Administrative Territorial Reform in Rwanda

Vision, Challenges, and Progress
The Decentralisation Policy was adopted in 2000 with objectives of empowering the population, strengthening good governance, pro-poor service delivery, poverty alleviation and public administration at decentralised levels.

There are three phases of the policy. Phase I is completed and we are now in Phase II.
Phases of Decentralisation

- Phase 1: 2000
- Phase 2: 2001
- Phase 3: 2005
- Phase 4: 2010
- Phase 5: 2015

Levels:
- CG
- Provinces
- (Sous-Prefectures)
- Districts/Communes
- Sectors
- Cells
Phase I

✅ Achievements

- Promulgation of legal framework, transfer of resources and authority, establishing CDF and RALGA, creation of conducive political framework, integration of women into governance and planning regime.

✅ Evaluations

- 2003 NURC & RNE/GOR evaluation, 2004 fiscal potential study, 2005 institutional analysis, decentralised service delivery, parliamentary and ombudsman’s inquiries & Swiss donor harmonisation study
  - Evaluations shows achievements in decentralisation and a high expectation by the population in terms of service delivery at district/town level

✅ Challenges

- But… also challenges, especially the fiscal potential showed that the current structure is fiscally unsustainable and the administration is too heavy and not focused on service delivery.
Phase II - Vision

- The vision for the second phase of decentralisation is to have modern, coherent and efficient local governments with skilled and professional staff and sound public financial management, accountable to the population, able to effectively deliver services through strengthened coordination with the sector level and to promote local economic development.

- This vision of the decentralised structures will enable Rwanda to move rapidly towards reaching the Millennium Development Goals (MDGs) and improving human development.
Phase II – Strategic Orientations

1. To enhance institutional development and capacity building for responsive local governance.
2. To develop an efficient, transparent, and accountable fiscal and financial management system at local government and grassroots level.
3. To strengthen participatory and inclusive local government planning for local ownership of the development process.
4. To effectively undertake sectoral decentralisation ensuring quality service delivery to the people for improvement of their social well-being.
5. To institutionalise and develop a monitoring and evaluation system as a tool for ensuring the successful implementation of the decentralisation programme.
6. To enhance the local governments’ capacities for gender, environment, information communication and technology, and HIV/AIDS inclusion in the planning and implementation of the decentralisation process.
7. To strengthen coordination and harmonisation of interventions of all stakeholders in the implementation of decentralisation as a way of ensuring synergy and complementarity of efforts.
The Roadmap covers the period up to December 2006

It is divided into three phases:
- **Before the Reform** – before parliament passes the constitutional change and necessary laws
- **The Interim Period** – up to elections
- **The Period after Elections** – when the new councils are established and begin to function

The Roadmap covers 6 main themes:
1. The Legal Framework
2. Development Planning
3. Human Resource Management
4. Fiscal & Financial Issues
5. Capacity Building
6. Infrastructure & Asset Management
Progress Made

- Laws and decrees have been drafted
- DDPs 2006-08 have been produced
- The retrenchment package & database of all current staff have been developed
- A review of the fiscal/financial policy has been drafted
- The Capacity Building Basket Fund and a capacity building strategy have been proposed, a draft strategy has been drafted
- A database of all assets have been produced and a redistribution programme designed
Managing the Reform

- NDIS is to be established as a strong change management team to support all line ministries in general, but MINALOC in particular through the reform and to develop and update the decentralisation implementation framework in line with EDPRS.

- A support programme has been designed and agreed upon by donors.

- Technical teams in MINALOC have made progress in all areas of the roadmap – but still challenges remain.

- The technical experts must be recruited to complement NDIS staff for the Change Management Team.

- There is a need to strengthen the policy framework and consolidate the legal framework and to produce new administration and procedures manuals in time for when the new local governments will operate.
The support programme to managing the reform has four objectives:

1. Support MINALOC in crystallizing and expanding the existing policy framework, implementation plan and critical actions for the operationalisation of the reform.
2. Support MINALOC in developing a 5-Year Decentralization Strategy in line with the EDPRS and related plan of action.
3. Strengthen the capacity of NDIS and MINALOC to lead policy dialogue on decentralization, to coordinate the various actors and to implement the GoR Decentralization reform, policy and 5-Year Strategy and plan of action.
4. Support the capacity building of the newly established local governments through the creation of the necessary institutional and working environment and empower them to fulfill their new roles in the decentralization process.

The cost of implementing these objectives are estimated at 4,1 million US dollars.
The CMT Organisational Structure

National Decentralisation Steering Committee
Chairperson: Minister of Local Government

National Program Steering Committee:
Chairperson: Minister of Local Government

NDIS/CMT

Ministerial Focal Points
Local Governments RALGA
Civil Society Organisations
Development Partners
CDF/FARG/CNR
Other Stakeholder
Conclusion

- The territorial reform addresses these challenges by reducing the number of provinces, districts and sectors whilst strengthening the capacity and consolidating the resources available for local governments to function. By changing the organisational set up of districts and sectors, the devolution of sectoral responsibilities and strengthening of communication between sectoral ministries and the decentralised entities further sectoral decentralisation will be achieved.

- The vision is the creation of modern, viable and accountable local governments enabling Rwanda to move forwards in human development terms and towards the MDGs. The conclusion is that the new local government structures will enable Rwanda to do so.