:

(1) Création de trois associations d'auto-assistance pour résoudre leurs problèmes, lesquelles associations devenus des coopératives plus tard :

- La coopérative des autorités élues au niveau de la cellule et au niveau du secteur appelée IMBONI ZA CYEZA. Opérationnelle depuis mars 2006, elle a commencé par la construction de maisons pour les sans-abri en juillet 2006. En effet, 10 maisons ont été déjà remises aux ménages nécessiteux. La coopérative a construit une cantine dont le coût est évalué à 800000 Frw en vue de générer des revenus pour le projet. D'autres intervenants ont fait leur contribution; à titre d'exemple, le District de Muhanga a donné des tôles et des tuiles pour construire les maisons.
- Coopérative des entrepreneurs locaux appelé IBAKWE, regroupés pour relever des défis communs
- Le forum pour l'action conjointe et le développement social appelé IHURIRO, composé d'individus et d'organisations impliqués dans des activités de transformation sociale et économique (Paroisse catholique, Eglises protestantes, les ONG et d'autres leaders d'opinion)

(2) Création d'une journée pour le meilleur performant en IMIHIGO (UMUNSI W'UMUHIZI) comme une sorte de journée officielle de rendre compte au public afin d'encourager l'autoévaluation collective et la vision commune. Cette journée a été organisée pour la première fois le 13 octobre 2007 dans le but de:

- Donner une occasion de disséminer les meilleures pratiques
- Renforcer la culture de la compétition, l'excellence et la créativité
- Renforcer la confiance entre les leaders et leurs électeurs
- Encourager la participation
- Promouvoir la cohabitation pacifique

Les gagnants étaient notamment:

- les personnes qui ont protégé et qui sont parvenus à sauver des Tutsis pendant le génocide de 1994, dont 2 qui ne sont pas de nationalité rwandaise. La reconnaissance d'un tel courage pousse la communauté à considérer cet acte comme une valeur à encourager.
- Le Forum pour l'action conjointe de développement social (IHURIRO), a payé 700.000 Frw de frais de scolarité, ce qui a permis à tous les 60 enfants qui avaient interrompu leurs études de retourner à l'école.
- La Coopérative des entrepreneurs (IBAKWE), qui avait mobilisé 1000.000 Frw pour son système d'épargne et de crédit.

Identifier et faire l'éloge de ces résultats encourage les membres de la communauté à appuyer, imiter ou à unir leurs efforts. Les membres des coopératives s'approprient toute décision à laquelle ils ont contribué. Passer du temps et obtenir ensemble des résultats leur permettent de s'accepter mutuellement et de se respecter. Il est facile pour les leaders de faire la sensibilisation à la population pour avoir une vision commune.

Leçons apprises:

Si elles ont les capacités, les communautés peuvent s'organiser eux-mêmes, analyser les problèmes, trouver des solutions et les mettre en œuvre.

Le partenariat entre le secteur public, le secteur privé et la société civile peut accélérer la mise en œuvre des programmes et stimuler le développement économique et social au niveau local.

La compétition et la reconnaissance des mérites de personnes peuvent être de bons outils pour motiver et inspirer les autres à améliorer leurs performances

B. Secteur de Kinigi, District de Musanze: habitat planifié(Imidugudu)

Le Secrétaire exécutif du secteur de Kinigi a proposé aux habitants de son secteur de déménager pour s'installer dans un habitat regroupé qui est localement connu sous le nom de "Imidugudu." Avant cette initiative, en raison de la dispersion des villages, il était difficile de construire pour la population des infrastructures comme les routes, les écoles, les centres de santé etc. Il n'était pas facile pour les habitants de bénéficier des services tels que la sécurité, ou la diversification économique accrue par la création d'autres activités génératrices de revenus, car il n'y avait pas d'électricité, d'eau ou de centre de négoce. Un autre objectif était de permettre à la population d'abandonner des méthodes traditionnelles de l'agriculture pour adopter les méthodes modernes dans le but d'augmenter la productivité et le revenu.

Les autorités de secteur organisaient des réunions hebdomadaires dans chaque village pour discuter de leurs problèmes et trouver des solutions possibles. Les leaders du secteur en partenariat avec les coordinateurs de toutes les cellules ont uni des efforts nécessaires en vue de réaliser cette initiative. Les autorités ont décidé de commencer avec un village qui avait accepté cette idée afin d'attirer d'autres villages après avoir démontré les avantages de cette initiative. Ce système a permis d'obtenir des résultats, et beaucoup de villages ont adopté cette idée.

La population a contribué de l'argent pour acheter certains services ; elle a également accepté de mettre ensemble leurs champs pour une meilleure productivité. L'ELECTROGAZ (Société nationale d'électricité et de distribution d'eau) et le district ont été les principaux partenaires dans la mise en œuvre de cette initiative. La communauté a mobilisé des ressources financières et humaines tandis que le comité d'organisation a fixé le montant pour chaque famille à contribuer pour le raccordement électrique. Les ressources du gouvernement central ont appuyé les efforts de la population. L'ELECTROGAZ a donné des techniciens, la main d'œuvre et tout autre travail requis a été fourni par la communauté.

Les habitants ont été regroupés dans un projet d'habitat où les infrastructures de base pour un développement durable ont été mises en place, il s'agit notamment:

- Des routes, de l'électricité, les réservoirs d'eau, des écoles maternelles, des connexions de communication facile, etc.
- d'un marché moderne ouvert jusqu'à 20 h grâce à l'électricité.
- Le regroupement des champs dans le but d'appliquer des méthodes modernes de l'agriculture sur de plus grandes superficies de terres tout en se focalisant sur les cultures (le pyrèthre et les pommes de terre) avec une meilleure productivité pour leurs types de sol. Ce système a permis d'augmenter leur productivité et de créer une approche d'équipe pour les travaux agricoles.

Ce mode d'habitat a été un élément clé de la sécurité alimentaire surtout que le secteur se concentre sur la possibilité d'une meilleure production sur le plan qualitatif et quantitatif et ensuite vendre la production et acheter le reste. Le raccordement électrique a permis de créer d'autres activités économiques, augmenter des revenus et améliorer des conditions de vie. L'initiative est en cours de répliation car beaucoup de voyages d'études s'organisent pour apprendre des bonnes pratiques du secteur de Kinigi.

Leçons apprises:

- Le pouvoir de changer l'environnement, les conditions de vie et la situation économique se trouve dans les mains du peuple, il faut tout simplement l'encourager.
- Lorsque la communauté est impliquée dans son propre développement, le leadership passe moins de temps à solliciter la participation.
- Le partenariat entre les leaders et la communauté est nécessaire pour toute activité de développement qu'il faut mettre en œuvre rapidement et qui veut être durable.
- Lorsque la communauté est convaincue de ce qu'elle veut et comment l'obtenir, elle mobilise des ressources à le faire.
- Montrer des résultats concrets pour stimuler la participation, l'implication et l'engagement de la population.

C. Le Secteur de Rugarama, le District de Burera : Forum pour l'action conjointe

Le centre de santé le plus proche était situé à moins de 15 km. Le petit centre de négoce a été dévasté et presque inhabitable, sans toilettes publiques même les toilettes privés étaient en très mauvais état pouvant créer des risques pour la santé. Il n'y avait pas d'écoles maternelles, des jardins d'enfants ou écoles secondaires. Ceux qui avaient la capacité et les moyens pour faire l'enseignement secondaire ne pouvaient qu'étudier dans des écoles secondaires se trouvant loin de leur résidence. L'économie du secteur était fondée sur l'agriculture de subsistance mais la production était faible en raison de mauvaises méthodes et planification.

Le Secrétaire exécutif du secteur de RUGARAMA en collaboration avec des leaders d'opinion et les entrepreneurs privés a mis en place le JAF (Forum pour l'action conjointe) pour le secteur, qui est différent de la JADF au niveau du district, sans l'intervention des bailleurs de fonds ou d'autres partenaires de développement. Ils ont classé leurs problèmes en santé, éducation et développement économique et ont divisé le forum en trois syndicats pour aborder ces problèmes. Chaque syndicat a été placé sous la direction d'un expert local, par exemple, l'éducation est présidée par un enseignant tandis que le développement économique est présidé par un entrepreneur bien connu.

Les présidents des trois syndicats composent le comité de coordination du JAF qui est devenu le comité de coordination et ont rejoint les autorités de Secteur dans la planification, le suivi et l'évaluation des différents programmes. Chaque communauté locale a identifié des experts bénévoles, par exemple, des maçons, des menuisiers, des soudeurs qui se sont impliqués dans la construction. Les ressources utilisées pour cette initiative ne coûtent que \$ 23.636 y compris toutes les ressources financières, techniques et humaines pour la construction d'écoles maternelles, des toilettes, des études d'architecture, la réhabilitation du poste de santé. Il convient de signaler que tous ces fonds ont été versés par les membres des coopératives et l'UNICEF.

Principaux résultats:

- Le centre de santé appartenant à la cellule a réalisé des réhabilitations et il assure actuellement des soins médicaux et la planification familiale, avec une augmentation du nombre de femmes desservies variant entre 150 et 400 femmes par mois. Le taux d'adhésion à la mutuelle de santé était faible, mais il a augmenté de 50% à 96%.
- Les écoles maternelles construites par les parents dans toutes les cellules qui composent le secteur et une école secondaire construite ont été inaugurées en janvier 2008.
- L'hygiène du centre de négoce a grandement s'est considérablement amélioré après la construction de toilettes publiques ECOSUN par l'UNICEF qui sont gérées par une association privée qui assure leur propreté.
- Les agriculteurs se sont regroupés en association "KOIKIRU" pour regrouper les champs et multiplier des semences sélectionnées de pomme de terre, ils ont recueilli 5000000 Frw et 20 tonnes de semences de pommes de terre.

Leçon apprise: La communauté a appris à utiliser ses propres ressources et d'efforts pour transformer ses conditions de vie et les services sociaux et économiques.

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 Villages¹⁷.

¹⁷ 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 perfect¹⁸. 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.¹⁹.

A.3.2. Legal and regulatory framework

Tableau 3. List of principal reference documents

Title	Date	Location	In Application?
INSTITUTIONAL			

¹⁸ 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.

¹⁹ 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
ORGANISATIONAL			
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
PLANIFICATION			
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

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

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 4th 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

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

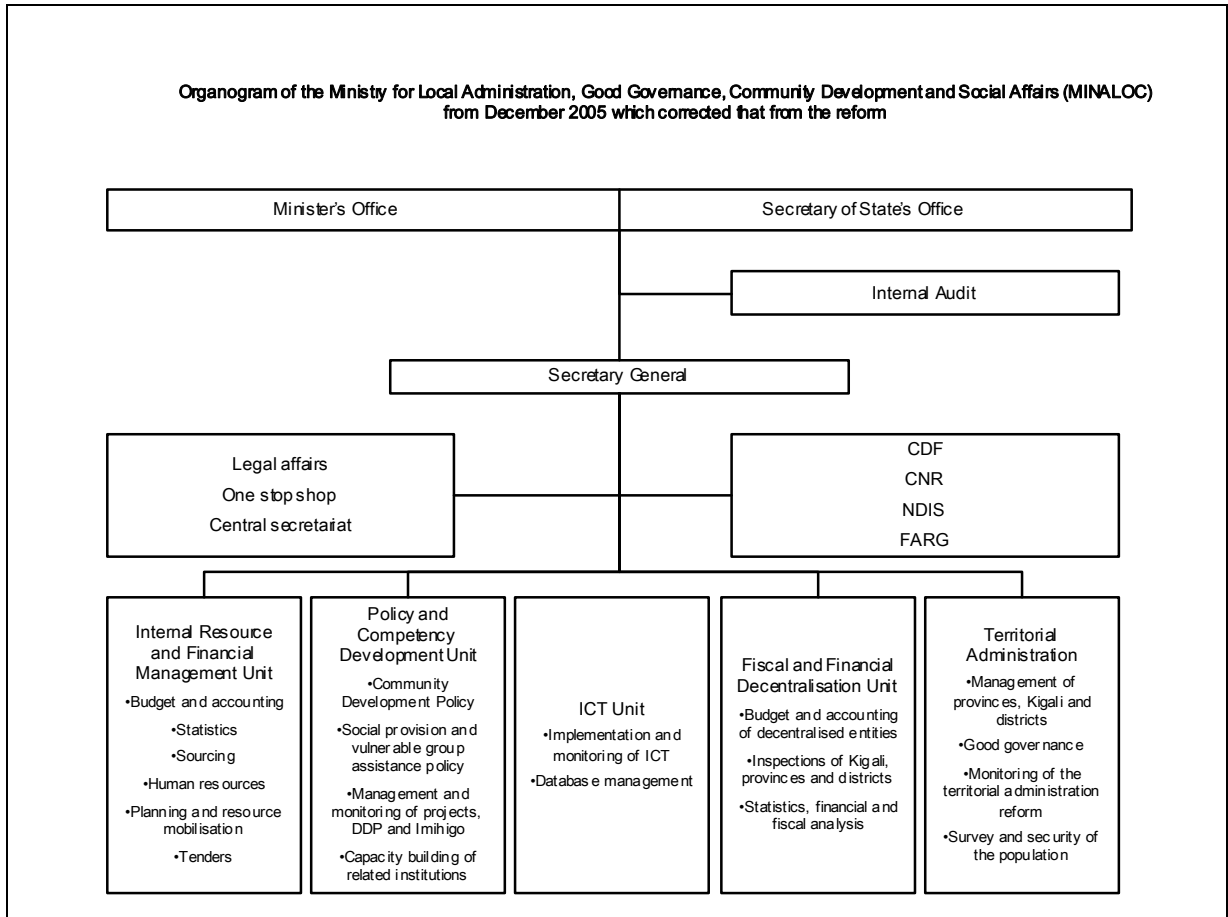
A.4.1. Organisational Structure

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

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

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

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 Umurenge²⁰,

20 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 District²¹, Five Year Plan (DIP), MINALOC Sector Planning, Integrated Development Programme²², 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

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”*

²¹ 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. .

²² 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

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)²³ 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)²⁴ 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.

²³ In French, Forum Consultatif des Gouvernements Locaux (FCGL)

²⁴ In French, Forum National des Partenaires de la Décentralisation (NDSF)

At District level, the Joint Action Forum²⁵ 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

²⁵ 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»²⁶ 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 15th 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.

²⁶ 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

A.5.1. Evidence of performance

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 development²⁷

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-

²⁷ 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

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

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]

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

A.5.5. Resources of the decentralised bodies

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

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
Total	1	1	7	27	8		45	45	36	75	171	2	1

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"> - Ensure the liaison with the Ministry responsible for finance - Coordinate the development of the Ministry's budget and control its spending - Supervise human resource, materials and financial management - Evaluate the performance of staff - Develop mechanisms for the modernisation of services in collaboration with the Directors of the units - Collaborate and support counterparts in decentralised entities - Ensure the respect of the organisational culture of the Ministry - Prepare and organise celebrations for the Ministry - Mobilise resources - Evaluate agents of the unit - Prepare regular reports and send them to superiors

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

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

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

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

B.4. Comparison of forecasts and achievements of 2007 with regard to training			
Training forecast in the Action Plan 2007	Performance indicators and Action Plan target	Achievement of training described in the 2007 annual report	Functional Review Comments
Strategic orientation: Development of good governance and availability of leadership structures that are appropriate to the population		Strategic orientation: Good governance	<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>
Strategic orientation: Availability of leadership who resolve disputes between citizens according to the legal and regulatory provisions		Strategic orientation: Laws, decrees and instructions	<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>
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.		Strategic orientation: Community development	<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>
Strategic orientation: Have training on politics which operate correctly and support good governance			<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.4. Comparison of forecasts and achievements of 2007 with regard to training			
Training forecast in the Action Plan 2007	Performance indicators and Action Plan target	Achievement of training described in the 2007 annual report	Functional Review Comments
			<i>performance indicators.</i>
Strategic orientation: Ensure the promotion of ICT		Strategic orientation: Ensure the promotion of ICT	<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.5. Unplanned training for 2007 but which appears in the annual report			
Activities	Level of achievement	Observations in the report	Analysis Team Comments
Strategic orientation: Community Development			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 nd to 8 th 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.5. Unplanned training for 2007 but which appears in the annual report			
Activities	Level of achievement	Observations in the report	Analysis Team Comments
members of the Sector CDC.	Umuganda as well as the best methods of ensuring its operation.		trained, the curricula and the Districts involved.
Strategic orientation: Low level structures have clear and good management of finances and patrimony		Strategic orientation: Ensure the promotion of good management of finances, human resources and the patrimony of the Ministry	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 rd 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 th to 7 th 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 5th 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

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

<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"> - <i>Security and demobilisation</i> - <i>National reconciliation</i> - <i>Human rights</i> - <i>The legal system and Gacaca</i> 	<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)

External Correspondence (Number)	
Received	Sent
19450	3938

B.9. Inventory of other office equipment

Structure	Photocopiers	Projectors	Binding Machines
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
Total	11	2	1

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
TOTAL	41	41	41				
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
TOTAL	3	25		
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

Service	Landline Phones	Mobile Phones	Fax	IP Phones (e.g. Skype)
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
TOTAL		8	4	15
Needs Expressed				

B.16. List of People Interviewed

No	Name	Role
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