

REPUBLIC OF RWANDA



MINISTRY OF LOCAL GOVERNMENT AND SOCIAL AFFAIRS

IMPLIMENTATION STRATEGY FOR NATIONAL  
DECENTRALISATION POLICY

**May 2000**

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## **0. Introduction**

On 26<sup>th</sup> May 2000, the Government of Rwanda adopted the decentralisation policy and strategy for its implementation. The main thrust of the policy is to ensure political, economic, social, managerial, administrative and technical empowerment of local populations to fight poverty by participating in planning and management of their development process.

This document details the adopted implementation strategy for the national decentralisation policy. It spells out the background, mandate, mission, objectives and the strategic approaches and actions for successful implementation of the policy.

## **1. Background**

The current political, economic, and social situation of Rwanda is a direct consequence of the recent political, and administrative history of the country the apex of which was the cataclysmic genocide of 1994 - a genocide planned and effectively executed by agents of the State.

The inappropriate, highly centralized dictatorial governance of the colonial as well as post independence administration of the country excluded the Rwandese population from participating in the determination of their political, economic, and administrative well-being.

When the present government of National Unity came into power in 1994, it inherited a situation characterized by:

- Lawlessness ;
- Insecurity both from within and outside the country ;
- Destroyed infrastructure ;
- Dislocated public service systems;
- Displaced and traumatized populations;
- A deeply divided society.
- A national economy that was on a downward trend

The Government of National Unity immediately embarked on executing emergency measures to restore the country. The government has succeeded in rehabilitating government infrastructure, restoring the provision of public services (health, education, security, justice, etc.), resettling the returned populations, re-establishing a credible government in the eyes of both the people of Rwanda and the international community, rehabilitating and stabilizing the economy. Most importantly, the government has succeeded in bringing the Rwandan society to live together again and try to reconcile themselves. This is a job most people had thought to be impossible given the fact that, just a few months before, the same society had been so divided that one part sought to exterminate the other through genocide.

In addition, the government adopted and implemented policies which allowed other players to participate in the social and economic rebuilding of the country. Notable among such policies is the policy of privatization and private Sector Development, together with encouragement of the activities of civil society and non-governmental organizations.

Consequently, five years after the cataclysm of 1994, the country's economy has now recovered to its pre 1994 level in most sectors.

However, from a political and administrative view, the Rwandese system is still largely centralized and the following problems persist:

- Inadequate participation of the majority of the population in the making of decisions that concern their livelihood.
- Inadequate financial and other resources at Prefecture, Commune and lower levels. It is true that the Rwanda Government has limited revenue, but the little there is remains concentrated at central government level.
- Management structures at local administrative levels that support lack of accountability and transparency.
- Accumulation of political, administrative, and financial mandates at central government level. In some cases, for example, at Commune level, the powers are centralized in one person, the Bourgmestre.
- Passivity, lack of initiative and dependency syndrome on the part of the majority of the population, caused especially by over-centralization and exclusion from participation.
- Inadequate capacity (human, systems, structures, institutions, facilities, logistics, technologies, networks, attitudes, etc) at both central government and local levels.
- Officialdom which erodes further the people's say in the management of their affairs, the system being generally accountable to central government instead of being accountable to the people.
- Little presence of women and youth in the running of the political economic, and administrative systems and affairs of Rwanda.

A political and administrative system where problems such as the above prevail cannot support economic and social development precisely because the concerned people's energies are not adequately mobilized to initiate, plan, and implement development action based on locally identified needs. The repercussions of the inappropriate governance system are reflected in the economic and social development situation of Rwanda, which is still among the poorest countries of Africa with more than 65% of its population living below poverty line, Rwanda is placed 164<sup>th</sup> out of 174 poorest countries of the world. (see UNDP: Human Development Report 1999 for Rwanda page 13).

The following is a summary of some of the figures that describe the poverty situation in Rwanda:

Indicators	Years	1993	1994	1995	1996	1997	1998
• GDP Growth rate		-8,5%	-49,9%	34,4%	15,8%	12,9%	9,6%
• Per capita income							251 US\$
• Infant mortality rate per 1000 live births					125‰	131‰	129‰
• Debt burden : External debt							1,2 Bin US \$
• Prevalence of child malnutrition				28%			42,8%
• Life expectancy at birth	Males						47 years
	Females						50 years
Population with access to safe water					44%		
• Population with access to health care						80%	
• HIV positive per 100 adults						11,3	
• Adult literacy :	Males						
	Females				52%		

The imports were 4.5 times more than the exports in 1998

(Source: UNDP Human Development Report Rwanda 1999 and Ministry of Finance and Economic Planning, Directorate of Statistics (Rwanda July 1999)

All effort of the Rwandese Government of National Unity since 1994 have been dedicated to reversing the situation. The government has launched democratic decentralization as yet another government policy targeting poverty reduction by improving the quality of governance in the country, and by promoting the mobilization of energies and resources of the local people to participate directly in the determination of their political, social, and economic well-being.

Decentralization will provide a structural arrangement for government and the people of Rwanda to fight poverty at close range, and to enhance their reconciliation via the empowerment of local populations.

## **2. Mandate**

The overall mandate of the decentralization is to ensure political, economic, social, managerial / administrative and technical empowerment of local populations to fight poverty by participating in planning and management of their development process. The mandate is more specified in the following strategic objectives as stipulated in the policy and law.

- (i) To enable and reactivate local people to participate in initiating, making, implementing, and monitoring decisions and plans that concern them taking into consideration their local needs, priorities, capacities and resources by transferring power, authority and resources from central to local government and lower levels.
- (ii) To strengthen accountability and transparency in Rwanda by making local leaders directly accountable to the communities they serve and by establishing a clear linkage between the taxes people pay and the services that are financed by these taxes.
- (iii) To enhance the sensitivity and responsiveness of Public Administration to the local environment by placing the planning, financing, management, and control of service provision at the point where services are provided, and by enabling local leadership develop organization structures and capacities that take into consideration the local environment and needs.
- (iv) To develop sustainable economic planning and management capacity at local levels that will serve as the driving motor for planning, mobilization, and implementation of social, political, and economic development.
- (v) To enhance effectiveness and efficiency in the planning, monitoring, and delivery of services by reducing the burden from central government officials who are distanced from the point where needs are felt and services delivered.

With the above mandate, the government of Rwanda is taking decentralization as an instrument for people's political empowerment, a platform for sustainable democratization, a structural arrangement for mobilization of economic development energies, initiatives, and resources, and as a weapon for people's reconciliation, social integration and well being.

Overall it is a vehicle for the promotion of a culture of good governance in the country (political, economic, civic, and managerial/administrative good governance). The hope for the development of Rwanda lies in the will and power of its people. The decentralization policy is intended to give the power to the people and enable them execute their will for self-development. Decentralization will evolve institutions that are not only democratic, accountable, and transparent but also efficient and effective in service provision, and community development.

### **3. Mission statement**

In order to pursue the fulfillment of the above mandate the mission of the Government of Rwanda is to be effective and efficient in policy making, coordination and to initiate, plan, and oversee the implementation of a sustainable decentralisation process that will ensure the participation of the people in activities concerning their development, sensitivity and responsiveness of Rwanda's administration and leadership to the needs and priorities of the people, reconciliation and a sense of belonging to the citizens of the country, political, managerial and financial accountability, and poverty alleviations and equitable economic development for all the people of Rwanda.

### **4. Strategic Objectives**

The following five strategic objectives will guide the pursuit of the above mandate and mission:

- (i) To mobilise the entire establishment of the government and state of Rwanda to create enabling environment that allows the population of Rwanda to own, support, sustain and participate in the decentralisation process. (Without sustained local and leadership ownership and support, decentralisation will be stillborn).
- (ii) To persistently exhibit exemplary effectiveness, efficiency, and accountability in the planning, implementation, monitoring, and evaluation of all programmes and projects of decentralisation in the country. (Without exemplary effectiveness, efficiency, and accountability, the current performance problems faced by central government will be passed on to decentralised units. There is no need to decentralise inefficiency and lack of accountability).

- (iii) To ensure local participation and instill a sense of anti-dependency and self-reliance amongst the Rwandese people by mobilising and effectively utilising local human, material, and financial resources to plan, implement, control and sustain local governance for participative delivery of social services for all. (If the local people cannot mobilize their own energies and resources for their own development, if they have to rely on external assistance for ever, then there is no local governance to talk about in Rwanda. The centre pin for local governance is a considerable level of self-reliance - especially financial self reliance).
- (iv) To develop local capacities in infrastructure, management and administration systems, structures, knowledge, skills, attitudes, institutions, networks, relationships, technologies, processes, procedures practices, and leadership behaviour that will sustain local good governance for effective, efficient, accountable, and equitable delivery of social services and development for all. (Developing management, administrative, and technical capacities at local government level is a cornerstone for successful local governance. Without capacity development, decentralisation is not sustainable).
- (v) To strengthen participative and all engaging social communication as a tool for reconciling and harmonising local populations into peaceful productive communities that are aware of and committed to upholding the rule of law, good governance, respect for human rights and property, and defence of their rights and fulfill their obligations . (When everything is said and done, all depend on the local population's understanding and commitment to their obligations and rights as well as the limits and obligations of the State. If local populations are not aware of and not ready to defend their rights and fulfill their obligations then decentralisation may amount to decentralising dictatorship with local elite leaders, even when elected, becoming small lords to exploit the ignorant population).

## **5. Specific Objectives:**

The achievement of the following specific objectives will lead to the attainment of the above strategic objectives, mission and ultimately the mandate of decentralisation.

### **5.1. Concerning ownership and support of local governance in the country:**

- (i) To put in place and strengthen an organisation structure that will ensure effective mobilisation and co-ordination of all the stakeholders in state leadership, the private sector, local governments leadership, civil society, donors, and all development partners to own and support the decentralisation process as well as local governance in general.
- (ii) To continuously communicate to all stakeholders, including the general public, the objectives, strategies, and progress of the decentralisation policy and to solicit for their input so as to sustain participation in the implementation of local governance initiatives.

## **5.2. Concerning exhibition of exemplary effectiveness, efficiency and accountability**

- (i) To put in place a management and technical unit manned by people who are highly competent, skilled, knowledgeable, motivated, and with appropriate attitude that will ensure effectiveness, efficiency, accountability, and responsiveness in planning, implementation, monitoring, and evaluation of the decentralisation policy in the country.
- (ii) To provide the management and technical unit with up-to-date equipment, tools, logistics, and working space that will support the exhibition of exemplary operational effectiveness, efficiency, and accountability.
- (iii) To design management, administration, information, and communication systems, procedures, and processes that will be applied by all personnel in the management and technical unit to support exemplary effectiveness, efficiency, and accountability.
- (iv) To continuously develop the capacity (knowledge, skills, attitude, and networks) of the personnel of the management and technical unit to enable them plan and manage the decentralisation process sustainable.

## **5.3. Concerning local participation, independence and self-reliance**

- (i) To strengthen political participation at local level by ensuring free and fair local elections through which local population will elect and hold accountable their leaders
- (ii) To encourage and promote the spirit of Umuganda, the work of NGOs (Non Governmental Organisations), and CBOs (Community Based Organisations), through which social participation, cohesion and self-help projects and programmes will be fostered at local level.
- (iii) To strengthen local participation in development planning by sustainably enhancing the capacities of Community Development Committees at all levels to identify, analyse, and prioritise problems, plan, and mobilise resources for the development of local communities and through this bottom-up process incorporate these local development programmes into the national development program .
- (iv) To expand the local revenue base and raise adequate revenue for both capital and recurrent expenditures for supporting development and service delivery at local levels.
- (v) To sensitise the population about the need to participate in the financing of development and service delivery via payment of taxes and other financing mechanisms.

- (vi) To work in close collaboration with the Rwanda Revenue Authority, Ministry of Finance and Economic Planning and other relevant stakeholders to devise means of not only raising local revenues but also mechanisms and formula for collecting and sharing the revenues among the different levels of government.

#### **5.4. Concerning the development of management, administration, and technical capacities in local governments**

- (i) To work with local political, managerial and technical personnel and design management, administration, information, and communication systems, processes and procedures that will ensure effectiveness, efficiency, and accountability in management at local government levels.
- (ii) To work with local political, managerial, and technical personnel and design that will support efficiency, effectiveness, proper communication, and accountability in the management of local governments.
- (iii) To work with local political, managerial and technical personnel to design and implement programmes and projects to develop leadership, management, administration, (knowledge, skills, attitudes, networks, and technologies) of all personnel including elected leaders that will support the planning, and delivery of services and development at local level.
- (iv) To provide adequate infrastructure, equipment and tools to allow effective and efficiency of in performance of local Governments.
- (v) To work very closely with the Ministry of Public Service and Labour to integrate programmes of civil service reform and decentralisation especially in streamlining the management of Human Resources in Local Governments. Systems of human Resources Management, personnel administration and development designed during the process of reforming the civil service must be harmonised with the objectives and strategies of decentralisation.
- (vi) To develop revenue generation, financial management, and accounting capacities in local governments to ensure effectiveness, economy, efficiency, accountability, and transparency in the utilisation of finances for service delivery and development.

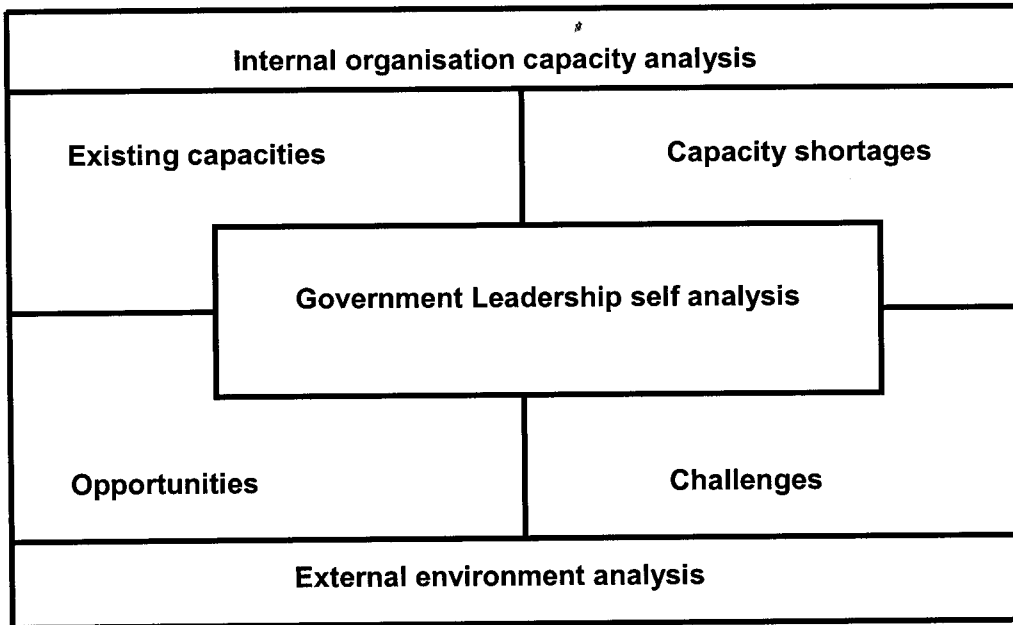
### **5.5. Concerning the harmonisation and reconciliation of local populations into peaceful and productive communities**

- (i) To enhance awareness amongst the local populations of their rights and obligations and propagate the values of the rule of law and good governance in general.
- (ii) To design and implement communication channels and techniques, that are appropriate to the local environment to support efforts of reconciling populations.
- (iii) To encourage local communities to work together in the design, implementation of community social economic projects as a way of fostering unity a sense of community belonging.

### **6. Current Capacities, Environmental Opportunities, and Challenges**

In order for the above mandate, mission, and objectives of the decentralisation policy to be successfully achieved and good local governance permanently introduced and practiced in Rwanda, a clear appreciation of the current capacities at both central and local administration levels as well as the opportunities and challenges posed by the environment must be appreciated. The decentralisation process would make use of the existing capacities, develop the lacking ones, take advantage of the opportunities and at the same time plan and implement measures or overcoming the challenges. An analysis of capacities, opportunities and challenges will have to be continuously carried out along the way of implementing the decentralisation policy. For the beginning, below is the analysis of capacities, opportunities and challenges for decentralisation in Rwanda. A framework used for the analysis is shown below.

## 6.2 Framework for organisational and environmental analysis



Using the above framework to analyse the internal situation and the environment in relation to the requirements of decentralisation, the immediate picture of capacities, opportunities, and challenges presents itself as follows:

### 6.3. Existing Capacities:

Although it is a fact that for long Rwanda has been a highly centralised State, there are aspects of the current situation can be harnessed to support the beginning of the decentralisation process. The following are some of the strengths that will be built upon to start the decentralisation and local governance process;

- (i) **Government will and commitment to people empowerment:** The present government of National Unity is willing and committed to decentralisation for empowering the local communities to engage in political, social, and economic development activities. This will and commitment are crucial for mobilising the entire country and development partners to support and facilitate decentralisation and good local governance.
- (ii) **An Administrative and political structure:** There was, recently, created a Ministry of Local government with the promotion of good governance including decentralisation as one of its mandates. This structural empowerment at the highest level of government will be taken advantage of to flag off, monitor, and guide the implementation of the decentralisation policy.

In addition to the ministerial establishment there are local authorities structures that will be harnessed to spearhead the implementation of the decentralisation policy. These are: the Prefectures (now named the Intara), the Communes (now named the Akarere), the sectors (now named umurenge), and the cells (now named Akagari). Though largely lacking in essential capacities these structures will serve as points of departure through which local populations and resources will be mobilised to implement local governance at the local levels. Within these structures, (for example at Akarere, Akagari, and Umurenge levels). There are already Community Development Committees with whom development activities have been going on with support from local and international NGOs and donors. The implementation of decentralisation will not only benefit from such structures but will also strengthen them further.

- (iii) **Human Resources:** The existing personnel in Ministries, Intara, and Akarere can be assessed and reoriented through appropriate training and other capacity development mechanisms to support the implementation of the decentralisation policy and the sustainability of local governance.
- (iv) **Tools and facilities:** The existing tools and facilities such as buildings, furniture and vehicles communication systems and equipments at Intara and Akarere levels, though mostly inadequate, will serve as initial take off support for the decentralisation process.

- (v) **Funding:** Given the level of poverty of the country and the low levels of government revenue with an overstretched budget, funding will pose a very big challenge for decentralisation. However, the beginning of financing the decentralisation policy will be to continue with the current government policy of deconcentrating appropriate and relevant ministerial budgets to the Intara. The management of these funds will permit personnel in the Intara to master financial management which is one of the crucial skills in decentralisation.
- (vi) **Networks:** There are existing networks among different actors (NGOs, donors, Ministry of Local Government and Social Affairs, other ministries, government agencies, and local authorities) that will be strengthened to facilitate and support the implementation of decentralisation.

The above capacity available will be harnessed to start off decentralisation and the rest will be developed and mobilised as the process of developing local governance goes on.

#### **6.4. Capacity shortages:**

A country like Rwanda, which has been governed by highly centralised and dictatorial systems inevitably, has a lot of capacity shortages to manage a decentralised and local governance system. However, the government of National Unity is committed to installing a decentralised and good local governance system, the conclusion from this is not to give up saying "no capacity no decentralisation". Will implement an incremental, gradual decentralisation process that will build the capacity as it progresses.

Although a clear picture of what capacity is lacking and in what magnitude will be specified after a series of capacity assessment exercises to be conducted as part of the decentralisation implementation process, deep capacity gaps exist in the following areas:

- (i) **Inappropriate legal provisions:** Most of the laws, including the Constitution, were constructed to support the centralised system. They will have to be reformed to be supportive to decentralisation and local governance.
- (ii) **Human Resources:** (number, skills, knowledge, motivation, and networks). It should be born in mind that most of the personnel existing are used to managing a highly centralised system and therefore not predisposed to manage local governance.
- (iii) **Facilities :** some Imirenge do not have office building and office equipment and the Akarere will need better and more facilities if it has to attract better qualified and competent personnel.
- (iv) **Organisation structures:** Most of the existing structures were designed to facilitate centralisation and they are not appropriate for facilitating decentralisation.

- (v) **Systems, procedures, processes:** The existing ones were probably suitable for centralised governance but certainly not for decentralised governance.
- (vi) **Data, records, information systems as well as information technology (both hard and software) :** Generally this is a weak area in the administrative system of Rwanda, but it is acute in local government structures which have not been the information technology.
- (vii) **Funds:** Government revenue is very low and local revenues are even lower. As a post colonial state with a centralized system of administration, Rwanda has a population which is not adequately sensitised for tax payment. This is a considerable handicap for decentralisation.
- (viii) **Net works:** (e.g.: local government associations). It is understandable that these could not have developed under a highly centralised governance system.

### 6.5. Environmental opportunities.

The environment of Rwanda has some opportunities, which will be taken advantage of to launch the decentralisation process and plants seeds of strong good local governance in the country. Some of these are highlighted below:

- (i) The misfortune of genocide and the disastrous effects and impact it had on individuals, families, communities and the nation of Rwanda, plus the bitter fact that state agents commanded it, is a reason strong enough for local populations to want to own their destiny in their hands and not to entrust it wholly to distant government officials. This is an opportunity that should be seized to mobilise people's support for local governance.
- (ii) **International good will and NGOs support:** The international community and NGOs have supported the government of National Unity and the people of Rwanda in their efforts to bring the country back on the road.

They are looking forward to the government strengthening good governance by, among other things, giving political, economic, and decision-making powers to local populations for their development. This support will be harnessed to mobilise initial resources, especially financial, for the implementation of decentralisation

- (iii) **Size of the country:** Rwanda being a small country, it is easier to move from one corner to another. This is an opportunity for monitoring the process of decentralisation and for the sharing of experiences across local governments.
- (iv) **Common local language:** Since all local populations speak and understand Kinyarwanda, informational and mobilisation communication for decentralisation will be easy.

- (v) **Rich experience of decentralisation in the region:** In the Great Lakes region, countries (e.g. Uganda), have designed and successfully implemented extensive decentralisation programmes. Rwanda will therefore not be plunging in unknown waters. It has lessons it can learn from the region about decentralisation.
- (vi) **Management, administration, and technical capacity development institutions:** For developing the capacity for local governance, national institutions such as the University of Rwanda in Butare, the Rwanda Institute of Administration and Management, RIAM, KIST, etc. will be mobilised to support and facilitate capacity building activities of decentralisation. Where they are found to be inadequate, other institutions in the region and from overseas will be solicited.

### 6.6. Environmental challenges:

Despite the above opportunities, there are challenges in the Rwandan environment that will have to be overcome in order to implement decentralisation successfully. Notable among them are the following:

- (i) **Generalised poverty:** Clearly the biggest challenge is how to finance decentralisation given the low levels of revenue for central government and low household incomes for the population. The decentralisation process will involve revenue mobilisation from development partners to support its take off, and at the same time be used as a strategy for local revenue generation to support sustainable local governance.
- (ii) **Passivity and dependency syndrome among the local population:** It has been observed that because of the past prolonged exposure to high doses of centralised governance, the majority of the population are passive and dependant in spirit believing that for any problem some central government intervention or external assistance will have to come and help.

This is not a conducive spirit for local governance. Part of the effort of decentralisation will have to be the change of attitudes, not only of the leadership who have to relinquish power and monopoly of resources and let the people take an upper hand in determining their destiny, but also of the people themselves who have to be ready to accept this power and use it for their own benefit. In this the people have to learn to look to themselves for solutions to their problems.

## 7. Strategic Approaches and Actions

In light of the mandate, mission, strategic and specific objectives of decentralisation and given the existing and lacking capacities, opportunities, and challenges analysed above, the following strategic approaches and actions will be undertaken to effectively implement decentralisation. Some will be in the immediate term, others in the short and medium term, while others will be in the long term. There are also strategic approaches and actions that will be on-going cutting across the whole process of decentralisation.

The important thing to bear in mind is that decentralisation is not a point in the history of the country. Once launched it is a process that is part and parcel of Rwanda's socio-politico-economic development.

### **7.1. Approaches:**

Decentralisation and local governance in Rwanda will be planned implemented, monitored and evaluated using basically two approaches: the consultative and participatory approach and the incremental approach. Which are mutually supportive.

- (i) The consultative and participatory approach: Decentralisation is designed to promote the participation of the local communities in the management of their political, social, and economic affairs. Everyone involved in the process of its implementation, monitoring, and evaluation must practice what they preach so that the process of implementing decentralisation becomes the practice ground for getting people used to participation. Stakeholders will be identified, consulted, and encouraged to participate in the process of decentralisation. The structures put in place to steer and manage it will be designed with consultation and participation in mind.
- (ii) The incremental approach: Over enthusiasm can be as destructive as complacency. Even if decentralisation is designed to transfer powers, functions, responsibilities, and resources from central to local governments, it should not mean that the central government just dumps power, functions, responsibilities, and resources on to local communities abruptly. Planned, gradual, and incremental transfer will be used to avoid slide back effect or spectacular failure.

It will also help to get local communities to gradually discover and get used to the vicissitudes of handling political and economic power, responsibilities and resources while at the same time it will allow space and time for capacity development.

## 7.2. Strategic Actions and their Time Span

The following strategic actions will be undertaken in the immediate, short term, medium term, long term as well as on an on-going basis:

Strategic Action	Immediate term (2000)	Short term (3 years)	Medium term (5 years)	Long term (above 5 years)
1. Adopt & Communicate Policy	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx
2. Make enabling laws	xxxxxxxxx			
3. Constitute NTSC	xxxxxxxxx			
4. Create a Decentralisation Management unit	xxxxxxxxx			
5. Plan and conduct sensitisation and awareness creation activities	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx
6. Plan procuring and conducting capacity building activities including: <ul style="list-style-type: none"> <li>• Facilities and infrastructure;</li> <li>• Restructuring of local governments;</li> <li>• Designing and implementing systems, procedures, and processes for local Government;</li> <li>• Tooling and re-tooling local governments;</li> <li>• Designing and implementing management information systems including a data bank;</li> <li>• Designing and implementing human resource planning, management, and development systems including training;</li> <li>• Computerization.</li> </ul>	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx
7. Organise and conduct Council elections at Akarere,	xxxxxxxxx			
8. Financial deconcentration	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx
9. Financial devolution	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx
10. Mobilisation of financial and other resources	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx

### 7.3. Details of strategic actions, outputs, and indicators

Below is a more detailed break-down of the above strategic actions giving outlines of outputs and performance indicators. This is not an implementation action plan. It will be designed and produced by the Decentralisation management once it is in place.

Strategic action 1. Adopting and communicating the decentralisation policy	Outputs	Indicators.
	(i): Policy adopted by Cabinet	Policy documents.
	(ii): Policy documents and publicity programmes	widely distributed .

The draft policy document is being discussed by various stakeholders. It will be finalised into a policy proposal document and submitted to Cabinet for approval.

After approval it will be widely publicised as an on-going awareness campaign to popularise the decentralisation policy and decentralised governance. It will be produced in booklet form in English, French, and Kinyarwanda and distributed to all stakeholders including the public.

Strategic action 2: Making the decentralisation enabling laws	Outputs	Indicators
	Decentralisation law - Instruments of constitution - Intara laws - Akarere laws - City municipality, town laws	law gazetted

Concurrently with the preparation of the decentralisation policy document, drafting the proposal of a bill is in progress. As soon as the policy is approved by Cabinet, the bill will be tabled before Parliament. The passing of the decentralisation law will give a strong legal impetus to decentralised governance in the country. The law will be widely communicated and will form one of the first documents on which to base the training of local political leaders and officials so that they become very conversant with the law they will be implementing. It will also be put in a simplified version for the lay people to understand it since they will be key stakeholders in its implementation.

**Strategic action 3**  
 Constituting the national transformation Steering Committee (NTSC)

**Outputs**  
 NTSC

**Indicators**  
 NTSC  
 operational

Decentralisation will concern every aspect of Public life in Rwanda but more so the activities of Ministries and government agencies concerned directly with service delivery at local level (Education, civil service, health, water, road construction, agriculture, veterinary, environment, youth, culture and sports, finance, etc). In order to give integrated guidance and monitoring to the decentralisation process National steering committee will be put in place and operationalised. This will also help to galvanize support for the policy from all government circles, civil society private sector and development partners. Therefore it should be composed of representatives from these sectors.

A Decentralisation management unit will be created and empowered to plan, manage, monitor, evaluate, generally manage and tender advice decentralisation governance in general. It will also serve as secretary to the NTSC and will directly report to the Chairperson of the NTSC who would be the Secretary General of MINALOC.

**Strategic Action 4:**  
 Creating the Decentralisation management Unit (DMU)

**Outputs**  
 Decentralisation Management unit

**Indicators**  
 Effective management unit

**Strategic action 5:**  
 Planning and conducting sensitisation and awareness creation activities

**Outputs**  
 (i). Sensitisation and awareness programmes  
 (ii). Wide public awareness of decentralisation

**Indicators**  
 number and quality of programmes  
 extent of awareness in the public

Very often public policies get poor reception and response from the public (something that causes problems during implementation) because of the way they are communicated to the public. Decentralisation is intended to affect political, social, and economic lives of the people of Rwanda. If right from the beginning the public is not aware of the mandate, objectives, strategies and approaches of the decentralisation policy, they will not commit their energies for its implementation. Therefore, one of the most important strategic actions that will be on going throughout the implementation of decentralisation is the sensitisation of the people. Although it will be one of the tasks of the Decentralisation management Unit to plan and implement this sensitisation, all leaders of government will be mobilised to engage in sensitizing the public about this crucial policy.

	<b>Outputs</b>	<b>Indicators</b>
<div style="border: 1px solid black; padding: 5px; width: fit-content;"> <p><b>Strategic Action 6:</b> Planning and conducting capacity building activities</p> </div>	(i)Local govts. restructured	Effective structures
	(ii)Systems, procedures, & Processes designed	Effective systems processes & procedures
	(iii)Tools provided	Number & quality
	(iv)Mgt. Information systems in place	Effective systems
	(v)Data bank	Availability & quality of data
	(vi)HRM system	Effective system
	(vii)HR plans	Availability of plans
	(viii)Training programmes	Number of people trained
	(ix) Facilities and infrastructure	Facilities and infrastructure

Capacity development will be an integral part of the implementation of decentralisation and will form the central job of the Decentralisation Management Unit. Structure, systems, procedures, processes technologies, tools, and human resources will be developed to enable the decentralisation process exhibit exemplary effectiveness, efficiency, and accountability and also to empower local governments to plan and manage decentralised governance. Capacity development will be an on-going activity of decentralisation.

**Strategic action 7:**  
Organising and conducting local elections at Akarere level

<u>Outputs</u>	<u>Indicators</u>
• Elected leadership	(I)elections conducted (ii)Quality of elected Leaders

In 1999 local elections were conducted at Akagari and Umurenge levels. One level that has been historically linked with high centralisation is the Akarere level where the bourgemestre has been the embodiment of the State. This level will be transformed into a highly decentralised local government. The strategic beginning point is to ensure that local leaders at this level are democratically elected. These elections will be conducted before the year 2000 ends.

**Strategic action 8:**  
Financial *deconcentration and devolution*

<u>Out puts</u>	<u>Indicators</u>
(i)Service delivery budgets deconcentrated	amount of funds deconcentrated increased
(ii)Block grants to local Govts.	amount of grants transferred
(iii)Local Govts. with own revenue sources	amount of funds raised locally

The issue of sharing funds between central and local governments is crucial, contentious, and the most difficult to handle precisely because of the low levels of government revenue coupled with low household incomes at local community level. However, also there are strong weaknesses in the taxation system. The Ministry of Local government, the Revenue Authority, and the Ministry of Finance will work closely to plan a phased transfer of funds to Local Governments. Deconcentration has already been started in many ministries. This will be strengthened. However, decentralisation will also introduce gradual financial devolution with basically two aspects: one where block grants will be transferred to Local governments, and the other where Local governments will collect revenues and retain specified percentages for their use at local level.

<b>Strategic action 9:</b> Mobilisation of financial and other resources	<b>Output</b>	<b>Indicators</b>
	(i)Financial support	Amount of financial aid for decentralisation
	(ii)Technical support	Quality and quantity of support from partners for decentralisation

The implementation of the decentralisation policy and the sustainability of local governance in Rwanda will require an amount of financial, material, and technical resources that is by far beyond the current capacity of the country. However, the decentralisation policy creates avenues for resource mobilisation at local, national, and international levels. Development partners, including NGOs, bilateral and multilateral donors will be mobilised to contribute technical and financial resources for implementing decentralisation.

Each of the above strategic actions will be carefully planned and transformed into a programme of activities and action plan to ensure that decentralisation is implemented with exemplary effectiveness and efficiency. The Decentralisation management Unit will be required to produce an action plan and activity schedule for the implementation of each of the above strategic actions. The action plan and activity schedule Budget will be approved by the NTSC and constantly consulted to monitor and steer the decentralisation process effectively.