



Ministry of Public Service and Labour/  
Human Resources and Institutional Capacity  
Development Agency (MIFOTRA/HIDA)



United Nations Development Programme

# **Mapping of Ongoing and Planned Capacity Building Activities in Rwanda**

## **Final Report**

### **April 2008**

Report Prepared by:

Ahmad Tijan B. Jallow (PhD) – Lead Consultant  
Canisius Karuranga – Public Sector Institutions  
John Mutamba – Local Government Bodies  
Catherine Kampire Gashegu – Multilateral and Bilateral Agencies  
Viateur Bicali – Civil Society Organizations  
Jean Mukunzi – Private Sector

## **Acknowledgements**

The consultants gratefully acknowledge the help and assistance of many individuals in numerous institutions, organizations and enterprises who made it possible to conduct the mapping exercise. We also express our thanks to the Secretary General of MIFOTRA, Ms. Marceline Mukakarangwa and Mr. Barnabe Sebagabo, Director of Planning, Policy and Capacity Building MIFOTRA for the interest and support of the study. The assistance provided by HIDA through its Director, Mr. Charles Karake and other staff of HIDA (Mr. Emmanuel Rutsimba and Peter Malinga) was critical at the inception of the study and throughout the course of the exercise. The United Nations Resident Coordinator, Mustapha Soumare, provided much encouragement for which we are grateful. We also acknowledge with many thanks the substantive and other forms of support provided by Mr. Eugene Nkubito of UNDP Rwanda.

## Executive Summary

This report presents the results of a mapping of ongoing and planned capacity building activities in Rwanda, the resources committed, the institutions/sectors where those activities are carried out and the financing institutions (development partners). The mapping covered the Public sector, Local government, Private sector, Civil society and Development partners.

Rwanda benefits from substantial budget support from its development partners, and this invariably contributes to the capacity building efforts underway. However, it is much more difficult to accurately map such a contribution. The study was therefore focused on assessing the capacity building activities reflected in programme and project support.

The report shows that significant capacity building activities are underway in Rwanda, and that the efforts are addressing all three aspects of capacity, namely: *individual*, *organizational* and *institutional*. Some of the main findings from the mapping exercise can be summarized as follows:

- *Public sector*: organizational strengthening appears to be the main focus of much of the capacity building support. This is borne out by the findings from the public sector, as well as the assessment of the efforts of multilateral and bilateral agencies. Although significant resources are being devoted to human resources development, much of the support is going to short-term training, seminars, workshops and similar activities. This underscores the need to devote more attention to the long-term development of critical skills in the public sector to complement the ongoing efforts to strengthen organizational capacities.
- *Local governments*: the assessed capacity building activities from the Medium Term Expenditure Framework - MTEF (2007-2012) show that priority is being given to training activities and other forms of human resources development. Data from the district development plans (2007-2012) however, show that substantially more of the planned activities and resources are aimed at building organizational capacities. Given the fact that the districts have been recently re-organized, both human resources development and strengthening of organizational capacities would be required, but the latter should be granted a greater priority.
- *Private sector*: this sector is less well favoured in terms of capacity building support than the public sector. Within the private sector, large-scale enterprises appear capable of planning and financing their capacity development needs in contrast to the medium and small scale enterprises. The current focus on building the capacities of SMEs should therefore be consolidated and expanded, giving particular attention to the organizational development of SMEs. In addition, ongoing efforts to make available critical expertise to some medium scale enterprises through activities of organizations such as AMSCO (African Management Services Company) should be expanded.
- *NGOs*: most capacity building support among local NGOs is focused on training activities with modest support for organizational strengthening. Local NGOs need to be assisted to develop appropriate organizational capacities to render them more effective and self-sustaining.

Resources committed for capacity building are significant and are being sourced from the Government regular budget, from projects and programmes supported by partners, internal resources of enterprises in the private sector and funds mobilized by civil society organizations. The report shows that the Public sector is the main beneficiary of resources allocated for capacity building, while the private sector and civil society are less favoured. Within the public sector, resource allocation to capacity building is uneven with ministries such as MINISANTE and MINIAGRIC receiving more support than the others. Local government bodies have recently been restructured and the study shows that while there are several important projects addressing capacity needs of these entities, much of support for this sector is currently diffused and needs to be consolidated and expanded. Local government bodies, as well as the public sector, currently lack a coherent framework to guide planning of capacity enhancement efforts. In the

private sector, large scale enterprises are implementing capacity building activities using their own internal resources while medium scale and small scale ones devote fewer internal resources and some rely on external support from Government and partners which is inadequate to meet existing needs. Small-scale enterprises have a huge potential to contribute to Rwanda's economy but their financial situation does not allow them to make serious investments in capacity development.

The report makes a number of general and sector specific recommendations. It recommends that Government and Partners should urgently assess the impact of ongoing capacity building efforts, particularly in the public sector, which is currently the focus of much of the effort. Recommendations and proposals were also made regarding the establishment of a mechanism to facilitate exchange of information on capacity building activities among the main stakeholders – Government, Development Partners, and others - with a view to ensuring better coordination and harmonization of the planning and financing of capacity building efforts and to help set policy. The study also stresses the importance to Rwanda of developing a national strategy and policy for Capacity Development that will address the short, medium and long-term capacity needs of the country. The report recommends that serious attention should be given to developing critical skills in both the public and private sectors, and that the gains made in strengthening organizational capacity should be consolidated. In particular, the study urges that current efforts underway to enhance the competence and build the skills of middle managers be expanded to boost absorption capacities, enhance service delivery and the effective utilization of aid in the context of Rwanda's Economic Development and Poverty Reduction Strategy.

## Table of Contents

<b>Acknowledgements</b>	
<b>Executive Summary</b>	
<b>List of Acronyms</b>	
<b>List of Tables</b>	
<b>List of Figures</b>	
<b>List of Annexes</b>	

### **PART I: Background and Main Findings and Recommendations**

<b>Chapter 1: Background, Objectives and Methods</b>	<b>2</b>
1.1 Background and Context	2
1.2. The Assignment	3
1.3. Methodology	3
1.4. Limits and Constraints	6
<b>Chapter 2: Main Findings and Recommendations</b>	<b>8</b>
2.1 Overall Findings	8
2.2 Sector Specific Findings	8
2.3 Main Recommendations	18

### **PART II: Sector Specific Reports**

<b>Chapter 3: Public Sector Institutions</b>	<b>23</b>
3.1 Institutions Assessed, Sources of Data and Challenges	23
3.2 Main Findings	23
3.3 Recommendations	35
<b>Chapter 4: Local Government Bodies</b>	<b>42</b>
4.1 Institutions Assessed, Sources of Data and Challenges	42
4.2 Main Findings	42
4.3 Recommendations	53
<b>Chapter 5: Private Sector Institutions</b>	<b>59</b>
5.1 Institutions Assessed, Sources of Data and Challenges	59
5.2 Main Findings	60
5.3 Recommendations	72
<b>Chapter 6: Civil Society Organizations</b>	<b>90</b>
6.1 Institutions Assessed, Sources of Data and Challenges	90
6.2 Main Findings	91
6.3 Recommendations	104
<b>Chapter 7: Development Partners</b>	<b>108</b>
7.1 Institutions Assessed, Sources of Data and Challenges	108
7.2 Main Findings	109
7.3 Recommendations	127

## **Appendices**

Appendix I: Draft Terms of Reference for a Consultant to carry out a Mapping Exercise of Ongoing and Planned Capacity Building Activities in all Institutions (*Public Sector; Private Sector and Civil Society Organizations*).

Appendix II: Checklist of Questions for the Semi-structured Interviews

Appendix III: Project proposal on Establishment of a Database on Capacity Building Activities

Appendix IV: Terms of Reference for Capacity Development Coordination Group

## List of Acronyms

ACBF:	African Capacity Building Foundation
ACDI/VOCA:	Canadian Agency for International Development
ADAR:	Agribusiness Development Assistance to Rwanda
ADB:	African Development Bank
AGR:	Association des Guides du Rwanda
AMSCO:	African Management Services Company
AQUA DEV:	Belgium based international development NGO
ARDI	Association Rwandaise pour le Développement Intégré
ARV	Anti-retroviral
ASBL	Association sans but lucrative (non profit organisation)
BADEA:	Arab Bank for Economic Development in Africa
BCR:	Commercial Bank of Rwanda
BDS:	Business Development services
BNR:	National Bank of Rwanda
BTC:	Belgian Development Cooperation Agency
CAPMER:	Centre for the Support of SMEs in Rwanda
CB:	Capacity Building
CCOAIB:	Consultative Council of Rwandan NGOs for Development at the Grassroots
CDDP:	Community Development and Decentralization Project
CEDP:	Competitiveness and Enterprise Development Project
CEPEX:	Central Public Investment and External Finance Bureau
CESTRAR	Centrale syndicale des Travailleurs du Rwanda (trade unions umbrella)
CHAMP	Community HIV/AIDS Mobilization Program
CHUB	Centre Hospitalier Universitaire Butare (Butare Central Hospital)
CHUK:	Centre Hospitalier Universitaire Kigali (Kigali Central Hospital)
CIAT:	International Centre for Tropical Agriculture
CLADHO:	Rwandan Collective of Leagues and Associations for the Defense of Human Rights
CNF	Conseil national des Femmes (National Women Council)
CNLS:	National Aids Committee
CRS:	Catholic Relief Services
CSC	Centre de Services aux Coopératives (Cooperative support services center)
DCDP	Decentralized Community Development Project
DDPs:	District Development Plans
DFID:	Department for International Development (UK)
DGCD:	Directorate-General for Development Cooperation (Belgium)
EDPRS:	Economic Development and Poverty Reduction Strategy
EIA	Environmental Impact Assessment
EPZ	Economic preferential zone
EU:	European Union
FARG	Fonds d'Appui aux rescapés du génocide (Genocide survival support fund)
FASDO:	Framers Agricultural Services Delivery Organizations
FOREDEM	Fond de Renforcement et de Développement de la Microfinance (BRD)
FRW	Rwandan Franc
GoR:	Government of Rwanda
GTZ:	Deutsche Gesellschaft für Technische Zusammenarbeit
HIDA:	Human Resources and Institutional Capacity Development Agency
HIV/AIDS:	Human Immunodeficiency Virus
HRD:	Human Resources Development
IATA:	International Air Transport Association
ICBA:	Individual Capacity Building Activities
ICCO	International Cooperative
ICRAF:	International Centre for Research on Agro Forestry

ICT:	Information and Communication Technology
IDA:	International Development Association
IFAD/FIDA:	International Fund for Agricultural Development
IFC:	International Finance Corporation
IGA:	Income Generating Activities
ILO:	International Labour Organization
IMBARAGA	Agriculture Trade union
IMF:	International Monetary Fund
INGOs:	International NGOs
INTRA HEALTH	American based NGO
IRC:	International rescue Committee
ISAR	Institut des Sciences Agronomiques du Rwanda (Rwanda agriculture research center)
ISO:	International Standards Organization
JICA:	Japan International Cooperation Agency
KHI:	Kigali Health Institute
KIST:	Kigali Institute for Science and Technology
KORA ASBL	Rwandan Artisans Association
LDU	Local Defense Units
LIPRODHOR	Ligue de promotion des droits de l'homme (human rights promotion association)
LWF:	Lutheran World Federation
MAP:	Mutisectoral Aids Programme
MDAs:	Ministries, Departments and Agencies
MDGs:	Millennium Development Goals
MIDA:	Migration for Development in Africa
MIFOTRA:	Ministry of Public Service, Skills Development and Labour
MIGEPROF:	Ministry of Gender, Family Promotion and Women in Development
MIGESPOC:	Ministry of Sports, Youth and Culture
MINADEF:	Ministry of Defense
MINAFFET:	Ministry of Foreign affairs
MINAGRIC:	Ministry of Agriculture and Animal Resources
MINALOC:	Ministry of Local Government, Good Governance, Community Development and Social Affairs
MINECOFIN:	Ministry of Finance and Economic Development
MINEDUC:	Ministry of education
MINICOM:	Ministry of Commerce
MINIDUST:	Ministry of Justice
MININFOR:	Ministry in the Office of the Prime Minister in Charge of Information
MININFRA:	Ministry of Infrastructure
MININTER:	Ministry of Internal Affairs
MINISANTE:	Ministry of Health
MINITERE:	Ministry of Lands, Environment, Forestry, Water and Mines
MIS:	Management Information System
MISEREOR	German based catholic relief NGO
MSCBP:	Multi-Sector Capacity Building Programme
MSSSES:	Micro and Small Scale Enterprises
MTEF:	Medium Term Expenditure Framework
MTN:	Mobile Telecommunication Network
NDF	Nordic Development Fund
NDIS	National Decentralization Implementation Secretariat
NGO:	Non-Governmental Organization
NHRS	National Human Rights Society
NOVIB:	Dutch Organization for International Aid
NTB:	National Tender Board
NUR:	National University of Rwanda
NURC:	National Unity and Reconciliation Commission
OCBA:	Organizational/Institutional Capacity Building Activities

OPEC:	Organization of Petroleum Exporting Countries
ORTPN:	National Office for Tourism and National Parks
OVCS:	Orphans and Vulnerable Children
PACFA	Protection and Care for Families against HIV/AIDS
PADAB:	Support to Agricultural Development in Bugesera
PADC-GR	Projet d'Appui au Développement Communautaire de Gicumbi et Rulindo
PAFOR:	Rwanda Forest Management Support Project (Project d'Appui a l'aménagement des Forets au Rwanda)
PAIGER:	Institutional Support Project for Environmental Management
PAIGELAC:	Integrated Management of Interior Lakes project
PASDO:	Private Agricultural Service Delivery Organizations
PED:	Peace and Decentralization Programme
PDCRE:	Cash and Exports Crops Development Project
PDL-HIMO:	Local Development Programme through Labour Intensive Works
PDRCIU (UCRIDP):	Umutara Community Resource and infrastructure development project.
PEPFAR (US):	President's Emergency Plan for AIDS Relief
PIGU	Programme intégré de gestion urbaine (Urban management program)
PLWHA:	People Living With HIV/Aids
PPMER:	Rural Small/Micro Enterprises Promotion Project, Phase II
PREPAF:	Poverty Reduction Project for Women
PRESIREP:	Ministry in the Office of the President
PROFEMME	Umbrella Organization for Women in Rwanda
PRS:	Poverty Reduction Strategy
PSCB/HIDA:	Public Sector Capacity Building Programme
PSF:	Private Sector Federation of Rwanda
PUM:	Netherlands Senior Experts
RALGA:	Rwandese Association of Local Government Authorities
RDRP:	Rwanda Demobilization and Reintegration Project
REMA:	Rwanda Environment Management Agency
RHRC:	Rwanda Human Right Commission
RIAM:	Rwanda Institute of Administration and Management
RITA:	Rwanda Information Technology Authority
RPSF	Rwanda Private Sector Federation
RRA:	Rwanda Revenue Authority
RSSP:	Rural Sector Support Project
RWARRI	Rwanda Rural Rehabilitation Initiative
SHA:	Small Holder Associations
SIDA:	Swedish International Development Cooperation Agency
SMES:	Small and Medium Scale Enterprises
SOF :	Structures Organisationnelles des Femmes (Women organizations)
SPU	Strategic Planning Unit (MINECOFIN)
SPPSTA/PAPSTA	Support Project to the Strategic Plan for the transformation of Agriculture/Projet d'appui au Plan Stratégique de Transformation de l'Agriculture
STABEX:	Stabilisation of Export Earnings
SWAP:	Sector Wide Approach
TA:	Technical Assistance
TOKTEN:	Transfer of Knowledge through Expatriate Nationals
UCORIRWA	Union des Coopératives Rizicoles du Rwanda
UCRDIP	Umutara Community Rehabilitation and Development Integrated Project
ULK:	Kigali Independent University
UNDP:	United Nations Development Programme
UNEP:	United Nations Environment Programme
UNFPA:	United Nations Fund for Population Activities
UNHCR:	United Nations High Commissioner for Refugees
UNICEF:	United Nations Children Fund
UNIDO:	United Nations Industrial Organization

UNIFEM: United Nations Fund for Women  
UNV: United Nations Volunteers  
USAID: United States Agency for International Development  
VSO: Voluntary Services Overseas  
WACC: World Association for Christian Communication  
WB: World Bank  
WFP: World Food Programme

## **List of Tables**

Table 1.1:	Dimensions of Capacity mapped and indicative activities
Table 1.2:	Source of data for the mapping exercise
Table 2.1:	The number of institutes, programme and projects mapped in the various sectors
Table 2.2:	Summary table on Resources for capacity building in the Public Sector
Table 2.3:	Summary table on Multilateral and Bilateral support for Capacity Building (US \$)
Table 2.4:	Summary table on Resources for capacity building for District (Rwf)
Table 2.5:	Typology of enterprises mapped
Table 2.6:	Typology of NGOs mapped
Table 3.1:	Capacity Building Resources expressed as percentage of Total Project Resources per Ministry
Table 3.2:	Allocation of Project Resources to capacity building components
Table 3.3:	Capacity Building in ordinary Budget 2005, 2006, 2007
Table 3.4(a):	Technical Assistants in Public Institutions
Table 3.4(b):	Technical Assistance as reflected in the Development Budget (2005, 2006, and 2007)
Table 3.5:	Sources of funding
Table 4.1:	Resources for capacity building from MTEF by Province
Table 4.2:	Resources allocated to CB from DDPs for Provinces and Kigali City
Table 5.1:	Examples of internal resources allocated by a few organizations to capacity building
Table 5.2:	Resources allocated to capacity building in various projects in the private sector
Table 6.1:	Typology of NGOs mapped
Table 6.2:	Types of HRD activities undertaken in NGO projects mapped
Table 6.3:	Local NGOs, Total and capacity building budgets
Table 6.4:	Resources allocated to different dimensions of capacity in NGO projects
Table 6.5:	Main donors per category of NGO mapped
Table 6.6:	Main capacity assets and gaps
Table 6.7:	Resources allocated to CB among umbrella NGOs
Table 6.8:	Local NGOs, their donors and the importance of Capacity Building budgets
Table 6.9:	Main capacity assets and gaps among umbrella NGOs
Table 6.10:	Typology of International NGOs in Rwanda
Table 6.11:	Resources allocation to CB for International NGOs
Table 6.12:	Sources of funding for CB in NGOs
Table 6.13:	Capacity assets and gaps for NGOs mapped
Table 7.1:	Typology of donor agencies mapped
Table 7.2:	Total multilateral CB resources on assessed projects
Table 7.3:	Total bilateral resources of assessed projects
Table 7.4:	Sectors benefiting from multilateral individual CB activities
Table 7.5:	Sector beneficiaries – Bilateral
Table 7.6:	Resources spent per sector – Multilateral/Bilateral Agencies
Table 7.7:	Bilateral funding by category
Table 7.8:	Multilateral funding by category based on assessed documents
Table 7.9:	End beneficiaries of individual training – Multilaterals
Table 7.10:	Long term training beneficiaries and funding agencies

Table 7.11:	Short term training beneficiaries and funding agencies
Table 7.12:	Bilateral funding for individual training – end users
Table 7.13:	Long term training
Table 7.14:	Short term training
Table 7.15:	Beneficiary sectors of multilateral agencies in organizational strengthening
Table 7.16:	Key organizational support offered by multilaterals
Table 7.17:	Beneficiaries of organizational strengthening – multilaterals
Table 7.18:	End users – multilateral organization support
Table 7.19:	Organizational support – bilateral funding
Table 7.20:	Bilateral support for organizational strengthening
Table 7.21:	End users – organizational strengthening
Table 7.22:	End beneficiaries of organizational strengthening – bilateral
Table 7.23:	Institutional support sectors by bilateral
Table 7.24:	Multilateral – institutional support

### **List of Figures**

Figure 3.1:	Project resources in Ministries and corresponding Capacity Building Resources
Figure 3.2:	Percentage allocations of resources to capacity building in Public Sector (Ord.buget 05-07)
Figure 4.1:	Sources of District Funding
Figure 4.2:	Allocation of resources to capacity building activities in the Districts of the City of Kigali
Figure 4.3:	Allocation of resources to ICBA and OCBA in Eastern Province
Figure 4.4:	Allocation of resources to capacity building in Northern Province
Figure 4.5:	Allocation of resources to CB in Western Province
Figure 4.6:	Allocation of resources to CB in Southern Province
Figure 4.7:	DDPs Resource allocation patterns to capacity building components for Provinces and Kigali
Figure 4.8:	Allocation of resources for planned CBA for districts in the City of Kigali
Figure 4.9:	Allocation of resources for planned CBA in Eastern Province
Figure 4.10:	Allocation of resources to planned CBA in Northern Province
Figure 4.11:	Allocation of resources to planned CBA in Western Province
Figure 4.12:	Allocation of resources to planned CBA in Southern Province
Figure 4.13:	Proportion of resources allocated to different dimensions of capacity in sector support projects at district level
Figure 6.1:	Proportion of CB in total budgets per category of NGO
Figure 6.2:	Utilization of CB Budget
Figure 6.3:	CB Budget utilization
Figure 6.4:	Allocation of resources to CB among umbrella NGOs
Figure 6.5:	Resources allocation patterns to CB for International NGOs
Figure 6.6:	INGOs utilization of CB budgets
Figure 7.1:	Total bilateral support
Figure 7.2:	Total multilateral support
Figure 7.3:	Percentage of bilateral funding per category
Figure 7.4:	Total capacity building funding per multilateral

## **List of Annexes**

- Annex 3.1: Major Capacity Building Projects in Public Institutions (Ongoing/Planned)
- Annex 3.2: List of public sector institutions contacted for mapping exercise
  
- Annex 4.1: Resources for capacity building from MTEFs
- Annex 4.2: Resources for capacity building from DDPs
- Annex 4.3: Key cross-cutting projects supporting District capacity building
- Annex 4.4: Sector support projects
  
- Annex 5.1: Organizations visited
- Annex 5.2: Private Sector Federation Capacity Building Project
- Annex 5.3: BNR's capacity building efforts to develop micro finance institutions of Rwanda
- Annex 5.4: A selection of Government projects that have a strong capacity building component
- Annex 5.5: Benefits in the Private Sector
  
- Annex 6.1: Local NGOs surveyed: their categorization and main domains of intervention
- Annex 6.2: International NGOs Mapped: categorization and main domains of intervention

**PART I: BACKGROUND, MAIN FINDINGS AND RECOMMENDATIONS**

**Chapter 1:** Background, Objectives and Methods

**Chapter 2:** Main Findings and Recommendations

## Chapter 1: Background, Objectives and Methods

### 1.1 Background and Context

Adequate and effective capacities in public institutions, the private sector and civil society are vital to socio-economic transformations in developing countries, achieving development outcomes and for aid effectiveness. This broad consensus among development practitioners, governments, and other stakeholders has spurred renewed interest in capacity development efforts, particularly in Africa.

As in other sub-Saharan countries, Rwanda's socio-economic development is impeded by endemic capacity challenges. However, Rwanda's capacity challenges are complex and are shaped by three unique features: a pre-genocide public administration characterized by over centralization; a genocide that led to the loss of many lives and severe professional de-capitalization; and a post genocide era marked by a still weak public administration despite many efforts and improvements. Nonetheless, the Government of Rwanda has demonstrated a strong political commitment to build effective and responsive state institutions to meet its development challenges and has launched far-reaching initiatives for institutional reform and regeneration, spanning both the public sector and local government entities. These efforts are now beginning to bear fruit.

These efforts notwithstanding, capacity constraints continue to be a bottleneck. In particular, it is recognized that inadequate capacities played a major role in impeding the effective implementation of Rwanda's first generation Poverty Reduction Strategy (PRS I). Consequently this is being addressed in a more systematic and coherent manner in the context of the Economic Development and Poverty Reduction Strategy (EDPRS, 2007-2011). The particular historical context of Rwanda, the scaled up responses envisaged to attain the MDGs and meet the objectives of the EDPRS, as well as the imperative for Rwanda to effectively face up to the country's medium and long-term challenges (including membership of the East African Community) requires innovative approaches to capacity development. A key question therefore is not whether more should be done on capacity development but rather how should it be done and what approaches would best help address current and future challenges.

Lack of comprehensive and up to date information on capacity building activities the government, development partners and other actors are engaged in can hamper policy setting and planning of capacity building interventions. In particular, it is important for Government and partners to obtain accurate information on who is doing what and where on capacity building and for what purpose and with what resources. Without such information, it would be difficult to properly set policy and guide investments. As a first step to the proper planning of capacity building activities, it would be important to establish a "tableau de bord" of on-going and planned capacity building activities by government, development partners and others in the country, in order to identify gaps and eliminate duplications.

This report presents the results of a comprehensive mapping exercise of ongoing and planned capacity building activities in the country. The Government of Rwanda with the support of UNDP undertook the exercise. The exercise is an attempt to establish a comprehensive picture on the nature and scope of capacity building activities in public, private and civil society institutions. The report consists of two parts. PART I covers the Background, Main Findings and Recommendations. PART II presents in detail the findings in the different sectors mapped, namely public institutions, local government bodies, multilateral and bilateral agencies, private sector and civil society.

The mapping exercise was part of a larger initiative by GoR, that included a skills audit, institutional/functional review of key public sector institutions and capacity assessment of local government bodies, all aimed at building a solid basis for policy and programmes to enhance capacities in Rwanda.

## **1.2. The Assignment**

### **Objectives of Assignment**

The mapping exercise is aimed at determining which capacity building activities are ongoing and those planned, resources committed, the institutions/sectors where those activities are carried out, the financing institutions (development partners) - see the Terms of Reference in appendix I.

The mapping exercise was first and foremost aimed at establishing the current state of affairs with respect to capacity building activities underway in Rwanda, and to provide government with the information needed to set policy, plan activities and direct investments in capacity building. Furthermore, the results of the exercise will provide government with information necessary to empower it to dialogue more effectively with development partners on capacity building priorities and the investment strategies. In this regard, the mapping exercise attempts to answer some critical questions on capacity building some of which are presented below:

#### *Types of Capacity Building Activities Supported*

- What are the key capacities building activities undertaken by government and development partners in terms of individual training, organizational strengthening and institutional development?
- How is this spread over public, private and civil society organizations?
- How does this vary across national and district levels?
- What are the capacity building activities in the private sector and civil society organizations?

#### *Resources allocated for Capacity Building and Resource Allocation Patterns*

- What are the resources allocated to capacity building activities in Rwanda?
- How much is provided at the different levels – national and district levels?
- What is the resource allocation pattern across the different dimensions of capacity - institutional, organizational and individual?
- What is the resource allocation pattern across sectors and/ or MDAs?
- Which sectors are benefiting most from ongoing and/or planned capacity building activities?
- Which sectors appear least supported?
- How does resource allocation compare for the public, private and civil society sectors?

#### *Identification of Capacity Assets and Gaps*

- What are the key capacity assets based on ongoing and planned support?
- What are the key capacity gaps?
- What are the areas of duplication?

## 1.3 Methodology

### 1.3.1 Conceptual Framework

The broadly accepted definition of capacity building that underpins the approach taken in the study is the following:

*“The ability of individuals, institutions and societies to perform functions, solve problems, and set and achieve objectives in a sustainable manner”<sup>1</sup>.*

Based on the above definition, capacity can be seen to constitute three dimensions – *individual*; *organizational*; and *institutional*. In conducting the mapping exercise, an attempt was therefore made to collect and analyze the information on ongoing and planned capacity building activities using this framework – see the Table below. Some of the methodological difficulties inherent in such an approach are discussed below.

**Table 1.1: Dimensions of capacity mapped and indicative activities**

<b>Dimension of capacity</b>	<b>Indicative Capacity Building Activities</b>
<b>Individual/Human resources Development</b>	<ul style="list-style-type: none"><li>• On-the job training (<i>coaching, mentoring, attitude change</i>)</li><li>• Short-term training (<i>skills enhancement</i>)</li><li>• Long-term training (<i>professional development</i>)</li><li>• Study tours and exposure visits (<i>sharing best practices</i>)</li><li>• Support to human resources development</li></ul>
<b>Organizational</b>	<ul style="list-style-type: none"><li>• Development of systems, procedures and processes (e.g. financial management systems; monitoring and evaluation systems; strengthening internal planning processes; human resources management systems; etc)</li><li>• Assistance in developing organizational strategies</li><li>• Development of sector strategies and plans</li><li>• Secondment of Technical Assistance and other staff</li><li>• Other organizational development initiatives</li></ul>
<b>Institutional</b>	<ul style="list-style-type: none"><li>• Assistance in developing legal and regulatory frameworks</li><li>• Incentives</li><li>• Governance mechanisms</li></ul>

Capacity development can also be conceived of in three interlinked dimensions: *capacity creation*, *capacity utilization* and *capacity retention*. The study was essentially focused on examining the nature and scope of capacity creation in Rwanda, and less directly on capacity utilization and retention issues.

The study was also not aimed at assessing the impact of ongoing capacity building activities – its focus was primarily on making a detailed inventory and analysis of ongoing capacity enhancement activities and to provide an accurate mapping of the resources directed at capacity building.

---

<sup>1</sup> United Nations Development Programme

### 1.3.2 Organization and Process

A team of consultants (one lead and five national consultants) was tasked with conducting the mapping exercise.

The mapping exercise was conducted in three phases:

- *A preparatory phase:* during which information on the planned mapping exercise was sent to all target institutions outlining the purpose of mapping exercise and soliciting their cooperation.
- *An information, data collection and analysis phase:* the main activities during this phase involved: development of the methodology, review and finalization of questionnaires and checklists; initiation of information and data collection; mid-term review of progress; and preparation of draft reports.
- *A validation and Finalization phase:* which included: a national stakeholders' workshop to share results of the mapping exercise; and preparation of the final report based on inputs from the national stakeholders' workshop

The mapping exercise was initially expected to take 60 days from February to September 2007. However, administrative and other delays meant that work effectively started only in July 2007.

### 1.3.3 Data Collection and Analysis

The mapping exercise entailed the collection of quantitative and qualitative information in a detailed and comprehensive manner from a variety of sources.

Quantitative data on ongoing and planned capacity building activities was collected based on a detailed review of project and programme documents, policy papers, strategic plans, etc. The table below summarizes the key sources of information for the various sectors. For each sector/institution (MDA/private sector/civil society/others), key documents were identified and reviewed to extract information on capacity building activities for each institution; the information collected covered both the core institutions as well as affiliate agencies. For example, the mapping of capacity building activities in MIFOTRA included activities at HIDA and RIAM as well. An important source of information for the exercise was the *Central Public Investment and External Finance Bureau* (CEPEX). The survey also reviewed the regular government budget (2005-2007), as well as the development budget.

**Table 1.2: Source of data for the mapping exercise**

Sector	Sources Consulted
Public Sector	CEPEX data base, individual projects documents in institutions, government budgets, etc
Local Government	NDIS/MINALOC documents, donor project documents, District Development Plans, Medium Term Expenditure Frameworks, Miscellaneous reports, government budgets, etc
Private Sector	Company reports, donor projects, etc
Civil Society	Project documents
Development Partners	CEPEX, donor projects

Qualitative data was collected through semi-structured interviews to complement the quantitative data collected, and was designed to probe institution-wide capacity building activities that could not be easily assessed through the review of project and programme documents. The main areas covered in the semi-structured interviews included: policies and plans on capacity building;

capacity assets and gaps; capacity building priorities; technical assistance; other issues. Those interviewed included: Human Resources Focal Point/Head of Administration and Finance; Heads of Technical Sections; Other relevant persons – e.g. Technical Assistants, UNVs, etc. See Appendix II for a checklist of questions and issues covered in the semi-structured interviews.

A combination of qualitative and quantitative analysis of the data collected was undertaken. Simple statistical analysis of the data gathered was undertaken whenever possible.

#### **1.4. Limits and Constraints**

The main constraint encountered was the availability of time, which influenced access to people, documentation and information. An exercise of this scale and scope requires sufficient time for detailed information and documentation to be collected, key persons in institutions to be interviewed and sufficient time to triangulate the information collected to establish the accuracy of the data. The lack of time was compounded by administrative delays to launch the process.

There were problems related to disclosure of information on physical and financial matters, which created information gaps, particularly with respect to bilateral projects and programmes, a problem noted in the CEPEX report of 2006. For that reason, there are information gaps for some bilateral and some UN agencies. The situation with respect to multilateral agencies was somewhat better. Another problem with bilateral funding noted by the CEPEX 2006 report was that such funding was often scattered which makes assessment a bit of a challenge.

Data gathering for local government entities proved particularly challenging given the newness of the district as an organizational entity, the scattered nature of the sources of information and other factors.

For NGOs and the private sector, it was not possible to map all the relevant institutions and enterprises. This meant that resources committed for capacity building could not be accurately quantified for these particular sectors. However, it was possible to map the capacity building activities carried out fairly accurately. Sub-sampling of institutions and enterprises for more detailed quantitative data collection was undertaken to enable some general conclusions to be made with respect to where capacity building resources appeared to be concentrated for these two sectors, and therefore making it possible to pinpoint general patterns and trends.

On the methodological front, it proved challenging to collect information and systematically disaggregate the data into the three categories of capacity development, namely, individual, organizational and institutional. In many project and programme documents, information was not broken down to such a fine detail. Nonetheless, efforts were made wherever it was possible to collect and analyze information on capacity building activities based on the three dimensions of capacity. To circumvent this difficulty, the analysis in many cases grouped the capacity building activities into two main categories, namely: human resources development; and organizational and institutional development.

It is also important to point out that a number of Rwanda's development partners provide both budget and project support. The mapping exercise focused entirely on mapping of ongoing capacity building activities at the project level as it was difficult to determine the exact contribution of budget support to capacity building, although it is recognized that this could be quite significant.

Despite these constraints, the study has, for the first time, enabled a fairly detailed and accurate picture of ongoing and planned capacity building in Rwanda to be established. This will provide a good baseline for future efforts.

## Chapter 2: Main Findings and Recommendations

### 2.1 Overview of Institutions, Organizations, Enterprises and Projects Mapped

Information was collected and analyzed for many institutions and projects and programmes as shown in the Table below. A detailed listing of institutions and projects mapped can be found in PART II in the respective sector reports.

**Table 2.1: The number of institutes programme and projects mapped in the various sectors**

Sector	Number of Institutions/affiliates mapped	Number of Projects and Programmes Assessed
Public Sector	18 Ministries and 41 Affiliates	280 + projects
Local Government Bodies	30 Districts	MTEF and DDPs for all districts, plus 25 cross-cutting and sector projects
Private Sector	70 enterprises	N/A
Civil Society	40 Local NGOs and 22 International NGOs	163 projects
Multilateral and Bilateral Agencies	18 Multilateral and 6 Bilateral	110 projects

### 2.2 Overall Findings and Conclusions of Mapping Exercise

#### 2.2.1 General Findings

The results of the mapping exercise show that significant capacity building activities are underway in Rwanda, and that the efforts are addressing all three levels of capacity, namely: individual, organizational and institutional. In all sectors assessed, human resources development and organizational capacity have received support, although the relative proportions allocated to the two categories varies between and within sectors. In general, institutional development appears to be the least addressed.

A key capacity asset noted is the strong political commitment at the highest level of government to create effective institutions in the service of development. This commitment translates into numerous innovative policies, programmes and projects underway in all sectors in Rwanda.

The main trends to emerge with respect to beneficiaries of capacity building efforts can be summarized as follows:

- *Public sector:* organizational strengthening is the focus of much of the capacity building support. Both the report on the public sector institutions, as well as that on the multilateral and bilateral agencies support this finding. Although significant resources are being devoted to human resources, much of the support is going to short-term training, seminars, workshops and similar activities. This underscores the need to devote more attention to the long-term development of critical skills in the public sector to complement the ongoing efforts to strengthen organizational capacities.

- *Local governments*: the assessed capacity building activities from the MTEF show that much of the current focus from these resources is devoted to human resources. Data from the DDP however, show that substantially more of the planned activities and resources are being focused on building organizational capacities. For the local government bodies, both human resources development and the strengthening of organizational capacities is required, but given that the districts have recently been re-organized a focus on latter would be prudent.
- *Private sector*: this sector is less well favoured than the public sector. Within the sector, large-scale enterprises appear to be capable of managing their capacity development efforts. The current focus on the medium and small-scale enterprises is the right one and should be consolidated, giving particular attention to supporting the organizational development of SMEs. Efforts to make available critical expertise to some medium scale enterprises through the activities of AMSCO, etc, should also be intensified.
- *NGOs*: most capacity building support is focused on human resources development with limited support for organizational strengthening. Local NGOs need to be assisted to develop appropriate organizational capacities, as this appears to be the main bottleneck. This with a view to making them more effective and self-sustaining.

Resources for capacity building could not be completely quantified for all sectors but for the public sector, local government and contributions from donors, the figures determined provide a fairly good picture of the magnitude of resources committed.

Resources are being sourced from the Government regular budget, from projects and programmes supported by partners, internal resources of enterprises in the private sector and funds mobilized by civil society organizations. The Tables below provide an overview of resources allocated for capacity building in the Public sector (both projects and the regular government budget), as well as contributions from donors (multilateral and bilateral) and for local government – districts (the latter based on MTEF and DDPs).

**Table 2.2: Summary Table on Resources for Capacity Building in the Public Sector: Projects/Programmes and Regular Government Budget (Rwf)**

Projects/Programmes			Regular Budget								
			2005			2006			2007		
Tot. Res.	CB Res.	%	Tot. Res.	CB Res.	%	Tot. Res.	CB Res.	%	Tot. Res.	CB Res.	%
1201 billion	691 billion	57 %	255 billion	14 billion	6%	255 billion	14 billion	6 %	270 billion	16.1 billion	6 %

**Table 2.3: Summary Table on Multilateral and Bilateral support for Capacity Building (US \$)**

Multilateral			Bilateral		
Total Res.	CB Res.	%	Total Res.	CB Res.	%
894 million	244 million	27%	72 million	45.5 million	63 %

**Table 2.4: Summary Table on Resources for capacity building for Districts (Rwf)**

MTEF: 2007-2009			DDPs: 2008-2012		
Tot. Res.	CB Res.	%	Tot. Res.	CB Res.	%
272.6 billion	11.4 billion	4.2 %	1826.0 billion	317.7 billion	17%

The above tables and the sector reports show that:

- The Public sector is the main focus of capacity building by Government and Partners, while the private sector and civil society are less favoured.
- Within the public sector, resource allocation to capacity building is uneven, with ministries such as MINISANTE, MINIAGRIC receiving more support than the others.
- Local government bodies have recently been restructured and the study shows that while there are a number of important projects on capacity building for this sector, much of the support is currently diffused and lacks a coherent framework to address the serious capacity challenges.
- In the private sector, large scale enterprises are implementing capacity building activities using their own internal resources while medium scale and small scale ones devote fewer internal resources and currently rely on external support from Government and partners which is inadequate to meet the needs.
- Small-scale enterprises have a huge potential to contribute to Rwanda's economy but their resource situation does not allow them to make serious investments in capacity development.

The sections below summarize the main findings and conclusions of the mapping exercise for the different sectors. Detailed reports on each of the sectors can be found in PART II of the report, in Chapters 3-7.

### **2.2.2 Public Institutions**

The mapping of capacity building activities in the public sector covered all the 18 Ministries, Parliament, Senate and the Supreme Court, as well as 41 institutions affiliated to ministries. Some 285 projects across the public sector in the various domains were assessed, as well as the Government regular budget for the period 2005-2007.

#### **Resources for Capacity Building**

The mapping of resources covered both project/programme resources as well as resources from the regular Government budget. Resources committed to technical assistance were also assessed.

##### *Project resources*

Assessments of project resources committed to the Public Sector indicate that a fairly good amount is allocated to capacity building (FRW **691,668,079,106**) as compared to the total allocated to all projects (FRW **1,201,717,272,767**). On average, resources for capacity building amounted to **57.56% of total resources of the projects mapped for all public institutions**. This proportion however varied. MININFRA at the extreme end has significant project resources yet the capacity building component is only 4.80% of its total project resources. Some institutions and ministries have relatively high percentages because of the limited number of assessed projects, which were fully devoted to capacity building - this is the case of PRESIREP, MINAFFET, PARLIAMENT and MININFOR.

Of the total project resources devoted to capacity building the human resource development component totaled FRW **285,868,876,028**), while the total for organizational and institutional capacity building components was FRW **406,685,475,540**). Proportionately fewer resources were devoted to human resources development (41%) as compared to organizational and institutional development (59%).

### *Resources from Government regular budget*

Resources from the regular Government budget for the period 2005-2007 were assessed and this showed that some ministries are devoting less than 1% of their budgets to capacity building, which is an insignificant amount. Information from the respondents in the study indicates that this allocation is normally used to transport staff for training offered by other institutions or a request is often made for it to be reallocated to other budget lines during budget revisions. The resources for capacity building, as a proportion of the regular government budget over the three-year period, was estimated at 6%.

### *Technical Assistance: Resources and Numbers*

The mapping showed that significant resources of the development budget went to TA costs, with MININFRA benefiting most from the technical assistance. Other ministries with high percentage of resources allocated to technical assistance are: MINISANTE (11%) and MINITERE (16%). There are a high number of experts in MINAGRI reflected by the figure of 9% and MINECOFIN (5%).

From the information available, it appears that there are 319 technical assistants in the various ministries. The highest number of technical assistants is in MINISANTE where there are many Chinese doctors in CHK, CHB and district hospitals. MINIEDUC has a high number of technical assistants with many lecturers, the majority being from Kenya, India and Belgium. Other countries whose nationalities are on technical assistance in small numbers are Uganda, Russia, Uganda, Mauritius, Germany, UK, Italy, Sierra Leone and others.

### *Sources of Funding*

The sources of funding varies with ministry, but the major sources of funds are the Rwanda Government through direct financing or through counterpart fund, World Bank (IDA, IFAD), UNDP, EU, ADB, Belgium, Global Fund, (Internal) DFID, Netherlands, Germany, BADEA, Luxembourg, OPEC and China.

## **Capacity Building Activities**

### *Human Resources Development*

The main human resources development activities in ministries are training of short-term duration, involving the training of trainers, training on systems and procedures and sensitization. The Public service relies on MIFOTRA and HIDA for most of their capacity building activities. Institutions such as RIAM, RITA and KAVUMU have been on the forefront in providing training with the financial support of HIDA and Donor organizations.

### *Organizational and Institutional Development*

This is mainly concerned with infrastructure for improved working environment, systems and procedures, policies and legal systems. The ministries that benefited most can be seen in the bar graph above showing the three components of capacity building.

### **2.2.3 Local Government Bodies**

Districts in Rwanda as autonomous and legal entities were recently restructured in 2006. The mapping of capacity building activities therefore covered 2007 and was projected to 2012 in line with the MTEF, the district development plans and performance contracts. All the 30 districts in the four provinces of Rwanda were assessed.

Assessed resources for capacity building were based on three sources: the medium term expenditure frameworks (MTEF); the district development plans (DDPs); cross cutting projects targeting districts and sector support projects (e.g. Health, Education, Agriculture).

#### ***Resources Allocated to Capacity Building from MTEF Resources***

With respect to MTEF resources, overall, some 11.4 billion Rwf are devoted to capacity building, which constituted about 4.2 % of the total MTEF resources for districts.

In all the four provinces, individual capacity development is being allocated more resources than for organizational development activities. The variation between the provinces is negligible. The activities being supported consist mainly of short-term training, seminars and other similar activities.

#### ***Resources for Capacity Building from District Development Plans***

With respect to DDP resources, overall, some 317 billion Rwf are devoted to capacity building, which constituted about 17% of the total DDP resources.

Compared to the MTEFs, the DDPs show a stronger focus on capacity building activities; this is both in absolute and relative terms. This appears to be in line with the government policy of strengthening capacity in order to improve service delivery and performance.

The average percentage of the capacity building component to total budget allocated is relatively high and ranges from 6.7% for Ngoma district in Eastern Province to 64.1% for Gakenke district in Northern Province.

#### ***Resources for Capacity building from cross-cutting projects***

The assessment of cross-cutting projects showed that most allocate more resources to organizational and institutional capacity development as compared to human resource development. This could be attributed to the relatively higher cost of equipment, office premises and other inputs that cost much more than training and sensitization sessions that do not involve substantive financial resource inputs. For example, in many districts the capacity building component is in the form of building office facilities for sectors and connecting them to electricity supply lines.

Overall, resources allocated to individual capacity building and organizational capacity component are 29% and 71% respectively. The assessment however, indicated that overall only 22% of project resources goes to capacity building while 78% supports activities other than capacity building.

## ***Resources for Capacity building from Sector Support Projects***

Data on some of the sector support projects assessed for capacity building support to the districts shows that only 10% of the overall budget is allocated to capacity development while the remaining 90% goes to non-capacity development related activities.

### **2.2.4 The Private Sector**

For the purposes of the mapping exercise, the enterprises in the private sector were grouped into three major categories following criteria used by the World Bank and the Private Sector Federation of Rwanda. Enterprises in the same category appear to have similar or comparable practices in terms of human resources development and institutional and organizational capacity building.

**Table 2.5: Typology of enterprises mapped**

<b><i>Large scale enterprises</i></b>	<b><i>Medium scale enterprises</i></b>	<b><i>Small scale enterprises</i></b>
<ul style="list-style-type: none"><li>• More than 100 employees (25-30 enterprises)</li><li>• Large scale businesses have been operating in Rwanda for many years (15 years and more) and/or have invested heavily in equipments, facilities, staff, etc.</li></ul>	<ul style="list-style-type: none"><li>• Between 30 to 100 employees (100-200 enterprises)</li><li>• Medium sized businesses are young businesses and/ or with less investments.</li></ul>	<ul style="list-style-type: none"><li>• Less than 30 employees (approx. 30,000)</li><li>• SMEs and Micro enterprises seem to be quite volatile and instable.</li></ul>

The main findings and conclusions with respect to the various categories of enterprises were as follows:

#### **Large Scale Enterprises**

*Human Resources Development:* Nearly all the organizations surveyed invest in human resources development through on-the-job training and most have a training budget and a training plan. These activities are largely funded through internal resources; there is no financial assistance from Government or other institutions. Among foreign owned enterprises operating in Rwanda the standards for capacity building are often set by the parent companies, and some of the training activities are also initiated by the parent company.

*Organizational and Institutional Strengthening:* Enterprises in this category are implementing a range of initiatives to strengthen organizational capacities; introduction of new systems and practices; computerizing operations and improving productivity by using automated or modern equipments, etc. These activities are funded through internal resources and/or lending from banks as there is no financial assistance from the Government or projects.

#### **Medium Scale Enterprises**

*Human Resources Development:* On-the-job training and other efforts to develop the required skills are common for this category of enterprise. Many have training plans and some funds are allocated from internal resources to support these activities. In contrast to large scale enterprises however, external support is being received by some medium scale enterprises to strengthen capacities in areas where critical skills may be lacking, through, for example the hiring of

expertise from institutions such as PUM volunteers from Netherlands and AMSCO managers seconded to local banks to positions where experienced local staff are not available.

*Organizational and Institutional Strengthening:* Creative initiatives are being piloted in some enterprises to address critical skills gaps. For example, the hiring expertise from institutions such as PUM volunteers from Netherlands (Sonarwa) and AMSCO which has seconded managers to local banks in positions where local experienced staff were not available. A number of Government and partner - initiated support projects are underway that seek to strengthen the capacities of medium scale enterprises. Examples include the following: **CEDP Competitiveness and Enterprise Development Project**; **RSSP Rural Sector Support Project**; **PPMER Rural Small/Micro Enterprises Promotion Project Phase II**; **PDCRE Cash and Export Crops Development Project**. The Rwandan Private Sector Federation has also launched initiatives to strengthen capacities through BDS, CAPMER, and PSF- Capacity Building project with the African Capacity Building Foundation. Other private sector initiatives include the activities of AMSCO, BNR and others.

### **Small Scale Enterprises**

*Human Resources Development:* Most enterprises in this category have no structured or systematic human resources development activities. In general, they are financially weak and appear unable to devote significant resources to training. Most of the training for their staff is on an ad hoc basis, provided by public institutions, projects and NGOs. These sporadic training actions do not appear to have a lasting impact, as they are not part of any well-conceived capacity building plans of the enterprises concerned.

*Organizational and Institutional Strengthening:* There are many initiatives underway from the Government, multilateral and bilateral partners, the Private Sector Federation, CAPMER, BDS, NGOs, to transform informal businesses, micro enterprises and SMEs and improve their performance through the strengthening of organizational effectiveness. However, given the number of enterprises in this category, many are yet to benefit.

The overall picture is that for the small-scale enterprises mapped they generally do not have sufficient resources to finance capacity development activities; although in some cases on-the-job training is done. Medium scale enterprises are receiving support from Government and partners to strengthen capacities but most needs are still unmet.

### **2.2.5 Civil Society Organizations**

The civil society in Rwanda is very diverse and consists of both local and International NGOs. For the purposes of the mapping exercise, the organizations were clustered into five categories for the local NGOs and four categories for the International NGOs – see table below. The grouping allowed for broad conclusions to be made with respect to the scope and dimension of capacity building activities undertaken and the resource allocation patterns. The results presented were based on a sample of 22 International NGOs and 40 local ones.

**Table 2.6: Typology of NGOs mapped**

Local NGOs	International NGOs
<ul style="list-style-type: none"> <li>• Rural Development NGOs</li> <li>• Human Rights Protection NGOs</li> <li>• Faith-based NGOs</li> <li>• Social Activities, Emergency and Relief NGOs</li> <li>• Umbrella Organizations</li> </ul>	<ul style="list-style-type: none"> <li>• Technical &amp; Institutional support</li> <li>• Faith-based Organizations</li> <li>• Health, HIV/AIDS</li> <li>• Emergency Relief</li> </ul>

**Local NGOs**

Most of the local NGO surveyed are small in size and are often not focused on a particular domain but are usually involved in several domains (project approach), based on available funding. The local NGOs surveyed tended to have a narrow understanding of, and lack a holistic approach to capacity building. The initiative to build capacity is often left to the umbrella NGOs where these exist; where they do not exist, the local NGOs try to cater for their own needs as best as possible. However, it is generally recognized that capacity building, especially for the NGO staff, is very often not a high priority.

*Human Resources Development:* the types of training activities undertaken appear to be similar in all the four categories of local NGOs, and cover such areas as basic financial management, project elaboration and management, good governance. The training approaches used are also generally similar and mainly involve the training of trainers, study tours and cross/exchange visits -internal and external, short or long-term courses; seminars and workshops. Training activities differ according to beneficiary – NGO staff, Partner staff or Project beneficiaries.

*Organizational and Institutional Development:* Most local NGOs are informally structured and do not have enough management tools or sufficient facilities. New projects are therefore exploited to assist the NGOs access more and better equipment, better management tools. From those surveyed, the most frequent activities implemented on organizational strengthening are as follows: strategic planning; annual action plan elaboration; financial management tools; ICT – acquisition of equipment, website design and maintenance, management software development; financial reviews; reporting, auditing; short and long term technical assistance; legal support and lobbying; district capacity development; policy analysis, monitoring and evaluation. The NGOs active in the newer sectors (HIV/AIDS, human rights activism, assistance to Genocide survivals and OVCs) appear to place greater emphasis on strengthening organizational capacities than the rest of the local NGOs.

*Resource Allocation for Capacity Building:* Among the local NGOs surveyed, capacity building activities constituted on average 25% of the total available project resources. This proportion is higher among human rights protection NGOs (38% of total project budget) and rural development (24.3% in average). In faith-based organizations, where the focus is more on execution of projects (schools, health facilities, etc) using available human resources, the percentage is generally lower.

Of the overall resources devoted to capacity building among local NGOs, over 80% goes to training activities with only 17% committed to organizational and institutional reinforcement. The sources of financing for these activities are diverse, based on the primary domain of activity and the donors of the respective NGO, and include the following: International NGOs; International Federations; sister organizations in different countries; own funds; Government projects and; Bilateral and Multilateral agencies.

## **Local Umbrella NGOs**

The Umbrella NGOs are sector or geographical groupings of NGOs and generally operate in many domains such as HIV/AIDS, women/gender promotion, Trade Unions, rural development and environment protection.

*Human Resources Development:* Umbrella organizations support many short-term training sessions on themes of interest to their member organizations. The types of training activities documented include: financial management and fund raising techniques; ICT; modern agricultural techniques; gender promotion; environment protection; human rights advocacy and lobbying. There appear to be no medium or long-term training activities.

*Organizational and Institutional Strengthening:* Nearly all Umbrella NGOs assist their member organizations in strategic plan elaboration, acquisition of management or monitoring-evaluation systems (software packages for financial management, Information Management Systems), sharing of Technical Assistance costs). Local umbrella NGOs also assist new member organizations to structure themselves so as to meet the requirements of the different sectors of activities. Examples of this type of assistance is CCOAIB or PROFEMME which help their member organizations draft or update their statutes or internal regulations to adapt them to the different laws and regulations governing their respective sectors.

*Resource Allocation to Capacity Building:* On average, Umbrella NGOs dedicated 15-25% of project resources mapped to capacity building activities. The capacity building budget essentially goes to institutional support (71%) for the member NGOs and 29% to support training activities. The Umbrella NGOs derive funding for capacity building activities from four main sources: International NGOs; Government projects and Bilateral and Multilateral agencies.

## **International NGOs**

International NGOs are generally regarded as *donors* by local NGOs and generally do not intervene directly in the activities of local partners.

*Human Resources Development:* International NGOs organize training sessions for their local partners or beneficiaries in two main areas: financial management and reporting methods, and new approaches and research methodologies (especially for universities and research oriented NGOs). Seminars and workshops are also organized to share information and research outcomes while study tours and cross visits are supported to facilitate the sharing of best practices.

*Organizational and Institutional strengthening:* INGOs contribute to organizational strengthening through the following activities: new technical and management software; technical assistance in strategic planning and lobbying; financial reviews and audits; networking and linkages with regional and international bodies working in the same sectors (agriculture and livestock research, microfinance, HIV/AIDS).

*Resource Allocation to Capacity Building:* On average, capacity building takes around 21% of the total available budget of the projects of INGOs mapped. The INGOs interventions target mainly individual training (through short time courses, seminars and study tours). This takes around 78% of the total amount dedicated to capacity development. Some INGOs are more dedicated to capacity building and concentrate 100% of their resources on this activity (e.g. SNV); others consider capacity building as a component of the projects they finance. The main sources of

funding for INGOs include: own funds; bilateral and multilateral agencies; international federations and associations; etc.

### **2.2.6 Development Partners**

Two main categories of development partners were mapped: multilateral (18) and bilateral (6).

#### **Main Capacity Building category supported by donors**

Organizational strengthening is the category that is most supported by donors, both in terms of activities and resource allocation. This implies that there is more effort channeled towards developing organizational capacity than skills development or institutional development. All sectors appear to benefit - public, private and civil sector - although resource allocation may differ due to the type of activity being funded and for whom. Public sector support is usually larger and therefore more expensive.

Resource allocation to organizational development may be higher due to the costliness of the activities, such as software systems, involvement of different stakeholders in strategic planning, and the high fees paid for technical assistance. In some cases, organizational strengthening includes providing suitable housing or infrastructure to strengthen human resource capacity.

#### **Individual training Capacity Building**

Individual training is the second largest capacity building category supported by donors. Short-term training is the preferred mode and includes training workshops, seminars, and short courses that tend towards information dissemination or information mobilization (for strategic plans and work plans), and skills enhancement. It more widely spread across sectors and covers public, private and civil society institutions and covers both middle level managers and local partners such as farmers, fishermen, SHA members at community level.

Long-term training is limited, requiring more resource allocation. It is mainly targeted towards middle level managers and professionals in priority areas of development in institutions such as MINAGRI, MINISANTE and MINEDUC. It is therefore covers mostly the public sector. It is offered by both multilateral and bilateral agencies.

#### **Institutional development**

Institutional development is an area that is hardly supported by bilateral agencies. Multilateral agencies offer more of this support, and in particular, the EU. The limited support may be due to the fact that it does not involve a wide circle of players that include mostly professionals and senior level managers.

#### **Beneficiary Sectors**

MINAGRI and MINISANTE are the main beneficiaries of both bilateral and multilateral agencies, added to which, some agencies like IFAD and Global fund are entirely dedicated to development activities for certain ministries. On average, multilateral funding tends to be well spread over sectors. **This finding is based on activities and not financing.**

The public sector is the main beneficiary of donor capacity building support, followed by the private sector and civil society respectively. However, there is an overlap between the private and civil sectors, where the civil societies are involved in income generating activities.

## **Multilateral Agencies**

The multilateral agencies, apart from the Global fund and IFAD, tend to cover a wider area of sectors than the bilateral agencies. Unlike the bilateral agencies, they all cater for institutional development.

## **Bilateral Agencies**

It has been difficult to decipher bilateral capacity building activities because of some reluctance to provide more detailed data and budgets. However, from the assessments carried out, they all cater for both individual and organizational support. Assessed documents show there is limited support for Institutional capacity building. GTZ, BTC and the Netherlands cover the widest areas of capacity building support.

Although they basically cover the same areas as the multilateral agencies, bilaterals are more active in reaching out to both the civil society and private sector associations.

### **Key Conclusions:**

- On average, 28% of multilateral funding goes towards capacity building activities as compared to 66% of bilateral funding.
- Organizational strengthening takes up more than 60% of capacity building support by bilaterals as compared to over 58% for multilaterals.
- Institutional support is a category that is hardly supported by bilaterals, although it still features as the least funded for multilaterals.

A more detailed presentation on these observed trends can be found in Chapter 7 treating the results of the mapping with respect to development partners.

## **2.3 General Recommendations of the Mapping Exercise**

The section below presents the general recommendations from the mapping exercise. The recommendations specific to sectors are found in the relevant sector reports.

1. Significant resources are being committed to capacity building from Government, Partners and the private sector. Yet there are insufficient measures to systematically assess the impact of this support on capacity creation, utilization and retention.

*It is recommended that a monitoring and evaluation framework be developed and put in place in order to regularly assess the impact of capacity building efforts. This is particularly important for the Public Sector, and especially for MINISANTE and MINIAGRIC, which receive substantial resources for capacity building from both the GoR and donors.*

2. Support for capacity building is widespread and spans many sectors, but many activities are at present fragmented and carried out in an ad hoc manner. Rwanda faces many capacity challenges and there is a need for more coherence in the efforts of government and partners to address these challenges. An important related question is the perceived deterioration of the formal education system in Rwanda and the impact of this on capacity creation.

*It is recommended that Government with the support of its partners develop a national capacity development policy and strategy to provide a framework for short, medium and long-term investments to strengthen capacities, and to facilitate regular monitoring and impact assessments. As part of such an exercise, efforts should be made to properly assess the education system and its relevance and ability to respond to current and emerging capacity needs of Rwanda.*

3. Given the scale and scope of capacity building activities underway, and the many actors involved there is a need for better coordination and sharing of information on the planning and financing of capacity building activities.

*It is recommended that a coordination framework/platform be established to facilitate dialogue, information exchange and best practices to be shared among Government and its key Stakeholders – see ToR for such a mechanism in appendix III.*

4. Information on ongoing and planned capacity building activities is fragmented and difficult to access, which can be a bottleneck for proper planning. Information on capacity building should be systematically collected and disseminated to inform policy and programmatic interventions.

*It is recommended that Government with the support of its partners undertake regular assessments of all ongoing capacity building efforts and to put in place a database on capacity building activities that will be used to inform policy and design of programmes - a proposal to establish this database is found in appendix IV.*

5. Government with support from partners is rightly putting considerable efforts in enhancing organizational capacities in the public sector. However, there is a need to also give priority to long-term skills development

*It is recommended that greater emphasis be given to longer-term training and skills development in the public sector, so as to ensure that the right profiles and competencies are available in the public sector. This will complement the gains being made in organizational and institutional development of public institutions, and improve absorptive capacities and service delivery.*

6. Public sector institutions currently receive annual allocation from the government regular budget to support training activities. These sums appear very small for the individual ministries, are scattered and may not be having the desired effect.

*It is recommended that Government pool together and consolidates the current fragmented allocations for training and human resources development in the regular budget to facilitate better planning and resource utilization. Such a fund would be managed by MIFOTRA/HIDA, working in close collaboration with the respective public sector institutions to maximize efficiency and impact of the funds allocated.*

7. A significant portion of the development budget goes to technical assistance. The use of technical assistance should be optimized given the significant resources committed to it from the development budget.

*It is recommended that the use of TA be optimized, and in particular, the under study of expatriate staff should have established benchmarks, be properly supervised and be more systematically monitored and evaluated.*

8. The Government is currently working with partners and the Private Sector Federation to build the capacities of medium and small scale enterprises but many needs are yet unmet.

*It is recommended that these efforts be consolidated, paying particular attention to the need to strengthen organizational capacities. It is further recommended that efforts be made to expand the pilot support being provided by AMSCO and similar initiatives designed to ensure that critical and strategic skills lacking in the private sector are made available.*

9. MIFOTRA/HIDA is currently playing a positive role in spearheading capacity development efforts in Rwanda. But a challenge still remains in many sectors with regards to the understanding of the scope and dimensions of capacity and how to reflect this in the proper planning of interventions.

*It is recommended that MIFOTRA/HIDA play a more proactive role in policy setting, advocacy, and sensitization on capacity development, particularly in guiding and mentoring institutions, to complement the programme and project support currently being provided to public institutions.*

10. Efforts to build capacities in Local Governments should be intensified and accelerated given the critical role they play in service delivery and in fostering grassroots development and governance.

*It is recommended that adequate training and information be provided to Executives, human resources and other management staff of districts on capacity development. Furthermore, efforts to strengthen organizational capacities should be accelerated to ensure that local government bodies have the requisite capacity assets to respond to local development needs and ensure timely and quality service delivery.*

11. Civil society organizations play a vital role in development and in enlarging public space for democratic governance, which is vital for economic and social development. Yet the capacities of many local NGOs are currently weak, which limits their ability to contribute more effectively to the nation's development efforts. Of particular importance is the need to pay attention to the cooperative movement and how to strengthen related capacities.

*It is recommended that Partners, working with NGO Umbrella organizations, provide increased assistance to help build the organizational capacities of local NGOs. Support to civil society capacity strengthening should also include the cooperative movement.*

12. The Government with the support of partners is implementing a number of critical programme initiatives to improve performance of public sector institutions and to engineer reform. Many gains are being realized. However, the building of effective institutions is a long-term endeavor and needs to be supported by corresponding long-term investments and not through stop-go and ad hoc measures if the desired results are to be obtained.

*It is therefore recommended that the ongoing Government public sector reform programmes and projects be consolidated and expanded to ensure that the reforms are deepened and sustained, and that modalities for the long-term financing of these efforts be developed and put in place.*

## **PART II: SECTOR REPORTS**

Chapter 3: Public Sector Institutions  
Chapter 4: Local Government Bodies  
Chapter 5: Private Sector Institutions  
Chapter 6: Civil Society Organizations  
Chapter 7: Development Partners

## **Chapter 3: Public Sector Institutions**

### **3.1 Institutions Assessed, Sources of Data and Challenges**

#### **3.1.1 Institutions Assessed**

The mapping of capacity building activities in the public sector covered all the 18 Ministries, Parliament, Senate and the Supreme Court, as well as 41 institutions affiliated to ministries.

A total of about 285 projects across the public sector in various domains were assessed. These projects are funded by the Government of Rwanda (through Internal financing and as counterpart financing) in conjunction with about 28 various donor organizations, countries and international institutions.

#### **3.1.2 Sources of Data**

Primary information was collected mainly from various ministries and affiliated institutions through direct interviews with Directors of Planning, Directors of Human Resources and Directors of Finance and Administration. Secondary information was collected from the CEPEX database, the government's ordinary and development budgets (2005-2007), EDPRS and other policy documents.

#### **3.1.3 Challenges**

Access to key people in some ministries proved difficult at times, as was access to documents, particularly for projects in affiliated institutions. There was certain reluctance on the part of some civil servants to freely express their views.

### **3.2 Main Findings and Conclusions**

#### **3.2.1 Resources for Capacity Building**

The mapping of resources covered both project/programme resources as well as resources from the regular Government budget.

##### **3.2.1.1 Project resources**

The resources committed to capacity building in the Public Sector as shown in Table 3.1 and the chart below indicate that a fairly good amount of resources is allocated to capacity building (FRW **691,668,079,106**) as compared to the total allocated to all projects (FRW **1,201,717,272,767**). On average, resources for capacity building amounted to **57.56% of total resources of the projects mapped for all public institutions.**

In some ministries entire projects are devoted to capacity building. Examples were found in MIGEPROF, MINIJUST, MINEDUC, SUPREME COURT, PRESIREP, MINALOC, PARLIAMENT, MIFOTRA, MININTER and MINITERE.

**Table 3.1 Capacity Building Resources expressed as percentage of Total Project Resources per Ministry**

INSTITUTION	TOTAL RESOURCES FOR CAPACITY BUILDING	TOTAL RESOURCES FOR THE PROJECTS	PERCENT
MINAFFET	3,900,830,825	3,900,830,825	100.00%
MIFOTRA	24,905,138,710	24,929,140,938	99.90%
MIGEPROF	18,031,641,332	18,031,641,332	100.00%
MIJESPOC	2,865,000,000	4,404,606,860	65.05%
MINAGRI	95,457,215,708	127,682,138,824	74.76%
MINECOFIN	38,370,859,900	40,020,891,606	95.88%
MINEDUC	93,639,992,383	93,639,992,383	100.00%
MINIJUST	13,727,219,678	13,727,219,678	100.00%
MINICOM	45,613,029,798	49,469,363,128	92.20%
MININFOR	80,000,000	120,000,000	66.67%
PRESIREP	568,481,479	568,481,479	100.00%
MINISANTE	102,066,360,432	260,408,356,848	39.19%
SUPREME COURT	8,184,433,800	8,184,433,800	100.00%
MINITERE	95,864,733,956	109,918,295,721	87.21%
MININTER	15,873,429,865	15,983,429,865	99.31%
MINALOC	116,376,740,159	116,376,740,159	100.00%
MININFRA	15,030,382,380	313,239,120,620	4.80%
PARLIAMENT	1, 112,588,701	1,112,588,701	100.00%
	691,668,079,106	1,201,717,272,767	57.56%

**Source:** Individual Projects in MDAs, CEPEX database and MINECOFIN.

There is a striking contrast for the case of MININFRA where there are significant project resources yet the capacity building component is only 4.80% of total project resources. Some institutions and ministries have a very high % devoted to capacity building because of a limited number of projects mapped which are fully devoted to capacity building - this is the case of PRESIREP, MINAFFET, PARLIAMENT and MININFOR.

Table 3.2 below shows the resources allocated for human resources development and the combined organizational and institutional capacity building components for each ministry.

**Table 3.2 Allocation of Project Resources to Capacity Building components**

INSTITUTION	HRD	HRD PERCENT OF TOTAL CB	ORG + INST	ORG + INST PERCENT OF TOTAL CB	TOTAL RESOURCES FOR CAPACITY BUILDING
MINAFFET	36,250,000	0.93%	3,864,580,825	99.07%	3,900,830,825
MIFOTRA	5,713,836,971	21.26%	20,077,574,201	78.74%	26,210,099,523
MIGEPROF	16,874,161,111	93.58%	1,157,480,221	6.42%	18,031,641,332
MIJESPOC	2,427,400,000	84.73%	437,600,000	15.27%	2,865,000,000
MINAGRI	49,635,084,065	52.00%	45,822,131,643	48.00%	95,457,215,708
MINECOFIN	4,360,034,298	11.36%	34,010,825,602	88.64%	38,370,859,900
MINEDUC	7,562,322,383	8.08%	86,077,670,000	91.92%	93,639,992,383
MINIJUST	5,289,243,173	38.53%	8,437,976,505	61.47%	13,727,219,678
MINICOM	5,099,550,000	11.18%	40,513,479,798	88.82%	45,613,029,798
MININFOR	40,000,000	50.00%	40,000,000	50.00%	80,000,000
PRESIREP	0	0.00%	568,481,479	100.00%	568,481,479
MINISANTE	55,449,518,302	54.33%	46,616,842,130	45.67%	102,066,360,432
SUPREME COURT	7,901,326,800	96.54%	283,107,000	3.46%	8,184,433,800
MINITERE	25,845,015,814	26.96%	70,019,718,142	73.04%	95,864,733,956
MININTER	659,600,000	4.16%	15,213,829,865	95.84%	15,873,429,865
MINALOC	90,545,215,050	77.80%	25,831,525,109	22.20%	116,376,740,159
MININFRA	7,369,760,000	49.03%	7,660,622,380	50.97%	15,030,382,380
PARLIAMENT	1,060,558,061	95.32%	52,030,640	4.68%	1,112,588,701
	285,868,876,028	41.27%	406,685,475,540	58.73%	692,554,351,568

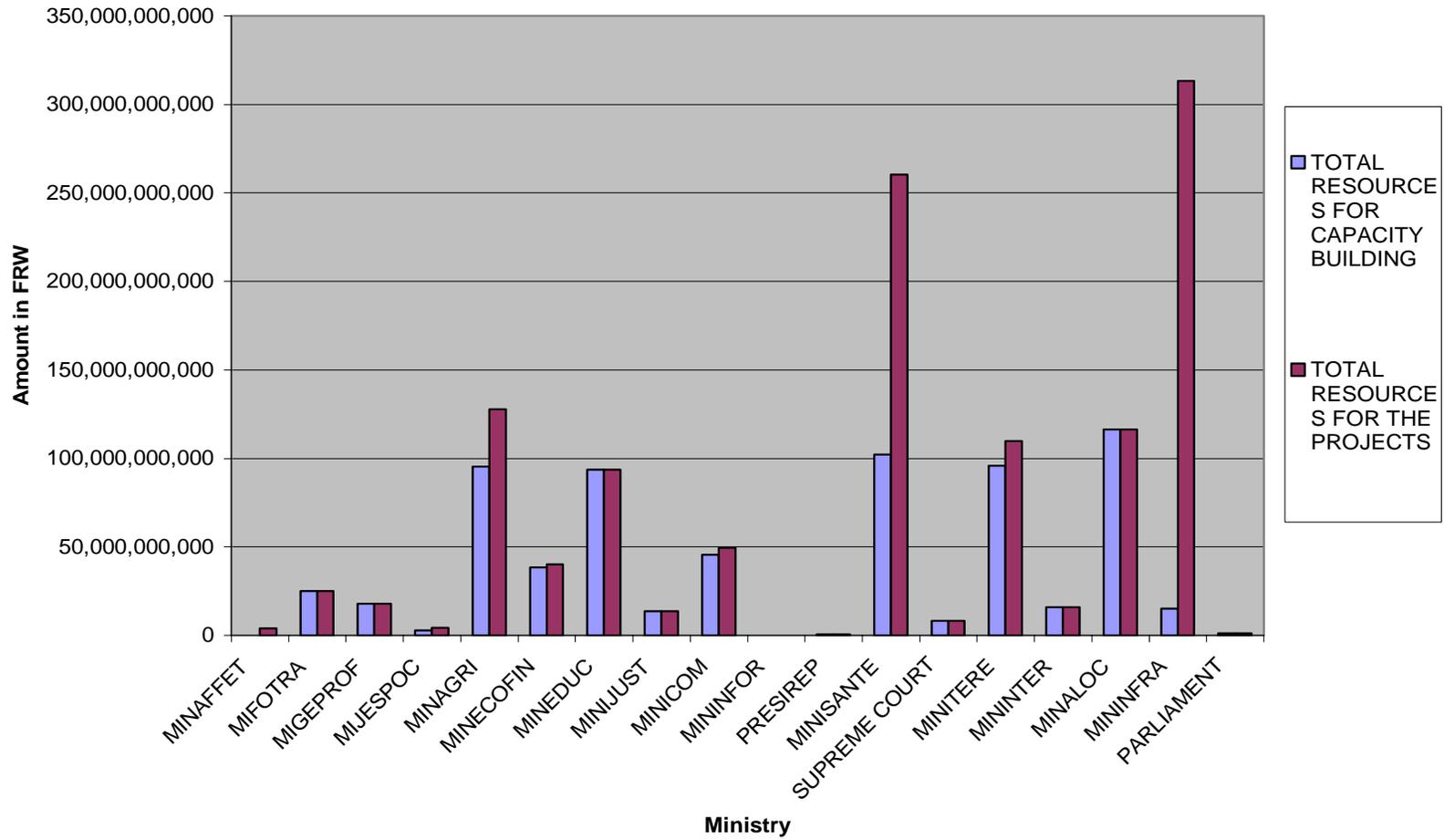
Source: Individual Projects in institutions, CEPEX database and MINECOFIN.

Topping the list for ministries/Institutions are the Supreme Court (96.54%), Parliament (95.32%) and MIGEPROF (93.58%). High on the list for institutional and organizational resources allocation are: PRESIREP (100%) because of a NEPAD project, MININTER ((95.8%) mainly because of the various feasibility studies underway.

Of the total project resources devoted to capacity building the human resource development component totaled FRW **285,868,876,028**) and the total for organizational and institutional capacity building component was FRW **406,685,475,540**). Proportionately fewer resources were devoted to human resources development (**41%**) compared to organizational and institutional development (**59%**).

Fig 3.1

**Project resources in Ministries and corresponding Capacity Building Resources**



### **3.2.1.2 Major ongoing projects that support Capacity Building in the public sector**

Some of the major ongoing projects in the public sector that support capacity building include the following:

- PSCB/HIDA which is funded by IDA for an amount of 11,369,629,586 FRW to train in ICT and support public sector reform;
- ACBF/HIDA, which is funded by ACBF for 3,794,000,000 FRw for mainly training, research and other institutional and organizational capacity building.
- STABEX in MINAGRI of FRW14,635,181,794 funded by EU to train in the improvement of quality exports of cash crops;
- CEDP - competitiveness and enterprise development project in MINICOM funded by IDA for FRW 22,318,364,230.

Annex 5.1 on page 35 presents a detailed overview of the major capacity building projects in the respective ministries.

### **3.2.1.3 Resources from the regular Government budget (2005-2007)**

Resources from the regular Government budget for the period 2005-2007 were also mapped – see Table 3.3. The results show that some ministries are devoting less than 1% of the budget allocated to capacity building, which is an insignificant amount. Information from the respondents in the study indicated that this allocation is normally used to transport staff for training provided by other institutions or is frequently requested to be reallocated to other budget lines during budget revisions.

**Table 3.3: CAPACITY BUILDING IN ORDINARY BUDGET 2005, 2006, 2007**

MINISTRY	ORDINARY BUDGET 2005			ORDINARY BUDGET 2006			ORDINARY BUDGET 2007		
	TOTAL CB	TOTAL BUDGET	%	TOTAL CB	TOTAL BUDGET	%	TOTAL CB	Total BUDGET	%
PRESIREP	154,651,746	7,656,253,419	3%	266,391,256	7,656,253,419	3%	557,446,378	8,602,256,879	6%
PARLIAMENT	483,961,393	5,415,014,517	5%	286,387,036	5,415,014,517	5%	299,682,720	5,567,122,344	5%
PRIMATURE	119,716,788	2,908,840,823	7%	205,946,081	2,908,840,823	7%	326,026,766	3,480,633,397	9%
COURS SUPREME	34,604,787	3,508,470,894	1%	30,814,880	3508470894	1%	31,167,477	3,580,612,932	1%
MINADEF	496,000,000	38,610,650,087	3%	1,319,436,920	38,610,650,087	3%	1,137,750,000	32,923,860,798	3%
MININTER	208,923,574	8,658,372,883	1%	58,487,560	8,658,372,883	1%	2,419,400,000	9,613,218,652	25%
MINAFFET	59,665,000	5,249,426,093	1%	76,772,964	5,249,426,093	1%	180,358,850	6,919,830,894	3%
MINAGRI	105,883,890	4,607,835,247	7%	310,454,528	4,607,835,247	7%	249,412,838	4,428,969,124	6%
MINICOM	769,456,832	4,019,440,112	20%	219,024,691	4,019,440,112	5%	182,239,275	4,169,987,761	4%
MINECOFIN	220,279,771	86,744,821,971	5%	311,176,374	86,744,821,971	0%	307,154,264	86,722,810,362	0%
MINIJUST	114,545,804	3,913,564,521	0%	75,912,520	3,913,564,521	2%	151,727,488	7,313,748,982	2%
MINEDUC	6,862,811,397	33,208,811,817	20%	8,439,512,535	33,208,811,817	25%	7,736,386,846	37,517,385,047	21%
MIJESPOC	71,422,580	1,648,498,702	5%	57,718,932	1,648,498,702	4%	92,719,428	1,891,715,792	5%
MINISANTE	2,017,084,603	11,266,655,326	4%	441,899,320	11,266,655,326	4%	339,742,404	14,006,945,665	2%
MININFRA	520,812,500	11,257,541,947	4%	573,340,043	11,257,541,947	5%	409,828,408	25,705,120,477	2%
MIFOTRA	552,973,818	2,451,797,176	19%	463,561,663	2,451,797,176	19%	706,065,600	2,953,211,804	24%
MINITERE	261,082,270	4,286,189,829	15%	644,162,268	4,286,189,829	15%	316,946,010	2,957,942,347	11%
MINALOC	133,996,207	19,849,346,929	2%	398,744,377	19,849,346,929	2%	261,120,792	16,969,367,049	2%
MINISTR *							331,798,360	1,493,659,928	22%
PARQUET *							12,000,000	1,598,008,879	1%
<b>TOTAL</b>	<b>14,179,743,948</b>	<b>255,261,532,293</b>	<b>6%</b>	<b>14,179,743,948</b>	<b>255,261,532,293</b>	<b>6%</b>	<b>16,048,973,904</b>	<b>269,900,174,803</b>	<b>6%</b>
<p><b>MINISTR = Ministry of Science and Technology</b>  <b>* Given Budget independently 1st time in 2007</b></p>									

Source: MINECOFIN - Budget Law (2005,2006,2007)

**PERCENTAGE ALLOCATIONS OF RESOURCES TO CAPACITY BUILDING IN PUBLIC SECTOR  
(ORD. BUDGETS 2005,2006,2007)**

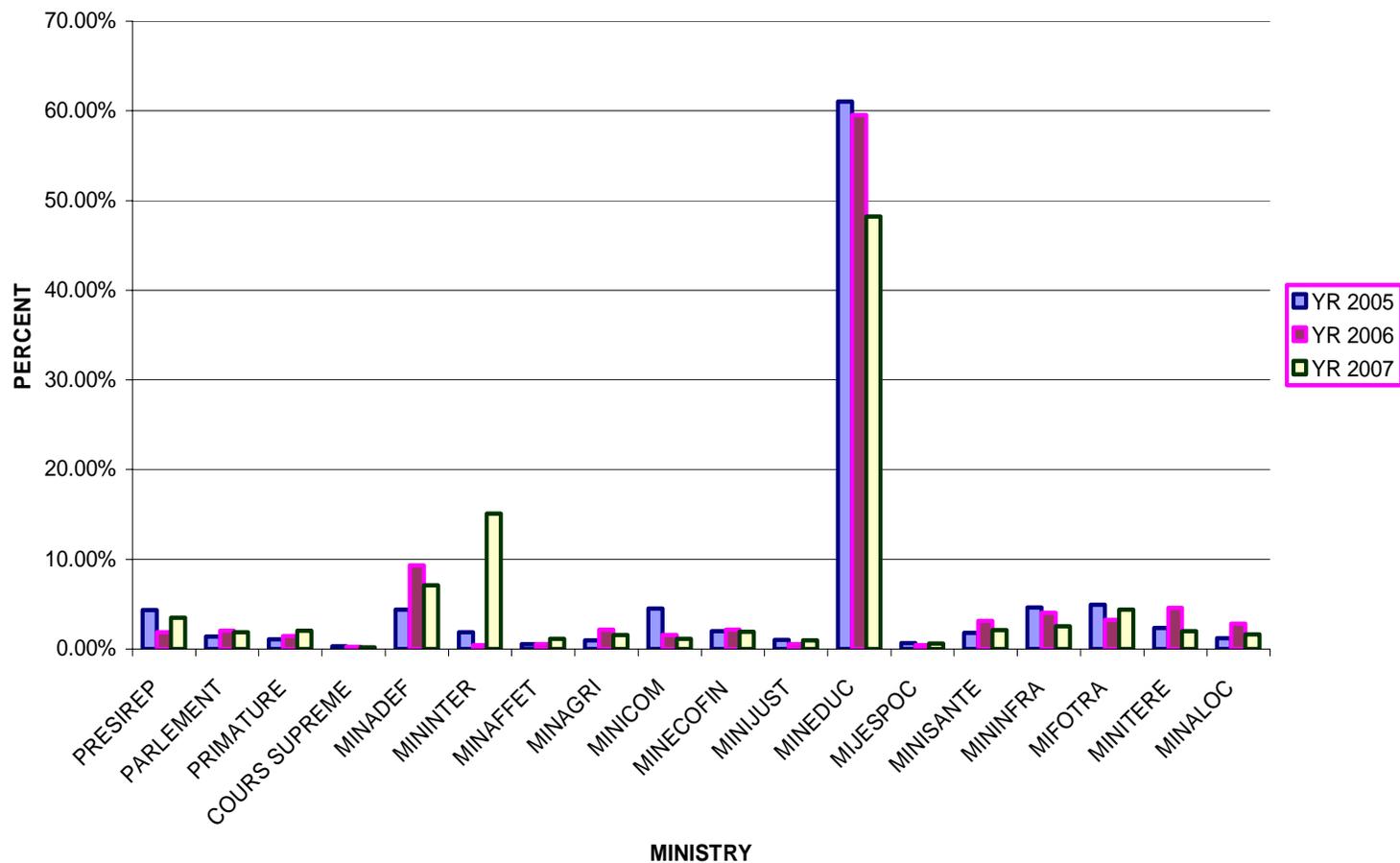


Fig 3.2

The total capacity building resources as a proportion of the regular budget over the three-year period averaged at 6%. The 2006 capacity building totals were slightly lower in almost all ministries except for a few. There has been remarkable increase in funds allocated to MIFOTRA during the three years which tallies with its new role as major driving force in capacity building efforts of government. Other ministries such as MIJEPROF experienced decreases over the three years mapped.

MINEDUC had the highest allocation, possibly related to the training of many teachers and head teachers in the country, as well as bursaries for masters and PhD programmes. The increases for MIFOTRA could be attributed to costs associated with retrenchment of workers and training them for self-employment. MIJESPOC, MINIJUST, MINAFFET and MINICOM all had small percentages allocated to capacity building in the ordinary budget.

Most of the ministries and institutions had higher percentage of capacity building in the 2005 ordinary Budget, which decreased continuously in 2006 and 2007. Some fluctuated while others increased relatively. Although MINEDUC had the highest in the budget, it declined in the years 2006 and 2007.

#### **3.2.1.4 Technical Assistance component in the Development Budget**

##### *TA: Financial Resources allocated*

Table 3.4 shows that significant resources of the development budget went to TA costs, and that technical assistance ranks highest in the 2007 development, with MININFRA benefiting most from the technical assistance. This is mainly due to road construction, power explorations and ICT based studies and installations such as the Kalisimbi project with high technical assistance costs. Other institutions with high percentage of resources for technical assistance are: MINISANTE (11%) and MINITERE (16%). There are a significant number of experts in MINAGRI reflected by the figure 9% and MINECOFIN (5%) as well. MIFOTRA is allocated a relatively small amount of 1% of the total capacity building funds in the development budget.

##### *TA: Numbers*

The highest number of technical assistants is in MINISANTE where there are many Chinese doctors in CHK, CHB and district hospitals - 25-30. Another ministry with a high number of technical assistants is MINEDUC with many lecturers, the majority being from Kenya, India and Belgium.

Other countries whose nationalities are in Rwanda on technical assistance in small numbers are Uganda, Russia, Uganda, Mauritius, Germany, UK, Italy, Sierra Leone and others.

**Table 3.4(a) Technical assistants in Public Institutions**

<b>INSTITUTION</b>	<b>NUMBER OF TECHNICAL ASSISTANTS</b>
MINAFFET	1
MIFOTRA	11
MIGEPROF	1
MIJESPOC	3
MINAGRI	4
MINECOFIN	8
MINEDUC	116
MINIJUST	1
MINICOM	8
MININFOR	1
PRESIREP	0
MINISANTE	71
SUPREME COURT	0
MINITERE	4
MININTER	0
MINALOC	0
MININFRA	13
PARLIAMENT	0
MINADEF	23
OTHERS	66
<b>TOTAL</b>	<b>319</b>

**Source:** Immigration dept, Ministry of Internal Affairs- 2007

The table 3.4(a) above shows a total of 319 technical assistants in the various ministries. It is worth noting that some technical assistants (66) could not be easily classified to a particular ministry as the information was not detailed for certain projects and were hence put in “others”. The highest number is in MINEDUC (115), MINISANTE (71) MINADEF (23) and MININFRA (13).

For the Education ministry, this is because of the needed expatriates in higher institutions of learning where are found Kenyans, Indians, Ugandans and Nigerians and other nationalities.

In the case of MINISANTE, there are mainly Cuban Doctors, Belgians and others. MININFRA has a high number because of the current road infrastructure development in the country and mainly involving the Chinese. MINADEF has Israeli, Indians, Russians, and Belgian and Italian technical assistants through military cooperation. Some ministries have no technical assistants such as MININTER, MINALOC, Parliament and the Supreme Court.

**Table 3.4(b): Technical assistance as reflected in the Development Budgets (2005, 2006, and 2007)**

DEVELOPMENT BUDGET 2005				DEVELOPMENT BUDGET 2006			DEVELOPMENT BUDGET 2007		
MINISTRY	TECH. ASSISTANCE	OVERALL BUDGET	TA as %	OVERALL BUDGET	TECH. ASSISTANCE	TA as %	TOTAL BUDGET	TECHNICAL ASSISTANCE	TA as %
PRIMATURE	238,720,183	2,006,000,000	12%	1,994,553,000	320,876,678	16%	2,454,000,000	446,424,198	18%
SUPREME COURT	148,844,067	1,243,000,000	12%	865,000,000	148,844,067	17%	674,000,000	493,707,000	73%
MINADEF	10,000,000	593,000,000	2%	823,729,000	0	0%	1,060,000,000	0	0%
MININTER	0	576,800,000	0%	1,803,691,896	67,369,900	4%	2,364,000,000	281,000,000	12%
MINAGRI	740,406,634	6,282,099,999	12%	8,657,526,796	730,406,634	8%	13,366,999,602	1,625,373,404	12%
MINICOM	341,005,100	1,270,000,000	27%	1,863,998,200	341,005,100	18%	5,077,000,000	550,556,800	11%
MINECOFIN	1,904,816,267	5,750,238,871	33%	2,838,093,600	847,501,310	30%	5,810,355,340	803,067,795	14%
MINIJUST	303,085,806	2,522,000,000	12%	1,885,269,504	409,883,862	22%	3,555,000,000	211,964,867	6%
MINEDUC	2,674,978,541	8,272,792,000	32%	10,002,066,303	467,980,089	5%	19,737,605,072	1,107,220,149	6%
MIJESPOC	58,000,000	647,000,000	9%	1,260,382,000	182,467,890	14%	1,313,000,000	215,000,000	16%
MINISANTE	1,680,156,592	16,909,730,001	10%	18,187,556,963	3,567,675,234	20%	25,584,000,000	1,916,097,584	7%
MININFRA	6,062,142,149	36,430,006,998	17%	30,824,810,157	3,786,549,854	12%	52,506,000,000	6,743,465,207	13%
MIFOTRA	0	140,000,000	0%	2,630,032,650	159,944,310	6%	2,043,800,000	199,167,407	10%
MINITERE	794,395,969	8,859,974,000	9%	11,859,431,491	3,479,009,645	29%	25,862,000,398	2,732,700,538	11%
MINALOC	370,628,684	12,835,900,000	3%	15,857,863,000	823,904,680	5%	20,201,566,709	173,525,480	1%
MINAFFET	0	0		0	0		2,454,000,000	130,000,000	5%
<b>TOTAL</b>	<b>15,327,179,992</b>	<b>104,338,541,869</b>	<b>15%</b>	<b>111,354,004,560</b>	<b>15,333,419,253</b>	<b>14%</b>	<b>184,063,327,121</b>	<b>17,629,270,429</b>	<b>10%</b>

Source: MINECOFIN - Organic Budget Law (2005,2006,2007)

Technical assistance as reflected by table 3.4(b) above in the development budget also shows that ministries such as MINIJUST, MINISANTE, MINECOFIN, MININFRA, MINEDUC and MINICOM have been steadily well funded compared to the rest. MINITERE also experienced a rise in the years 2006 and 2007 as shown in the above table. MIJESPOC budgets surprisingly went up because of the architectural technical studies and construction of planned regional stadiums, genocide sites and Olympic village. The overall picture is that technical assistance has been steadily increasing over the last three years as a percentage of the development budget (15%, 14%, and 10%). Some ministries such as MIFOTRA and MINADEF had no technical assistance in their budgets in the years 2005 and 2006 respectively.

MINAFFET started getting development budget only in the year 2007, before that it was only getting the ordinary budget yet technical assistance comes through the development budget.

### **3.2.1.5 Sources of Funding**

Table 3.5 shows the main sources of funding for capacity building in the different ministries. The above information shows a concentration of donors in certain ministries that are involved with socio economic and infrastructure development.

The sources of funding vary from ministry to ministry but major sources of funds are the Rwanda Government through direct financing or through counterpart fund, World Bank (IDA, IFAD), UNDP, EU, ADB, Belgium, Global Fund, (Internal) DFID, Netherlands, Germany, BADEA, Luxembourg, OPEC and China. France appears in the budget because they had agreed to fund certain projects that were never completed due to the rupture in diplomatic ties.

## **3.2.1 Capacity Building Activities**

### **3.2.2.1 Human resources development**

The main human resources development activities prevalent in the ministries are mainly training of short-term duration, and involve the training of trainers, training on systems and procedures and sensitization. The Public service relies on MIFOTRA/HIDA for most of their capacity building activities. These activities have enabled recipient ministries to train their staff. Most of the organized training has been in response to HIDA and MIFOTRA's call for workshops, seminars or other programmed knowledge and skills delivery arrangements. Institutions such as RIAM, RITA and KAVUMU have been on the forefront in providing training with financial support by HIDA and Donor organizations.

#### **Cross-cutting activities:**

There are a number of institutions that have cross-cutting activities, which are provided through sensitization, field training as is the case in MIGEPROF and MINAGRI. Other institutions such as MIFOTRA, MINECOFIN and HIDA provide training in various skills across the public and sometimes to private sector. This covers areas such as general administration, policies, procedures, strategic planning, finance-related courses, languages and ICT to mention a few. These Ministries devote a lot of resources to training other ministries but pay relatively less attention to the training of their own staff. However some of them have other sources of funds that are directly provided to them for special staff training abroad or within the country on a long-term basis. This is common in MINECOFIN and MINEDUC institutions. MIFOTRA has other donor-funded units that provide cross-cutting capacity building activities; these are MIDA, and TOKTEN which provide technical assistance to universities, hospitals and public institutions. The sponsored experts come from the Diaspora.

**Table 3.5: Sources of funding**

INSTITUTION	SOURCE OF FUNDING (Big Projects only)	NUMBERS
MIFOTRA	RWANDA, UNDP, ACBF, World Bank, IDA, IDA, GTZ, DFID, ILO, EAC, CNLS, WV, MAP	12
MIJESPOC	RWANDA, FRANCE(Suspended)	1
MINAGRI	ADB,RWANDA, EU, Netherlands, IDA, BELGIUM, DFID, Luxembourg, FIDA, UNDP	10
MINEDUC	DFID, UNICEF, RWANDA, BELGIUM, IDA, ADB,	6
MINIJUST	RWANDA, Netherlands, UE, BELGIUM, UNDP,	5
MINICOM	IDA, RWANDA,UNDP, FIDA,	4
MININFOR	RWANDA,ADB	2
MINISANTE	RWANDA, BELGIUM, Global Fund, IDA,	4
PRESIREP	RWANDA, UNDP(Nepad Project)	4
SUPREME COURT	RWANDA, UNDP, NORWAY, BELGIUM, EU, Switzerland	6
MINITERE	RWANDA, ADB, Netherlands, BELGIUM, IDA, Rhenanie Palatinat, EU, GEF, GERMANY,	9
MINALOC	RWANDA, EU, BELGIUM, UNDP, GERMANY, OPEP, FIDA	7
MININFRA	RWANDA, UNDP, ADB, Netherlands, BELGIUM, Rhenanie Palatinat, CHINA, IDA, EU, NDF, BADEA, SIDA,	13
MINECOFIN	RWANDA, ADB,UNDP,EU, BELGIUM,	5
MINAFFET	RWANDA, BELGIUM, CHINA, WORLD BANK,	4
PARLIAMENT	UNDP, DFID, EU	3
MIGEPFOP	ADB, RWANDA, UNICEF, UNFPA,	4
MINADEF	RWANDA	1

**Source:** Institutional Projects, CEPEX and MINECOFIN

The Rwanda Government supports all Institutional projects either internally through development budgets or counterpart funding. The UNDP also funds almost all institutions as shown in above table 3.5 by its presence in front of most ministries. The World Bank, EU, DFID and Belgium, USAID and other donors are funding MDAs directly and/or indirectly through budget support as well as through the new Aid Coordination framework. It should be noted that very small projects have not been included here.

A major capacity building project in HIDA funded by ACBF provides training in the public sector especially in training institutions, provides scholarships for graduate studies, supports research, strategic planning, processes and procedures, some equipment, development of relevant curricula and other institutional and organizational capacity building activities.

## **Organizational and Institutional Development**

This is a costly investment and provides ministries concerned with infrastructure for an improved working environment, systems and procedures, policies and legal systems. The ministries that benefited most can be seen in the bar graph above showing the three components for capacity building.

### **3.2.1.3 Capacity Assets and Gaps**

The public sector does not appear to have a policy on staff development. Most of the training is done as a response to a call from ministries that provide cross-cutting capacity building activities; most rarely initiate their own capacity building plan and activities based on their needs. Capacity building is seen as a responsibility of those ministries and institutions that are expected to determine needs and to provide solutions.

Although there seems to be reasonable amount of technical assistance in some institutions, many responses indicated that in most cases those experts are not understudied and that there is limited compliance with the terms of reference where knowledge transfer is clearly stipulated.

#### *HRD: Assets and gaps*

The HRD gaps exist in all ministries, which often translate into routine requests for more staff. This gap is also as indicated by a high level of technical assistance. Examples are MININFRA, MINISANTE and MINEDUC. The Government has built up assets of HRD through medium and long-term training that are now running the public sector but more needs to be done to retain them.

The public service has fewer workers since the reform and this has increased the workload for some institutions. The question of staff attrition was noted due to low salaries in the public sector as compared to those in the private sector and projects. There are still gaps in higher institutions of learning and hospitals that need high caliber personnel in specialized fields.

#### *Organizational and Institutional: Assets and gaps:*

Over the years the Public Sector has acquired significant assets in the form of equipments, systems and design of policies as well as legal frameworks through funding by World Bank, UNDP, EU DFID and Belgium. However, there is a lopsided approach to funding because the target ministries are often chosen by the donor according to the field of interest, resulting in some ministries having more technical assistance and more projects than others. Many ministries and affiliated institutions still need expertise to assist in strategic planning, financial systems, procurement and infrastructure development.

## **3.3 Main conclusions and recommendations**

1. The allocation of resources for capacity building between the public sector institutions is skewed, with some benefiting more than the others. More support should be provided to those institutions that have very small allocations in both the ordinary budget, development budget and have fewer projects as they tend to have limited number of capacity building activities. In these ministries institutional and organizational capacity building that should be focused on.
2. Attention should be given to addressing staff attrition through improving conditions of service including a built in salary increment based on formulated salary scales.
3. Institutions should be trained in planning for their own capacity building and staff development related issues and not rely on cross-cutting services or supply driven capacity building initiatives from the ministries that do so such as MIFOTRA/HIDA. Ministries should play the role of

- partners and not beneficiaries. Continuous training of Directors of Human resources or Planning on how to plan for capacity building is necessary. This will allow for better use of training budget
4. Technical assistance should be exploited fully by making sure that the element of knowledge transfer is respected and implemented. The Technical Assistants should be supervised and assessed by the immediate local supervisor and not the agencies that sent them.
  5. There should be an annual reporting system from every institution on what capacity building they have initiated and what benefits/ achievements including how the training budget was utilized.
  6. The training budget for HIDA should be increased to meet the current needs in the public and private sectors.
  7. There should be a forum for donors and stakeholders to discuss areas of intervention to avoid overlapping when there are many needy areas/institutions.

**Annex 3.1: Major Capacity Building Projects In Public Institutions (Ongoing / Planned)**

<b>MINISTRY</b>	<b>MAJOR Capacity building Project</b>	<b>Major Activities</b>	<b>Total Budget for CB</b>	<b>Source of Funding</b>
MIFOTRA	PSCB/HIDA	Public Sector Reform, ICT, Training, equipment across Ministries	11,369,629,586	IDA
MIFOTRA	ACBF/HIDA	Training, Research, institutional and organizational Cap. Building	3,794,000,000	ACBF
MIGEPROF	PREPAF (Poverty Reduction for women in southern Province).	Training, sensitization on IGA & Micro finance cooperatives	7,870,651,238 915,767,597	ADB RWANDA
MIGEPROF	Child Survival, Growth and Development	Campaigns, sensitization, train life skills against AIDS, training in nutrition, care, care and treatment	8,097,742,276	UNICEF
MINAGRI	STABEX	-Project for the promotion of high quality coffee and tea production for Export	14,635,181,749	EU
MINECOFIN	Technical and logistical support to MINECOFIN	Capacity Building in systems and procedures, ICT in accounting and equipment	5,086,706,6981	EU
MINEDUC	Construction and extension of KIST	Institutional capacity building for proving offices, labs and classrooms for KIST	17,144,000,000 1,914,000,000	ADB RWANDA
MINEDUC	Tronc Commun Project	Construction of classes and facilities for tronc commun in the country	13,992,000,000	RWANDA
MINEDUC	HRDP Human Resource Development	Buildings, labs, equipment and training	13,519,980,000 756,500,000	IDA RWANDA
MINEDUC	Education, Protection and Development	Training, Sensitization, seminars and conferences	9,287,000,000	UNICEF
MINIJUST	Gacaca Project	Support to train 150 head masters in peace and monitoring Gacaca, support inkiko Gacaca & TIG evaluation systems.	5,450,042,873	BELGIUM
MINIJUST	Support for the rule of Law.	Institutional support to NURC, NHRC in training mediators' trainers & creation of 200 clubs for training in unity &	5,232,041,156	EU

		Reconciliation.		
MINICOM	CEDP: Competitiveness & enterprise Development project	Reform of legal & Institutional business framework, establishment of conducive working legal environment	22,318,364,230	IDA
MINICOM	PPPMER: Promotion small micro enterprises	Capacity Building for 2,000 producers,468 youths in skills & business development, training cooperative ,members in apprenticeship skills	8,225,107,080 1,224,974,440	FIDA RWANDA
MINISANTE	Strengthening Malaria control in Rwanda	Capacity building for health& research institutions, manuals for trainers, train in drug administration	27,906,427,848	GLOBAL FUND
MINISANTE	MAP: multi-sector AIDS Programme	a) Sensitize public and Private sectors on AIDS and project management of AIDS activities. b) Reduce spread of AIDS & reduce its socio economic impact among PLWHAs & families	16,671,812,614 5,527,606,215	IDA IDA
MINISANTE	Decentralization, treatment & care among PLWHA	Provide scholarships for OVC, train in IGA, train health staff and PLWHA	30, 980,308,330 but for CB is only: 7,844,242,396	GLOBAL FUND
MINISANTE	Assuring access to quality care project	Train vulnerable people and also capacity building for trainers	14,196,185,095	GLOBAL FUND
MINISANTE	Support to CHK	Training and equipment	5,394,176,300	BELGIUM
SUPREME COURT	Project for easy proximity to justice	Train judiciary institutions, civil society & streamline systems.	7,901,326,800	Belgium EU Switzerland
MINITERE	PAFOR: Project for forest management	Training and sensitizing people, strategic planning	7,342,641,092 1,699,532,657	RWANDA BELGIUM
MINITERE	Reinforcement of underground water sources for Kigali	Research for the possible underground sources of River Nyabarongo	24,000,000,000	RWANDA
MININTER	Police training school project at	Construction of police school, installation of training equipment and offices, residences	11,103,480,025	RWANDA

	Gishali.			
MINALOC	Poverty reduction programme in districts	Sensitization and training in income generating projects	15,986,792,426	EU
MINALOC	CDDP: Community development and decentralization project	Sensitization and training in decentralization and good governance for development	11,302,717,186 1,639,850,421	IDA RWANDA
MINALOC	CDF: Community development fund	Train and sensitize people in community development issues	4,099,626,053 3,633,361,915 34,500,000,000	UNDP GERMANY RWANDA
MINALOC	PDL-HIMO	Project for community development with more approach to local intensive labour enhancement- train & sensitize	10,187,363,026	RWANDA
MINALOC	PDRCIU	Community development awareness and initiatives to train people in development and to avail opportunities for poverty reduction, infrastructure	15,263,782,380 9,747,270,902 820,471,827	FIDA OPEP RWANDA
MININFRA	PIGU: project for urban development infrastructure management	Institutional development and capacity building of urban centers	11,467,720,357 5,450,042,873 5931,955,126	IDA NDF RWANDA
MININFRA	Community Tele-Centers	Installation and training how to run and to use telecentres	4,949,560,562	RWANDA

**Source:** Institutional project documents, CEPEX and MINECOFIN

### Annex 3.2: List of public sector institutions contacted for mapping exercise

Institutional Category		Indicative list of Institutions
<b>Public Sector</b>	<i>Govt. Ministries</i>	<ul style="list-style-type: none"> <li>- Ministry of Local Government, Good Governance, Community Development and Social Affairs (MINALOC)</li> <li>- Ministry of Infrastructure (MININFRA)</li> <li>- Ministry of Commerce, Industry, Investment Promotion, Tourism and Cooperatives (MINICOM)</li> <li>- Ministry of Agriculture and Animal Resources (MINAGRI)</li> <li>- Ministry of Finance and Economic Planning (MINECOFIN)</li> <li>- Ministry of Lands, Environment, Forestry, Water, and Mines (MINITERRE)</li> <li>- Ministry of Education, Science, Technology and Research (MINEDUC)</li> <li>- Ministry of Health (MINISANTE)</li> <li>- Ministry of Defense (MINADEF)</li> <li>- Ministry of Justice (MINIJUST)</li> <li>- Ministry of Youth, Sports and Culture (MIJESPOC)</li> <li>- Ministry of Gender and Family Promotion in the Office of the Prime Minister (MIGEPROF)</li> <li>- Ministry of Public Service, Skills Development and Labour (MIFOTRA)</li> <li>- Ministry of Internal Security (MININTER)</li> <li>- Ministry of Foreign Affairs and Cooperation (MINAFET)</li> <li>- Ministry in the Office of the President (PRESIREP)</li> <li>- Ministry in the Office of the President in charge of Technology and Research (MINISTR)</li> <li>- Ministry in Office of the Prime Minister in charge of Information (MININFOR)</li> </ul>

	<p><i>Agencies/Commissions/ Parastatals/ Projects</i></p>	<p><i>MINALOC:</i>  1. CDF  <i>MININFRA</i>  2. RITA  3. RURA  4. ONATRACOM  5. ELECTROGAZ  6. IPOSITA  <i>MINICOM</i>  7. ORTPN  8. RIEPA  <i>MINAGRI</i>  9. RADA  10. RARDA  11. RSSP  12. PDCRE  <i>MINECOFIN</i>  13. NIS  14. CEPEX  15. CAISSE SOCIALE  16. RAMA  17. PRIVATISATION  18. NTB  <i>MINITERE</i>  19. REMA  <i>MINEDUC</i>  20. SFAR  21. HRDP  22. National Ex. Council  23. NCDC  24. NUR  25. KHI  26. SFB  27. KIE  <i>MINISANTE</i>  28. CAMERWA  29. TRAC  30. CNLS  31. CNTS  32. CHK  <i>MINIJUST</i>  33. Supreme Court  34. High Court  35. Prosecutor General Office  <i>MININTER</i>  36. Police  37. Prisons  <i>Commissions</i>  38. National Unity and Reconciliation Commission  39. National Human Rights Commission  40. National Electoral Commission  - High Press Council  <i>Other offices</i>  41. Auditor General  42. IGG (Ombudsman)  43. Rwanda National Bureau of Standards</p>
--	---	---

## **Chapter 4: Local Government Bodies - Districts**

### **4.1 Institutions Assessed, Sources of Data and Challenges**

#### **4.1.1 Institutions assessed**

In Rwanda, districts were recently restructured in 2006 and are autonomous administrative entities with a legal status, with administrative and financial autonomy. They are entities for the promotion of democracy and a basis for socio- economic development (Law n°08/2006 of 24/02/2006 determining the organization and functioning of districts).

As the districts were reorganized in 2006 the mapping of capacity building activities covered 2007 and was projected to 2012 in line with the MTEF, the district development plans and performance contracts.

All the 30 districts in the four provinces of Rwanda were assessed.

#### **4.1.2 Sources of data**

The mapping process involved semi-structured interviews with district authorities particularly the Directors of human resource units, Directors of planning and economic development, as well as the Executive secretaries and Mayors.

Quantitative data was collected from all districts and from MINALOC. Key documents consulted included the MTEF, District Development Plans, annual plans, performance contract (imihigo), and progress reports. The CEPEX database was also consulted for sector projects and programmes in order to assess capacity building activities they may include for the districts.

#### **4.1.3 Challenges**

Data gathering for local government entities proved particularly challenging given the newness of the district as an organizational entity, the scattered nature of the sources of information and other factors.

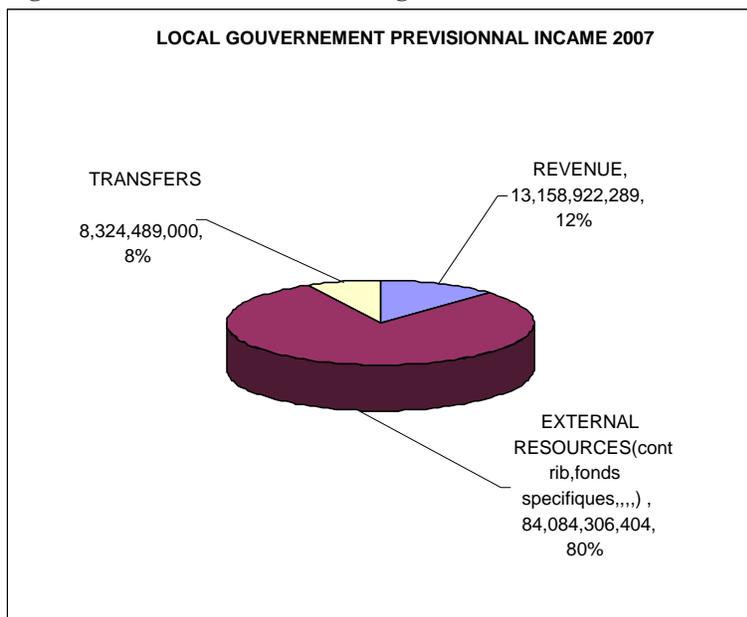
### **4.2 Main Findings and Conclusions**

#### **4.2.1 Resources for Capacity building**

Assessed resources for capacity building were based on three sources: the medium term expenditure frameworks (MTEF); the district development plans (DDPs); cross cutting projects targeting districts and sector support.

The sources of financing of district activities are summed up in the figure below. It can be seen that external resources cater for 80% of the provisional income of districts. These resources are however unreliable. Central government transfers account for 5% while district real income covers 12%.

**Fig 4.1: Sources of District Funding**



Source: MINALOC

#### 4.2.1 Resources Allocated to Capacity Building from MTEF Resources

Table 1 below shows that overall some 11.4 billion Rwf are devoted to capacity building which constituted about 4.2 % of the total MTEF resources for districts.

**Table 4.1: Resources for capacity Building from MTEF by Province (Source: MTEF)**

Provinces and Kigali City	Resources allocated ICBA*	Resources allocated OCBA*	Total (ICBA+OCBA)	Total Budget 2007-2009 (MTEF)	Remarks
<b>Kigali City</b>	575,323,785	176,145,295	751,469,080	27,544,578,641	
<b>Eastern Province</b>	3,110,208,057	1,090,951,688	4,198,159,745	69,860,152,920	<b>6.0%</b>
<b>Northern Province</b>	1,723,892,897	357,254,633	2,081,147,530	65,096,648,157	<b>3.2%</b>
<b>Western Province</b>	1,144,529,053	440,315,507	1,584,844,560	55,144,170,416	<b>2.9%</b>
<b>Southern Province</b>	1,514,910,628	1,247,211,851	2,762,122,479	54,939,417,901	<b>5.0%</b>

From the above table the following main trends can be discerned:

- In all four provinces, individual capacity development is being allocated more resources than for organizational development activities.
- Eastern Province takes the lead in individual capacity development activities while Kigali city registered the lowest allocated resources to capacity building.
- The variation between the different provinces is negligible.

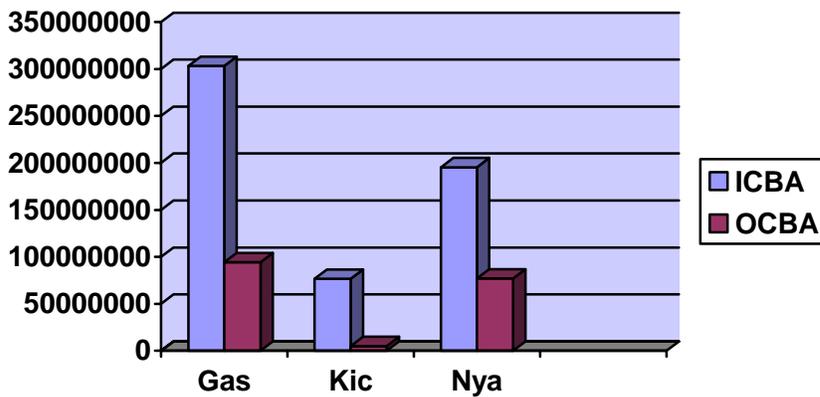
\* Individual Capacity Building Activities = ICBA

\* Organizational/Institutional Capacity Building Activities = OCBA

A detailed breakdown of MTEF resources devoted to capacity building and its components (individual and organizational capacities) for each district in all the four provinces and the city of Kigali is presented in Annex 4.1.

The graphs below give an overview of variations in resource allocation to components of capacity building for the districts in each province.

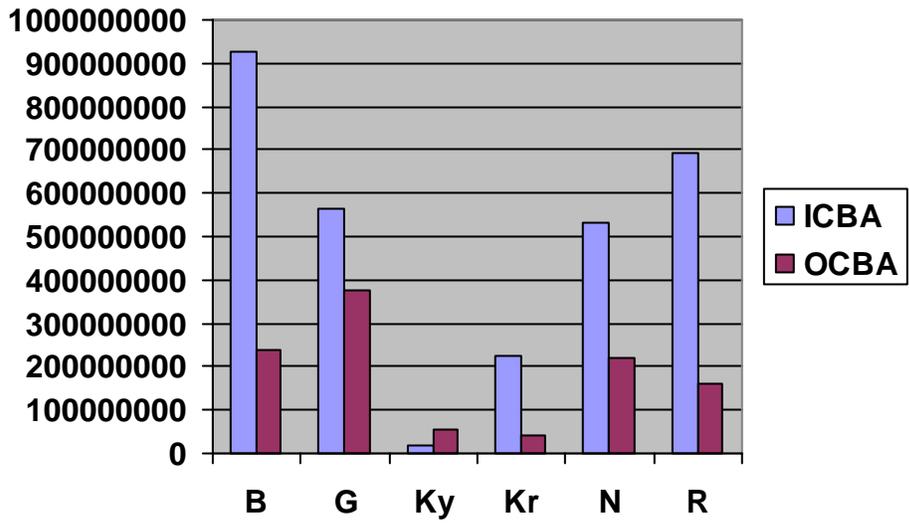
**Fig 4.2: Allocation of Resources to capacity building activities in the Districts of the City of Kigali** (Source: MTEF)



**KEY:** Gas – Gasabom; Kic – Kicukiro; Nya - Nyarugenge

- Overall the three districts allocated more resources to individual capacity development compared to the organizational and institutional development components.
- The three districts allocate a small proportion of their resources to capacity development in general and to organizational capacity in particular.

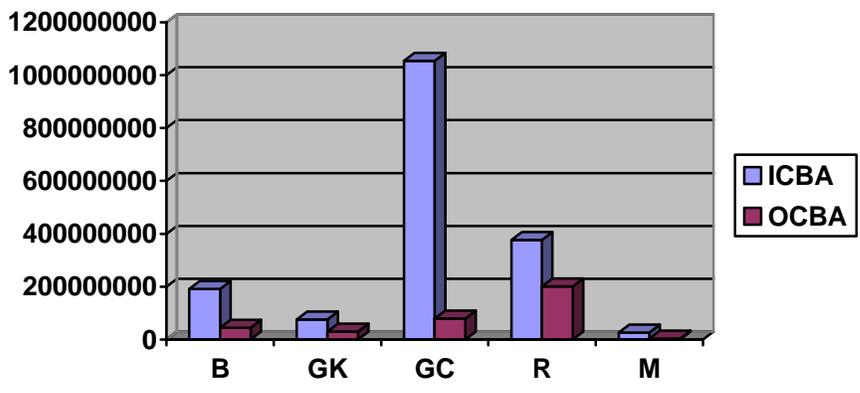
Fig 4.3: Allocation of Resources to ICBA and OCBA in Eastern Province (Source: MTEF)



KEY: B – Bugesera; G – Gatsibo; Ky – Kayonza; Kr – Kirehe; N – Nyagatare; R – Rwamagana

- Overall in all districts that make up the Eastern Province, individual capacity development takes an average of 7% of total MTEF expenditure.
- Bugesera has the highest allocation of resources to individual capacity building (930 million compared to 170 million for Kayonza). A possible reason for the large relatively large spending of the former is its proximity to Kigali and the high vulnerability of the district in terms of poverty and hunger.

Fig 4.4: Allocation of resources to Capacity Building in Northern Province (Source: MTEF)

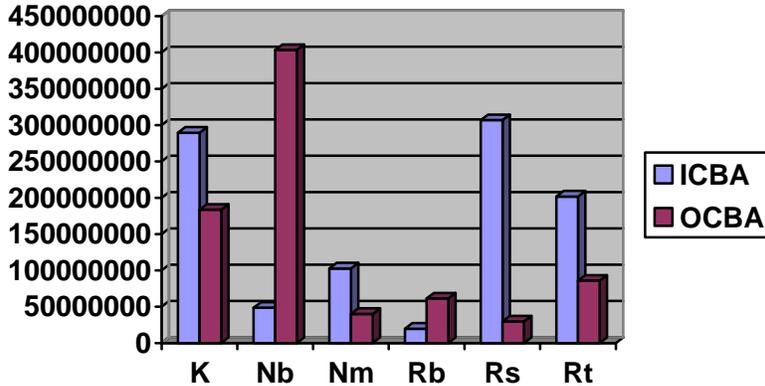


KEY: B – Burera; Gk – Gakenke; Gm – Gicumbi; R – Rulindo; M - Musanze

- The diagram above shows a pattern that is different from the proceeding two cases of Kigali City and Eastern province. With the exception of Gicumbi district, all other districts have allocated modest resources for capacity building from the MTEF.
- As with the other districts, the little that is allocated to capacity building is more focused on individual capacity building.

- There is no single explanation for the low spending on capacity building but one possible reason could be the differences in perceptions regarding the concept of capacity development.

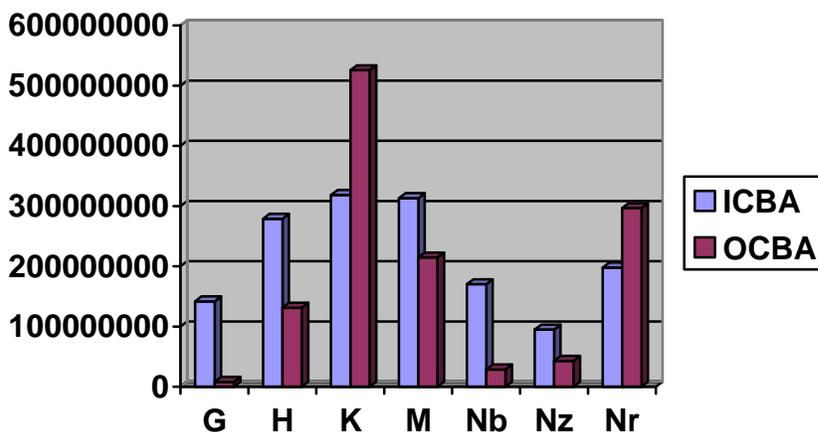
Fig 4.5: Allocation of resources to CB in Western province (Source: MTEF)



KEY: K – Karongi; Nb – Nyabihu; Nm – Nyamasheke; Rb – Rubavu; Rs – Rusizi; Rt - Rutsiro

- Nyabihu has the highest resource allocation to organizational capacity development.
- Karongi district allocated more than 50% of its total capacity resource spending to individual capacity development.
- The districts of Rubavu and Nyamasheke allocated the smallest amounts to capacity development.
- The individual capacity development activities consist of short term training courses and sensitization seminars for newly elected leaders at cell and sector levels.

Fig 4.6: Allocation of resources to CB in Southern Province (Source: MTEF)



KEY: G – Gisagara; H – Huye; K – Kamonyi; M – Muhanga; Nb – Nyamagabe; Nz – Nyanza; Nr – Nyaruguru.

- The districts of Kamonyi and Nyaruguru allocated more resources to organizational capacity building compared to individual capacity building activities. The relatively high spending on organizational capacity is a result of these new districts investing heavily in equipment particularly those related to ICT, and district spending on elaborating development plans and other planning tools. But some districts such as Gisagara, Nyamagabe, Nyanza, have almost no resources allocated for the organizational capacity building.
- The individual capacity building activities within the MTEF are mainly in the form of short-term training targeting middle managers and local elected leaders. In this regard, sensitization seminars take a large part of the capacity building activities undertaken.

#### 4.2.1.2 Resources for Capacity Building from District Development Plans

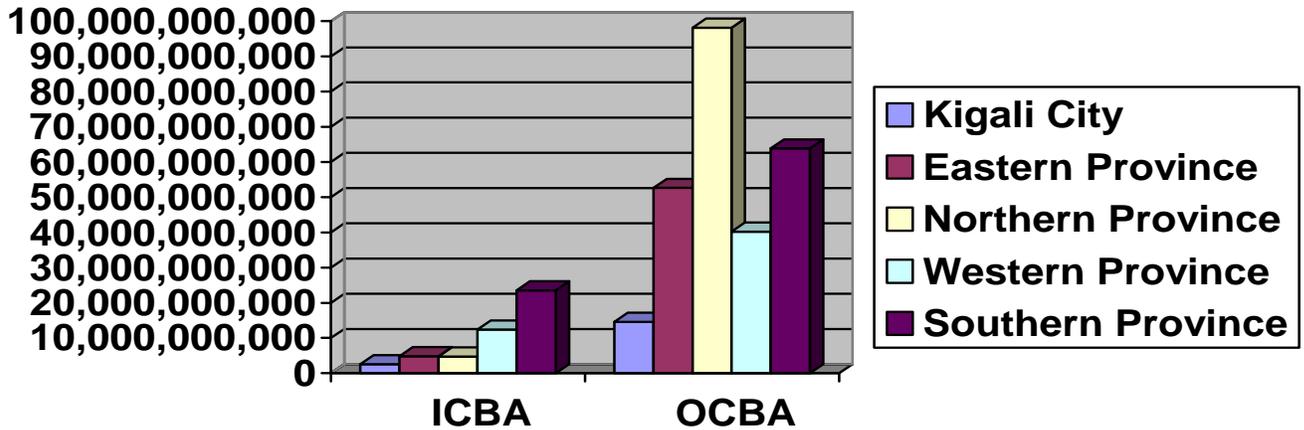
The table and graph below and Annex 4.2 present budget allocation to capacity building activities within the five-year strategic plans of the DDPs. A number of trends are highlighted below:

- Overall, some 317 billion Rwf are devoted to capacity building, which constituted about 17% of the total DDP resources.
- Compared to the MTEFs, the DDPs show a stronger focus on capacity building activities; this is both absolute and relative terms. This is in line with the government policy of strengthening capacity in order to improve service delivery, and performance.
- The average percentage of capacity building component to total budget allocation is relatively high and ranges from 6.7% for Ngoma district in Eastern Province to 64.1% for Gakenke district in Northern Province.
- Northern Province plans to allocate ten times more resources than Kigali city. Kigali plans to spend the lowest amount of resources on capacity building activities compared to other provinces

**TABLE 4.2: Resources allocated to CB from DDPs for Provinces and KIGALI CITY** (Source: DDPs)

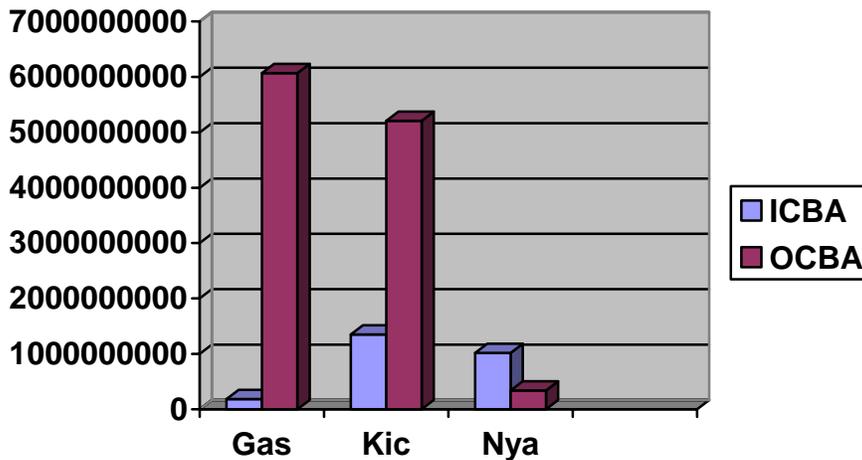
Provinces & Kigali City	Resources Allocated to ICBA	Resources Allocated to OCBA	Total Res. Allocated to CBA	Total budget	Capacity building components as % of total budget
<b>Kigali City</b>	2,551,425,000	14,611,850,000	17,163,275,000	163,022,067,500	10.5%
<b>Eastern Province</b>	4,864,771,720	52,640,113,000	57,504,884,720	493,227,081,628	11.7%
<b>Northern Province</b>	4,786,821,900	98,144,320,468	102,931,142,368	306,103,090,014	33.6%
<b>Western Province</b>	12,412,904,620	40,212,240,500	52,625,145,120	408,395,275,521	12.9%
<b>Southern Province</b>	23,585,933,800	63,881,225,460	87,467,159,260	455,302,943,828	19.2%

**Fig 4.7: DDPs Resource allocation patterns to capacity building components for Provinces and Kigali**  
 (Source: DDPs)



The graphs below provide an illustration of how resource allocation for capacity building in the DDPs varies with districts within the four provinces.

**Fig 4.8: Allocation of Resources for planned CBA for districts in the City of Kigali** (Source: DPPs)

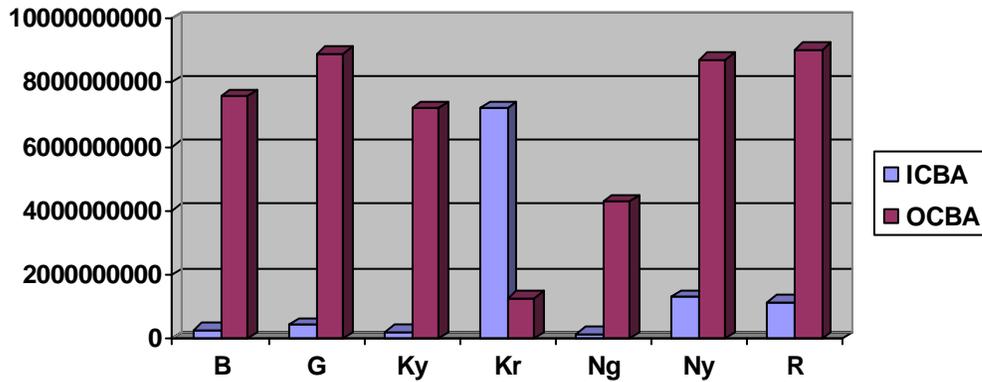


**KEY:** Gas – Gasabo; Kic – Kicukiro; Nya – Nyarugenge

- For Gasabo district, planned organizational capacity building activities is significantly higher than individual capacity building activities.
- Kicukiro district plans to spend 5 times more on organizational capacity development initiatives than individual capacity building activities.

- Nyarugenge district plans almost twice on individual capacity building compared to organizational capacity development initiative. However, Nyarugenge district allocates small budget to individual capacity building as well as organizational capacity development.

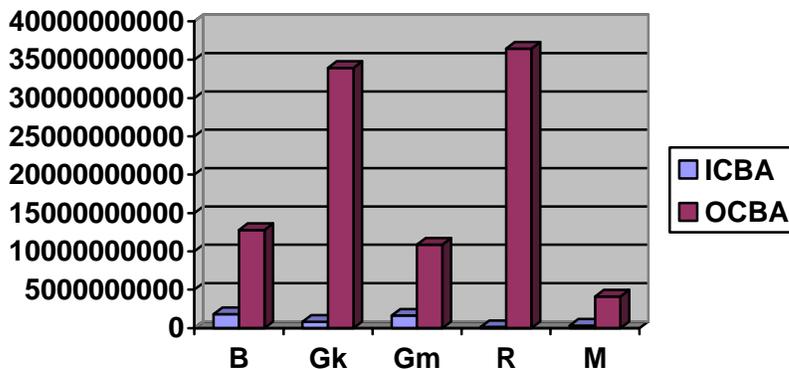
Fig 4. 9: Allocation of Resources for planned CBA in Eastern Province (Source: DPPs)



KEY: **B** – Bugesera **G** – Gatsibo **Ky** – Kayanza; **Kr** – Kirehe **Ng** – Ngoma **Ny** – Nyarugenge ; **R** – Rwamagana

- More resources are devoted to organizational capacity development compared to individual capacity development.
- Gatsibo, Nyarugenge and Rwamagana districts allocate the highest amount of resources to organizational capacity building activities.
- Ngoma allocates a smaller budget to individual capacity building as well as organizational capacity development.

Fig 4.10: Allocation of Resources to planned CBA in Northern Province (Source: DPPs)

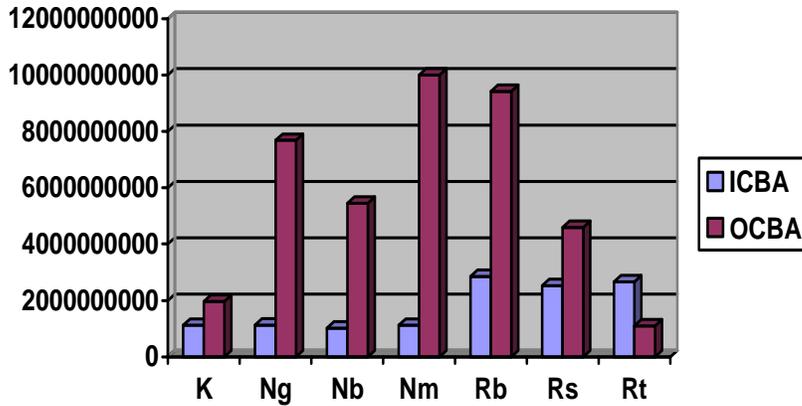


KEY: **B** – Bururi **Gk** – Gakenke **Gm** – Gicumbi; **R** – Ruhango **M** – Musanze

- More resources are devoted to organizational capacity development compared to individual capacity development.
- Gakenke and Ruhango districts allocate the highest amount of resources to organizational capacity building activities.

- Burera allocates small budget to individual capacity building as well as to organizational capacity development.
- Musanze allocates minimal resources to organizational development as well as to individual capacity development. This could be attributed to the facilities it inherited from the former district of Ruhengeri.

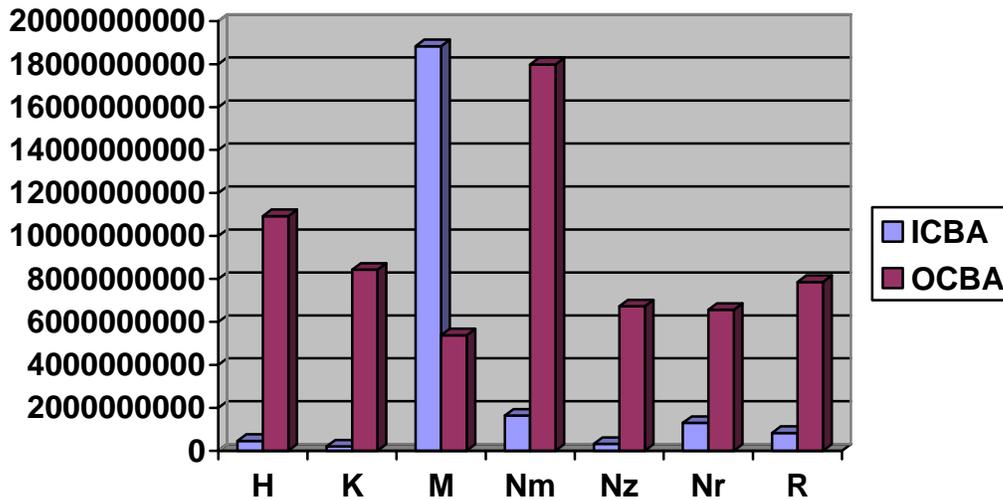
**Fig 4.11: Allocation of Resources to planned CBA in Western Province** (Source: DPPs)



**KEY:** **K** – Karongi; **Ng** – Ngororero; **Nb** – Nyabihu; **Nm** – Nyamasheke; **Rb** – Rubavu; **Rs** – Rusizi; **Rt** – Rutsiro;

- Rubavu and Nyamasheke districts have the highest resource allocation to organizational capacity building activities.
- Karongi has got the lowest resource allocation to both categories of capacity building.

Fig 4.12: Allocation of resources to planned CBA in Southern Province (Source: DPPs)



KEY: H – Huye; K – Kamonyi; M – Muhanga; Nm – Nyamagabe; Nz – Nyanza; Nr – Nyaruguru; R – Ruhango

- There are big variations between different districts in terms of total resources allocated to capacity building categories. The range is between 18 billion and 200 million.
- With the exception of Nyamagabe, all other districts have equal allocation of resources.

#### 4.2.1.3 Resources for Capacity building from cross-cutting and sector support projects

##### *Cross cutting projects*

Annex 4.3 presents some of the key cross-cutting projects assessed for capacity building support to districts.

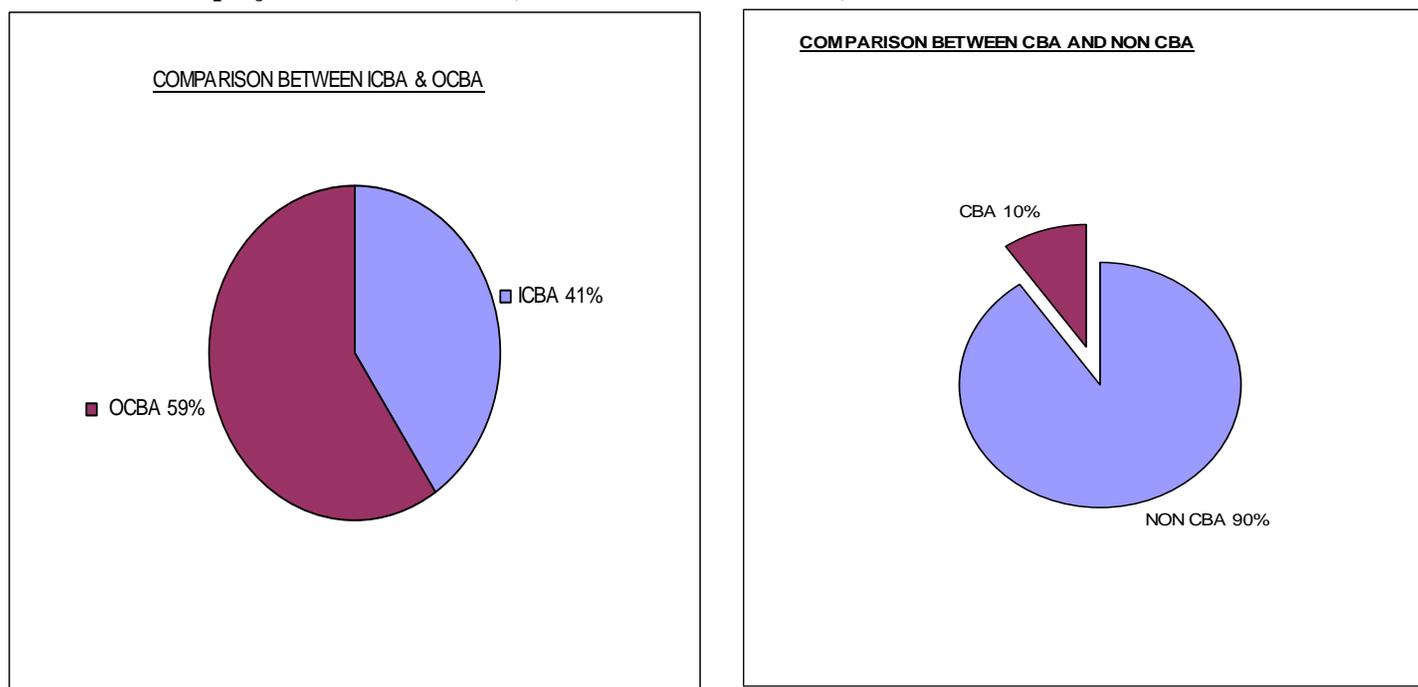
The key trends noted are as follows:

- All the districts are served by major projects that focus primarily on building the capacity of districts.
- Some projects have 100% coverage in terms of capacity building and this is a reflection of the critical importance of capacity building to the newly created local governments.
- Most projects allocate more resources to organizational and institutional capacity development interventions compared to human resource development. This is attributed to the relatively higher cost of equipment, office premises and other inputs that cost much more than training and sensitization sessions that do not involve substantive financial resource inputs. For example, in many districts the capacity building component is in the form of building office facilities for sectors and connecting them to electricity supply lines.
- The above trend is supported by the fact that resources allocated to individual capacity building and organizational capacity component, are 29% and 71% respectively.
- With regards to the comparison between the allocation of resources to capacity building and non capacity supporting activities, it is observed that in the case of big projects, 22% goes to capacity building while 78% supports activities other than capacity building.

## Sector Support Projects

Annex 4.4 presents' data on some of the sector support projects assessed for capacity building support to the districts. It is found that only 10% of all budgets are allocated to capacity development while the remaining 90% goes to non-capacity development related activities.

**Fig 4.13: Proportion of resources allocated to different dimensions of capacity in sector support projects at district level** (Source: CEPEX, MINALOC)



### 4.2.2 Key Capacity Assets and Gaps in the districts

#### 4.2.2.1 Capacity Assets

- The existence of a very strong political will to promote good governance through decentralization.
- The existence of clear policy and legal frameworks for local governments.
- All districts and sectors have qualified personnel at the level of at least first university degree. They are highly trainable in specialized skills and tasks.
- The local government entities personnel are motivated and work as a team to fulfill their mandates.
- The introduction of performance contracts (Imihigo) as an innovative mechanism for promoting competitiveness and service delivery creates an opportunity to develop the necessary capacities required by this new working arrangement.
- The existence of district strategic plans (DDPs).
- The move towards the equitable distribution of Central government and non-governmental projects to different Local Governments.
- The existence of a common development fund.

#### **4.2.2.2 Capacity gaps**

- Most of the personnel are fresh university graduates with limited working experience.
- There is no system of mentoring of personnel with respect to their new responsibilities.
- The absence of basic capacity building tools such as capacity building policy, capacity building plans and comprehensive capacity needs assessment.
- Overall perception of capacity building is poor and is often equated with training activities. This has negative implications for planning and resource allocation for capacity building.
- There is weak synergy and coherence among the district planning tools such as the MTEF, annual plans, performance contracts and DDPs.
- Capacity building activities in districts are supply driven with heavy dependence on donor and central government funding and initiatives.
- Districts have a weak MIS with limited database and poor statistical record keeping.
- There is a weak planning, monitoring and evaluation system.
- Districts are heavily dependent on external resources and this does not enable them to initiate, plan and finance their own capacity building needs.
- Weak staff retention due to weak system of personnel motivation.
- Insufficient equipment and poor system of maintenance.

### **4.3 MAIN RECOMMENDATIONS**

#### **Districts**

1. Develop clear capacity building strategies so that within the Medium-term expenditure framework and the annual work plans sufficient resources are allocated to all aspects of capacity development and not just to individual capacity development
2. Conduct a comprehensive capacity development needs assessment
3. Put in place an effective management information system.
4. Link their capacity development plans to the needs of the districts.
5. Human skills development plans should give room to more long term and medium term training components.

#### **Central Government institutions**

6. HIDA should disseminate the multisector capacity building programme with special emphasis on local government entities.
7. Ministry of public service and labour to develop a national capacity building policy to serve as a guide to other institutions.
8. All government ministries to set up monitoring and evaluation system of the capacity development programmes.
9. All central government institutions should integrate within all plans, budgets priorities related to capacity development in order to ensure a stronger focus on capacity development within their planning system.

#### **Donor Agencies**

1. Allocate more resources to capacity building components of the development programme by deliberately observing the balance between organizational and human capacity development activities.

2. Through joint action forum, donors and districts should as much as possible share information related to capacity building activities underway.
3. More capacity building projects similar to DCDP and NDIS based in MINALOC should be initiated by donors and should target the districts.

**Annex 4.1: Resources for Capacity Building from MTEFs**

District	Resources allocated to ICBA	Resources allocated to OCBA	Total (ICBA+OCBA)	Total Budget 2007-2009 (MTEFs)	Remarks
<b>Kigali City</b>	<b>575323785</b>	<b>176145295</b>	<b>751469080</b>	<b>27544578641</b>	<b>2.7%</b>
Gasabo	303273005	94183750	397456755	11717295829	3.4 %
Kicukiro	76666260	5065000	81731260	3894036569	2.1 %
Nyarugenge	195384520	76896545	272281065	11933246243	2.3 %
<b>Eastern Province</b>	<b>3110208057</b>	<b>1090951688</b>	<b>4198159745</b>	<b>69860152920</b>	<b>6.0%</b>
Bugesera	927501711	238035710	1165537421	15266479307	7.6 %
Gatsibo	563823363	375448755	936272118	12875586233	7.3 %
Kayonza	169122592	56178500	225301092	8491022621	2.7 %
Kirehe	223118350	43357650	266476000	8288794879	3.2 %
Nyagatare	533144071	219210093	752354164	10663632111	7 %
Rwamagana	693497970	158720980	852218950	14274637769	5.9 %
<b>Northern Province</b>	<b>1723892897</b>	<b>357254633</b>	<b>2081147530</b>	<b>65096648157</b>	<b>3.2%</b>
Burera	191423712	44362228	235785940	10339112232	2.2 %
Gakenke	75126286	29432480	104558766	4639676689	2.3 %
Gicumbi	1054330850	79005300	1133336150	22817477786	5 %
Rulindo	377091380	200851900	577943280	11458120260	5 %
Musanze	25920669	3602725	29523394	15842261190	1.9 %
<b>Western Province</b>	<b>1144529053</b>	<b>440315507</b>	<b>1584844560</b>	<b>55144170416</b>	<b>2.9%</b>
Karongi	289521240	183624380	473145620	11334021652	4.2 %
Nyabihu	48426822	40336800	88763622	7231455069	1.2 %
Nyamasheke	102677650	39885700	142563350	7852656183	1.8 %
Rubavu	195193203	61249962	256443165	9524341984	2.7 %
Rusizi	306839778	29495325	336335103	10346782216	3.3 %
Rutsiro	201870360	85723340	287593700	8854913312	3.2 %
<b>Southern Province</b>	<b>1514910628</b>	<b>1247211851</b>	<b>2762122479</b>	<b>54939417901</b>	<b>5.0%</b>
Gisagara	141769150	7912000	149681150	7827671401	1.9 %
Huye	278741048	131086315	409827363	9278731810	4.4 %
Kamonyi	318561550	525824756	844386306	9045712171	9.3 %
Muhanga	313343750	214538500	527882250	12036637818	4.4 %
Nyamagabe	169962625	28564000	198526625	7653749831	2.6 %
Nyanza	94893005	42659885	137552890	723093057	19 %
Nyaruguru	197639500	296626395	494265895	8373821813	6 %

**Annex 4.2: Resources for capacity Building from DDPs**

Districts	Res. allocated to ICBA	Res. Allocated to OCBA	Total Res. Allocated to CBA	Total budget	Remarks
<b>Kigali City</b>	<b>2551425000</b>	<b>14611850000</b>	<b>17163275000</b>	<b>163022067500</b>	<b>10.5%</b>
Gasabo	181.500,000	6,067,050,000	6248550000	21825292500	28.6%
Kicukiro	1353125000	5205300000	6558425000	75091775000	8.7%
Nyarugenge	1016800000	3339500000	4356300000	66105000000	6.6%
<b>Eastern Province</b>	<b>4864771720</b>	<b>52640113000</b>	<b>57504884720</b>	<b>493227081628</b>	<b>11.7%</b>
Bugesera	306000000	7570000000	7876000000	99759549300	7.9%
Gatsibo	433724000	8905500000	9339224000	67864423271	13.8%
Kayonza	239671000	6933175000	7172846000	55308680240	12.9%
Kirehe	1274132000	7201652000	8475784000	60168350420	14.1%
Ngoma	153785100	4301300000	4455085100	66886440000	6.7%
Nyagatare	1310459620	8703000000	10013459620	71381887746	14%
Rwamagana	1147000000	9025486000	10172486000	71857750651	14.2%
<b>Northern Province</b>	<b>4786821900</b>	<b>98144320468</b>	<b>102931142368</b>	<b>306103090014</b>	<b>33.6%</b>
Burera	1832746666	12785142000	14617888666	68456530272	21.4%
Gakenke	828157000	33940770000	34768927000	54232949950	64.1%
Gicumbi	1637810330	10877453000	12515263330	90041259650	13.9%
Rulindo	144698600	36424000000	36568698600	61370696142	59.6%
Musanze	343409304	4116955468	4460364772	32001654000	13.9%
<b>Western Province</b>	<b>12412904620</b>	<b>40212240500</b>	<b>52625145120</b>	<b>408395275521</b>	<b>12.9%</b>
Karongi	1116340000	1967740500	3084080500	36124523313	8.5%
Ngororero	1122000000	7688000000	8810000000	41810000000	21.1%
Nyabihu	1019400000	5445000000	6464400000	23201502500	27.8%
Nyamasheke	1118500000	10001500000	11120000000	127840437088	8.7%
Rubavu	2848400000	9420000000	12268400000	84691250000	14.5%
Rusizi	2526000000	4595000000	7121000000	60383400000	11.8%
Rutsiro	2662264620	1095000000	3757264620	34344162620	10.9%
<b>Southern Province</b>	<b>23585933800</b>	<b>63881225460</b>	<b>87467159260</b>	<b>455302943828</b>	<b>19.2%</b>
Huye	462140000	10930663500	11392803500	158228476964	7.2%
Kamonyi	201300000	8427700000	8629000000	50705071600	17%
Muhanga	18822700000	5387220960	24209920960	30895200000	78%
Nyamagabe	1641093800	17985266000	19626359800	61453108118	31.9%
Nyanza	321950000	6725950000	7047900000	28600000000	24.6%
Nyaruguru	1301750000	6563800000	7865550000	79898087146	9.8%
Ruhango	835000000	7860625000	8695625000	45523000000	19.1%

**Annex 4.3: Key Cross-cutting projects supporting District capacity building** (Source: CEPEX, MINALOC)

PROJECT TITLE	Total budget In RWF	ICBA	OCB	Total CBA	% to Total Project Budget		
					ICBA	OCBA	CBA
UCRIDP	30,837,348,000	330,945,156	9,410,325,740	9,741,270,896	1.1%	30.5%	31.6%
PDL-HIMO	14,286,989,079	1,018,736,303	9,168,626,723	10,187,363,026	7.1%	64.2%	71.3%
(PPPMER II)	9,485,748,000	2,379,780,000	3,972,024,000	6,351,804,000	25.1%	41.9%	67.0%
SPPSTA/PAPSTA	10,870,200,000	2,258,312,400	564,578,100	2,822,890,500	20.8%	5.2%	26.0%
NDIS	94,264,306,200	1,089,563,400	4,358,253,600	5,447,817,000	1.2%	4.6%	5.8%
PADC-GR	3,591,000,000	402,634,800	100,658,700	503,293,500	11.2%	2.8%	14.0%
DCDP	11,123,843,940	9,756,756	3,770,243,244	3,780,000,000	0.1%	33.9%	34.0%
Peace and Decentralization Programme(PED)	1,643,331,237	984,134,760	173,670,840	1,157,805,600	59.9%	10.6%	70.5%
Support to Decentralization (Eastern Province)	1,128,778,740	40,824,000	10,206,000	51,030,000	3.6%	0.9%	4.5%
Project for Decentralization of Local Administration (RIAM)	18,434,407	17,143,999	1,290,408	18,434,407	93.0%	7.0%	100.0%
Human resource development project –(IDA)	20,436,300,000	6,467,580,000	13,968,720,000	20,436,300,000	31.6%	68.4%	100.0%
Project for Rural Development of Bugesera (PRDB)	6,206,872,159	734,811,114	183,702,778	918,513,892	11.8%	3.0%	14.8%
Rural Sector Support Project (RSSP)	26,503,200,000	3,110,356,800	777,589,200	3,887,946,000	11.7%	2.9%	14.7%
<b>TOTAL</b>	<b>230,396,351,762</b>	<b>18,844,579,487</b>	<b>46,459,889,334</b>	<b>65,304,468,821</b>	<b>8.2%</b>	<b>20.2%</b>	<b>28.3%</b>

**Annex 4.4: Sector support Projects** (Source: CEPEX, MINALOC)

Project	Sector	Total Project Budget	ICBA	OCBA	Total CBA	% to Total Project Budget		
						ICBA	OCBA	CBA
<b>PROPSEEDS</b>	<b>Agriculture</b>	796,433040	275724000	109350000	385074000	<b>34.6%</b>	<b>13.7%</b>	<b>48.3%</b>
<b>INTRAHEALTH</b>	<b>Health</b>	3615471180	903867795	2711603385	3615471180	<b>25.0%</b>	<b>75.0%</b>	<b>100%</b>
Support to National Agriculture Decentralization System	<b>Agriculture</b>	3270025724	228902151	425103994	654006145	<b>7.0%</b>	<b>13.0%</b>	<b>20%</b>
<b>PDCRE:</b> Project for Diversification of cash crop production	<b>Agriculture</b>	13729302269	282591680	548560320	831152000	<b>2.1%</b>	<b>4.0%</b>	<b>6.1%</b>
<b>PADAB:</b> Support to Agriculture Development in Bugesera	<b>Agriculture</b>	8910171192	623711985	1158322257	1782034242	<b>7.0%</b>	<b>13.0%</b>	<b>20%</b>
<b>PAIGELAC:</b> Integrated Management of Interior Lakes Project	<b>Agriculture</b>	13596261257	825015852	412502927	1237518779	<b>6.1%</b>	<b>3.0%</b>	<b>9.1%</b>
<b>PAFOR:</b> Rwanda Forest Management Support Project	<b>Environment</b>	8881323825	982008431	1823729942	2805738373	<b>11.1%</b>	<b>20.5%</b>	<b>31.6%</b>
<b>VCT Integre Project</b>	<b>Health</b>	7922904840				<b>0.0%</b>	<b>0.0%</b>	<b>0.0%</b>
School Management for Primary and Secondary school Teachers and TVT schools	<b>Education</b>	1328750000	1262312500	66437500	1328750000	<b>95.0%</b>	<b>5.0%</b>	<b>100%</b>
Decentralization of care and treatment for <b>PLWHAs</b>	<b>Health</b>	30534011100				<b>0.0%</b>	<b>0.0%</b>	<b>0.0%</b>
<b>PREPAF:</b> Poverty Reduction Project for Women	<b>Social</b>	8004780000	269607411	547384743	816992154	<b>3.4%</b>	<b>6.8%</b>	<b>10.2%</b>
<b>RDRP:</b> Rwanda Demobilization and Reintegration Project	<b>Social</b>	30996000000	176040000	704160000	880200000	<b>0.6%</b>	<b>2.3%</b>	<b>2.8%</b>
.	<b>TOTAL</b>	<b>132857674427</b>	<b>5829781804</b>	<b>8507155069</b>	<b>14453036873</b>	<b>4.4%</b>	<b>6.4%</b>	<b>10.8%</b>

## Chapter 5: Private Sector Institutions

### 5.1 Institutions Assessed, Sources of Data and Challenges

#### 5.1.1 Institutions Assessed

The Rwandan private sector is very diverse in terms of sectors of activities. The enterprises visited for the purpose of the mapping were grouped into 15 sectors of activities: *Manufacturing; Banking and insurance; Communication; ICT; Engineering and construction; Hospitality and tourism; Transport; Agribusiness; Mining; Retail; Higher education; Energy & Petroleum; Services; Independent professions; Micro enterprises; Informal sector, etc.*

For practical reasons, private sector operators were clustered into three major categories following criteria used by the World Bank and the Private Sector Federation of Rwanda (PSF) in their respective studies and census. Enterprises in the same category appear to have similar or comparable practices in terms of human resources development and institutional and organizational capacity building.

The main criterion used is the number of employees, which grouped enterprises in three categories<sup>2</sup>:

- *Large-scale enterprises*: more than 100 employees (25-30 enterprises): large-scale businesses have been operating in Rwanda for many years (15 years and more) and/ or have invested heavily in equipments, facilities, staff, etc.
- *Medium scale enterprises*: from 30 to 100 employees (100-200 enterprises): medium sized businesses are young businesses and/ or with less investments.
- *Small-scale enterprises*: less than 30 employees (approx. 30,000): SMEs and micro enterprises are quite volatile and instable.

A fourth category made of *micro enterprises and informal sector* was added to the three categories above. According to estimates from the World Bank and PSF the enterprises in this category number some 40,000. This is however not a homogenous category as such, as it is often included among small-scale enterprises. Nonetheless, it has the largest constituency, with its own characteristics and specificities and it has a huge growth potential

In general, large-scale organizations have in place capacity building practices mainly initiated by themselves while efforts to strengthen human resources and institutional and organizational capacity in medium and small size enterprises is largely done through external support rather than the resources of the enterprises themselves.

A total of 70 organizations distributed in the following sectors of activity were assessed: Manufacturing (5); Communication & IT (7); Banking & Insurance (8); Hospitality & Tourism (10); Engineering & construction (6); Higher education (1); Transport (5); Agribusiness (4); Mining (1); Retail (2); Services (2); Energy/ Petroleum (2); Independent professions (3); Micro enterprises (2); Associations (3); Informal sector (4); Rwanda Private Sector Federation, CAPMER and Business Development Services.

*N.B See Annex 1 the complete list of organizations visited and names of people met*

---

<sup>2</sup> Other relevant criteria that can be considered are: financial: turn over, income, EBIT, etc; type of the management: management team or one individual running the business.

## 5.1.2 Sources of Data

Most of data and information was gathered through interviews of staff in various companies. The levels and positions of people met varied, but often they were from the human resources divisions. In a few cases documents were made available. However, the information gathered through the interviews often corresponded with that found from company records. More qualitative information was obtained but there was limited quantitative data.

## 5.1.3 Challenges

The private sector is huge in term of constituency: more than 70,000 enterprises in all categories. To accurately map capacity building activities needs more time than what was allocated and also for a thorough analysis, as the private sector and the capacity building practices in its different categories are not homogeneous.

## 5.2 Main Findings

### 5.2.1 Capacity Building Activities

#### 5.2.1.1 Human Resources Development Activities

##### *LARGE SCALE ENTERPRISES*

Most organizations in the following sectors: *manufacturing, communication, large banking and insurance organizations* (namely *Banque de Kigali, Banque Commerciale du Rwanda, Sonarwa and Soras*) have well established practices for individual capacity development.

- They carry out many training activities supported by internal financial resources. Some of them are able to quantify the amount spent (budget) on training.
- On- the- job training seems to be the most common training activity in all the enterprises mapped in this category.
- Training is offered to all categories of staff with emphasis on technical staff.
- Training budgets vary with enterprise: foreign owned companies have the objective to meet standards set by the international parent companies (e.g. Bralirwa, MTN) and so usually have significant training budgets.

##### *The Hospitality sector*

- Carry out more on- the- job and in-house training than other forms of training.
- Some of the major hotels organize few training activities using trainers from abroad, and on rare occasions send employees abroad for training.
- Training activities are not planned yearly.
- There is no specialized school with a good quality education in the country and the level of education is fairly low in existing schools.
- Hotels have contact with ORTPN but have a low opinion of the training programmes being conducted by this organization.
- Some initiatives from the Government were implemented - e.g. sending students to South Africa - but this initiative did not have a tangible impact.

### The Construction Industry

- Do not carry out any significant training activities and is very weak in terms of individual capacity development.
- Training offered is limited to on –the- job training.
- To meet strict work deadlines, some of the companies in the industry prefer employing experienced workers meaning that local talent is not being developed. All construction companies employ foreign engineers; they feel that the quality of engineers being produced locally is low.

Higher Education only one institution (the Independent University of Kigali – ULK) was surveyed and its experience cannot be used as a basis of making general conclusions for the entire sector. However, as ULK is the leading private institution in the higher education, some general observations can be made which can be applicable to similar institutions.

- The gaps are: lack of qualified lecturers and professors, insufficient number of master’s degree and PhD holders.
- Data provided indicated that the ULK training budget amounts to Rwf 205,361,000.
- Intensive training activities including short programmes and advanced training (master’s programme) in Kenya, South Africa and Europe are being undertaken.

### *MEDIUM SCALE ENTERPRISES*

Medium scale banks and insurance companies (Cogebanque, Union des Banques Populaires, Urwego Opportunity Bank, CORAR insurance) have good practices in training but need further development in quantity and diversity.

- BNR and other institutions (IFC, AMSCO) are intervening to further develop human resources and skills in these enterprises.
- The view was expressed that the School of Finance and Banking does not respond adequately to the training needs of banks and insurers in particular, by offering good quality and quantity of short courses.

### The Agribusiness sector

- No serious initiatives to train employees were noted and they seem to be profit focused. Most of the organizations focus on the supply of raw material rather than on staff development.
- The Government and partners (multilateral and bilateral) are investing to improve the capacity of farmers and agribusiness: projects founded by USAID, World Bank support the productivity and quality of coffee plantations, some ADAR projects, RSSP, BDS among others.

The mining sector: mineral exports generate foreign exchange for the Rwandan economy at the same level as coffee and tourism but the sector was neglected until the last five years. However, Rwanda lacks skilled staff in the mining industry. The Ministry of Land, Water and Natural Resources set up a task force for mining and geology to support the mining sector become less artisan-like and become an industry that extracts and transforms minerals to add value for export.

There are training gaps in the transport sector. A company such as Rwandair Express does not have a training plan and a training budget and relies on courses offered by IATA. Other companies including international freighters have no practices of training their staff for tracking freight, parcels or courier and other activities.

## *SMALL SCALE ENTERPRISES – INFORMAL SECTOR – INDEPENDENT PROFESSIONS - ASSOCIATIONS*

In the ***services sector***: Training is essentially carried out internally on the job and sometimes staff are sent to sister companies for short term training. Staff development needs to become more formalized and structured.

### ***Foreign owned communication and IT companies***

- These follow training policies of the parent companies.
- On- the- job training is the most common form of training in the sector even though some employees are sent to Kenya or Uganda or in countries where the manufacturers are based for training.
- The amount spent on training could not be quantified.

### ***Hospitality and Tourism***

- It is mostly training on the job but sometimes, training courses are offered by ORTPN. The offer from ORTPN is limited in quantity and quality and Hoteliers suggest that Government should set up a specialize school.

### ***Independent professions***

- Independent professions do not seem able to afford funding for training as most of them are in a situation of financial survival.
- Professional associations of lawyers and pharmacists organize training sessions for members on ethics and various technical topics mostly with the financial support of international organizations.

### ***Associations and Informal sector***

- Virtually no individual development activities for this category of enterprise, although apprenticeships are sometimes organized.
- Umbrella NGOs such as CCOAIB provide limited training activities.
- The Private Sector Federation (PSF) has established Business Development Services to strive to transform informal businesses into SMES by providing training on basic business management, providing consulting on various matters, facilitating access to financing, etc.

### ***To sum up***

#### ***Large scale enterprises***

- Have individual capacity building practices: all organizations surveyed have on- the- job training, and most of the organizations have training budgets and training plans.
- Staff development is funded through internal resources, as there are no reported financial interventions from Government or other institutions.
- External initiatives exist in foreign owned enterprises: standards for capacity building are set by parent international companies and some training activities or individual development policies are also initiated by the parent companies.

#### ***Medium scale enterprises***

- Have on-the -job training and there are efforts underway in some of them to develop required skills: training plans are being developed and budget allocated from internal resources.

- Creative initiatives are being piloted in some enterprises - e.g. hiring expertise from institutions such as PUM volunteers from Netherlands, AMSCO managers seconded to local banks in positions where local experienced staff are not available.

#### Small scale and micro enterprises

- Have limited on –the- job training activities.
- In view of their financial weaknesses they appear unable to devote significant resources to training.
- Training opportunities are offered (not on a regular basis) by public institutions, projects and NGOs. These sporadic training actions have no lasting results and impact because they are very often not a part of the capacity building plans of companies.

### **5.2.1.2 Organizational and Institutional development activities**

#### *LARGE SCALE ENTERPRISES*

Large scale organizations and those that have been operating in Rwanda for a long period (15 years and more) have established capacity building systems and practices: organizational structure, strategic and/or action plans, business plans, human resources management systems, various systems or procedures for budgeting, accounting, procurement, as well as MIS, ICT systems to support operations and management.

Most organizations in the ***manufacturing, banking, insurance, communication*** sectors are institutionally strong as evidenced by the fact that they have: strategic plans, organization charts, HRM policies, budgets, procurement policies, training plans, computerized operations and monitoring and evaluation systems.

- Majority of them are ISO certified.
- They also own their business premises.
- Investments to update technology, to computerize operations are significant.
- Staff motivation: bonus based on performance, allowance for airtime, medical care 100%, cover extended to international, life insurance,

The boxes below provide examples of efforts by large-scale enterprises to strengthen organizational capacities and improve institutional incentives.

#### **The hospitality sector**

Many enterprises in the hospitality sector have strategic plans, organizational charts, procurement policies, monitoring and evaluation systems; operations especially in the front office operations are computerized.

#### **BRALIRWA's institutional strengthening efforts**

*Bralirwa invested in 2006 Rwf 1,2 billion in expanding its soft drinks production capacity in Gisenyi. This company is strengthening its distribution network by helping distributors get loans from bank to acquire small lorries: 10 distributors received each 12 millions Rwf from BCR in 2006 and 2007 and 13 others are to get loans from BK in 2008 totaling Rwf 276 millions to reinforce distribution network.*

*Bralirwa his also developing a partnership with 17 transporters who own either trucks or small ships in Lake Kivu: subcontracting transport pays annually Rwf 1, 5 billion annually to transporters. Computerizing 4 distribution depots in provinces are another effort that will cost Rwf 24 millions between 2007 and 2008.*

*Last but not least Bralirwa paid in 2007 Rwf 5 millions for “mutuelle de santé” in favour of farmers who produce sorghum that is used as raw material for brewing.*

**Examples of staff motivation/retention practices: SONARWA incentives and benefits practices**

- 13<sup>TH</sup> cheque based on performance
- Bonus or prime de bilan paid in April or May which is a percentage of the monthly salary (107% in 2006; 110 % in 2005)
- Prime de fidélité 10 years seniority: 1 month salary; 1 additional month salary each 5 years
- End career allowance minimum 6 x monthly salary
- Salary progression based on inflation rate determined by the company but not beyond 2%
- Performance system exists with performance indicators and rates
- Promotion in case of vacancy
- Mileage or Fuel for certain functions
- Telephone budget
- For loans (house and car): the Company recommend employee to the bank and pays 50% of the interests
- Education: Company pays 50% in case of success
- Medicare: 100% including HIV/ARV
- Canteen allowance
- Death: funeral expenses paid 100% by company
- Wedding: 1 month salary
- Birth: 40 000 Fr
- Discount of 50 % on various insurance contracts
- Complementary pension

*Annex 5.4 shows examples of incentives and benefits to motivate and keep staff in the private sector*

**MEDIUM SCALE ENTERPRISES**

**Banking and insurance**

They have in place: strategic plans, organization charts, HRM policies, budgets, procurement policies, training plans, computerized operations and monitoring and evaluation systems. Organizational effectiveness and institutional development are being pursued with the support of BNR and other institutions (IFC, AMSCO - African Management Services Company). AMSCO was instituted by UNDP and IFC to provide experienced middle and top managers for three to five year periods, transfer capacity to local managers, institute management systems, improve operational and financial performance, subsidize the cost of training up to 33%. AMSCO supported a bank in Rwanda by appointing a managing director and another bank has introduced a request for an interim manager.

## **AMSCO African Management Services Company**

AMSCO was established by the United Nations Development Programme (UNDP) and the International Finance Corporation (IFC) to address the issue of management and management capacity building in private sector companies in Africa, enabling these companies to enter the global market competitively, profitably and in a sustainable manner. To achieve this aim AMSCO provides management and capacity building services to African businesses, particularly Small and Medium Enterprises (SMEs) AMSCO's philosophy is to ensure that local successor managers undertake comprehensive management development programmes with the objective of building a well-trained team of local senior executives in each client company, to succeed AMSCO managers. AMSCO conducts training needs assessments within its client companies and, in collaboration with its clients, custom designs practical, job-orientated management development programmes. Using grant subsidies provided by donors, AMSCO may subsidize up to 33% of the cost of the training programmes for SMEs who cannot afford the full cost.

April 2002 AMSCO conducted a Hotel Management Workshop with the objective of finding the reasons for the ineffective service mechanism and poor occupancy for majority of the players. The Workshop was realized in partnership with the Ministry of Tourism of Ghana, APDF and other AMSCO stakeholders. Over 200 persons attended the workshop.

15 December 2006 AMSCO helps fast-track Fina Bank's expansion

Fina Bank was incorporated in 1986 as a non-bank financial institution, and then known as the Financial Institution of Africa. The institution converted into a bank in 1996, adopted the name "Fina Bank Ltd" and was ready by 2004 to start considering ways of expanding its presence as a regional player that focused on the small and medium enterprise (SME) market. The bank approached AMSCO to help provide it with the management services it needed to support its ambitious plans to reengineer itself as the best financial institution in Kenya and in the region. AMSCO seconded John Taylor, a seasoned banker with a successful track record in development banking, as Fina Bank's managing director in Kenya first and later in Rwanda. One particularly significant development was Fina Bank's acquisition of Banque Continentale Africaine BACAR in late 2004, expanding its footprint into Rwanda. Fina Bank raised the funds it needed and negotiated the deal in Rwanda with the help of AMSCO appointed Managers. Fina Bank in Rwanda is now playing a supportive role in that country's reconstruction by supplying development capital to SMEs. In Kenya, the Senior Management Team is lead by Frank Griffiths, seconded by AMSCO as Managing Director. The Bank has also opened a branch in Mombasa, its first one outside Nairobi, increasing its branch network to five and has completed the installation of a new IT banking system that allows it to offer more efficient and value-added services to its clients. Fina Bank has installed ATMs at two of its branches, gained access to 120 ATMs through a partnership with Paynet and widened its product range with special emphasis on development of SME focused products. Centralization of business processes and changes in company culture have underpinned enormous improvements in governance and risk management. The Bank has undergone significant changes in its management structure and team, with AMSCO helping to bring new experts to help see Fina Bank's agenda through. Since 2004, the relationship between AMSCO and Fina Bank has grown to include nine AMSCO managers in both Kenya and Rwanda. Importantly, AMSCO is making progress towards its goal of helping to create a self-sufficient team of local employees at Fina Bank, capable of independently managing and leading the bank in the future. Customized management development program called Emerging Leaders Program is being used to hone the leadership and management skills of Fina Bank's best talent. Employees undergo as many as 100 hours of training per year in various programs aimed at enhancing their skills, competences and performance, meaning that Fina Bank will have its own pool of managers and professionals in the future. Says Ayisi Makatiani, CEO of AMSCO: AMSCO saw in Fina Bank a company that shared our commitment to promoting the development of a vibrant SME sector in East Africa, with the hope stimulating economic growth and reducing economic disparities in the region. As a company that specializes in providing financing to SMEs in a region where small enterprises battle to access capital, we believed that Fina Bank was a worthy client to take on. The company has shown strong growth, gives back generously to its community, and has rewarded the time we have invested in it.

### Agribusiness and mining

In terms of organizational development, companies have charts, business plans, budgets and purchasing practices. Most of the organizations focus on their supply of raw material than on staff development.

### *SMALL SCALE ENTERPRISES – INFORMAL SECTOR – INDEPENDENT PROFESSIONS - ASSOCIATIONS*

The services sector has procedures particularly for accounting and auditing that are well developed but human resources management policies and staff development should be further strengthened and more formalized and structured.

- Independent professions are in a situation of financial survival. Their organizational effectiveness is very weak.
- Associations have no reported capacity development activities. The process to strengthen institutional development and organizational effectiveness is still modest but slowly being implemented.
- Informal businesses are in a legal limbo as most of them do not have trading licenses, they do not keep records of business activities: money invested, assets and material, clients, orders, reservations, work completed, income generated, expenditures, salaries, taxes, etc.

The Private Sector Federation has established Business Development Services to support SMES and strive to transform informal businesses into SMES by training on basic business management, providing consulting in various matters, facilitating access to financing, etc.

To sum up:

#### Large scale enterprises

- Have developed organizational effectiveness by implementing various systems and practices; efforts are ongoing to strengthen the organizations or improve performance by computerizing operations, improving productivity by using automated or modern equipments, etc
- To achieve these activities they invest by using internal resources and/or borrowing from banks. There are no reported financial interventions from the Government or projects.

#### Medium scale enterprises

- Creative initiatives are being piloted in some enterprises - e.g. hiring expertise from institutions such as PUM volunteers from Netherlands (Sonarwa) and AMSCO, which seconded managers to local banks in positions where local experienced staff were missing.

#### Small scale and micro enterprises

- There are numerous initiatives from Government, multilateral and bilateral partners, the Private Sector Federation, CAPMER, BDS, NGOs, etc that are currently being implemented with the objective of transforming informal businesses, micro enterprises and SMEs and improving their performance. Some key questions however remain:
  - Are these initiatives achieving their objectives?
  - Are poor farmers getting more income and improving their daily lives?
  - Are small businesses becoming better organized, better managed or simply shifting from informal or micro to small-scale businesses?

There is evidence that the business development services (see CAPMER or ADAR) have realized some significant achievements but the process that started around the year 2000 needs at least 15 years to show significant achievements in line with Vision 2020.

## 5.2.2 RESOURCES TO SUPPORT CAPACITY BUILDING

### 5.2.2.1 Internal Resources

As indicated above most of the enterprises visited provided qualitative information and very few figures and quantitative data. Most of the time capacity building is considered in its training element. These executives were able to provide information on training and human resources policies but rarely on institutional and organizational capacity building.

All large and medium scale enterprises use their own resources to train staff and develop institutional organizational capacity with the exception in the agriculture and agribusiness sectors and two mid sized banks which benefited from external resources from bilateral and multilateral partners; (external resources are described in a paragraph below).

**Table 5.1: Examples of Internal Resources Allocated by a few organizations to Capacity Building:**  
*Training Budget 2007 in Rwf*

BNR	150, 000, 000
BCR	120, 000, 000
BRALIRWA	100, 000, 000
UNION DES BANQUES POPULAIRES	100, 000, 000
BANQUE DE KIGALI	61, 500, 000
MTN	50, 000, 000
BCS TUVUGANE	20, 000, 000

KIGALI INDEPENDENT UNIVERSITY: 205, 000, 000 Rwf period: 2002 - 2007

### *Organizational and institutional Capacity Building*

See examples in the box below for levels of internal investments in large-scale enterprises to improve organizational capacities.

Bralirwa: Investment for expanding its soft drinks production capacity in Gisenyi in 2006: Rwf 1,2 billion, the company spends annually Rwf 1, 5 billion paid to local transporters to reinforce its distribution Bralirwa helped in 2006 and 2007 distributors to get loans for purchasing lorries: the programme is going on and will amount Rwf 276 millions in 2008.

Banque de Kigali: investment to build new office building in 2007: Rwf 3 billions.

### 5.2.2.2 External Resources

#### *Government Projects*

The Government of Rwanda with the support of multilateral and bilateral partners has set up projects to support capacity building in the private sector and particularly dedicated to the development of SMEs which represent some 30 000 enterprises.

- **CEDP** *Competitiveness and Enterprise Development Project*
- **RSSP** *Rural Sector Support Project*
- **PPPMER** *Rural Small/Micro Enterprises Promotion Project Phase II*
- **PDCRE** *Cash and Export Crops Development Project*

**Table 5.2: Resources allocated to capacity building in various projects in the private sector**

<b>Project</b>	<b>Human Resources Development</b>	<b>%</b>	<b>Organizational &amp; Institutional Strengthening</b>	<b>%</b>	<b>Total Budget</b>
<b>CEDP</b>			\$ US 17,295,049	42%	\$ US 41,150,000
<b>RSSP</b>			\$ US 47,586,047	97%	\$ US 49,080,000
<b>PPPMER</b>	\$ US 5,016,550	28.5%	\$ US 1,702,450	9,6%	\$ US 17,566,200
<b>PDCRE</b>	\$ US 5,810,800	23%	\$ US 7,716,100	30.7%	\$ US 25, 088, 200
<b>TOTAL</b>	\$ US 10,827,350	8%	\$ US 74,299,646	56%	\$ US 132,884,400

From the table above it can be seen that most of the Government projects have a capacity building component. The projects presented in this report have a capacity building component that amounts to more than 30% of their total budget. Organizational and institutional strengthening is more funded than individual development

### 5.2.2.3 ADAR USAID COOPERATION PROJECT

#### ***ADAR: best practice for capacity building in Rwanda***

*In 2001 USAID created Agribusiness Development Assistance to Rwanda ADAR project to provide hands-on technical assistance to private sector operators while providing training and relevant information to the agribusiness community at large.*

*During its five years of operations ADAR helped clients increase productivity and profit, improve product quality and enhance access to financing and markets*

ADAR provided classic technical assistance by helping investors select appropriate sites and suitable crops, producing feasibility studies and business plans that facilitate access to finance from local banks, and training trainers to ensure sustainability long after the project has ended.

But, in many ways, the “value added” of ADAR has been its impact on changing attitudes and raising awareness. Small farmers learned the value of planting ahead and they opened bank accounts for the first time in their life. Investors learned that the most valuable “technical assistance” does not necessarily include financing. Small landowners realized that they can increase their output by pooling their energy into producer’s associations and cooperatives. Business owners discovered that working together allows everyone to come out ahead.

*The impact of study tours and information sessions bringing investors together illustrates the value of sharing: following a trip to Central America sponsored by ADAR two coffee producers said: we saw how associations work in Guatemala to influence policy; they decided to create an association in Rwanda and less than a year after it was created, the association had 28 members and started partnering with foreign organizations of buyers.*

#### *Training and capacity building: ADAR, an incubator for future leaders*

Many former ADAR employees acquired a robust expertise that led them to senior positions in business and even Government: one became a minister, another became head of the National Coffee Board (OCIR Café), a third one became consultant and trainer appreciated in the agribusiness community.

Providing training was a major component of the ADAR project, with an emphasis of using regional trainers from Kenya who better understood the context and culture of Rwanda.

Over the course of the project (2001-2006) some 367 training events were held, benefiting a total of 5,300 participants as show following figures:

<i>Sector</i>	<i>Number of participants</i>
<i>Coffee (including study tours and conferences)</i>	<i>2,079</i>
<i>Passion fruit (production and processing)</i>	<i>1,351</i>
<i>Agriculture, horticulture and floriculture</i>	<i>855</i>
<i>Agribusiness themes( including micro credit, donor financing)</i>	<i>628</i>
<i>Other food production (honey, milk, etc.)</i>	<i>103</i>

Over the five years of ADAR project 70 coffee washing stations where coffee is processed into a near export-ready product were constructed with modern equipment allowing farmers to earn more money and strengthening country’s economy. In 2000 only one washing station was operating under its capacity producing only 18 tons annually instead of 400 tons capacity. Total export amounted 14,000 tons ordinary semi-washed in the year 2000; the production and export reached 26,000 tons in 2006 of which 10 to 15 % was fully washed.

### *The Rwanda Private Sector Federation*

As stated above a World Bank study estimated in 2004 that there were nearly 70,000 Micro and Small Sized Enterprises (MSSE's) in comparison to only 200 companies with 10-30 employees and approximately 50 large enterprises. Yet, these large and medium sized enterprises are the foremost tax provider and second largest employer in Rwanda. The success of Rwanda's private sector will ultimately drive the country's bid to create prosperity for the average citizen by shifting from informal to formal businesses the 70,000 MSSE's mentioned above.

An overview of three initiatives helping to build capacities in the private sector: BDS, CAPMEER, PSF is given in the boxes below.

#### ***Business Development Services***

The PSF believes that establishing a National BDS Network will be paramount in achieving its goals. Both Government of Rwanda (GoR) and Development partners share this vision. *The BDS centers serve SME's, cooperatives, MSSE's and entrepreneurs by offering information, training, access to financing facilitation, networking and consulting services. As the centers mature, additional services will be added as required in each region.* 4 BDS centers were opened in 2005 that are operating in the 4 provinces of Rwanda; 4 others followed in quarter 4 of 2007 to cover remote districts, by 2012 each districts of Rwanda will host its BDS totaling the number of 24 BDS centers.

In 2006 and 2007 BDS centers received a support from European Union amounting 1,000,000 Euro for acquisition of basic office equipment, vehicles and for running daily activities but MINICOM is the origin of the bigger financial support. The gap in the financial support to the BDS seems to be one of the bottle necks of their development and effectiveness and need to be analyzed and addressed quickly.

Other issues that BDS are encountering are the following:

- There is no effective coordination at the national level;
- Each BDS centre doesn't have its specific action plan with a periodical review and monitoring and evaluation;
- The Management Information System MIS and the Key Performance Indicators system are not existing or not tracked daily, weekly and monthly.

Ways to address these issues exist and are proposed in the recommendations.

#### ***PSF Capacity building project***

*The Private Sector Federation has developed a Capacity Building Plan covering the period from 2007 to 2012. The total budget of the project is US \$ 7,279,37. The African Capacity Building Foundation (a branch of the World Bank) has signed with the PSF in August 2007 a Grant Agreement in favour of PSF amounting US \$ 1,700,000. Other partners yet to find will co-finance the amount of US \$ 5,579,372. Project components are the following:*

- *Competitiveness of the Private Sector*
- *Public Private Partnership*
- *Skills upgrading and Knowledge Building*
- *Policy studies, Publication and Dissemination,*
- *Pilot programme for Youth and Women Entrepreneurs*
- *Coordination and Networking*
- *Knowledge and Information Management*
- *Institutional and Human Resources Strengthening of the PSF and BDS*

### ***CAPMER : Centre for support to SMEs - Centre d'Appui aux PME au Rwanda***

CAPMER was established in 2000 by the Ministry of Commerce in partnership with UNIDO, Kigali Institute of Science and Technology, THE Rwanda Private Sector Federation and SNV a development Dutch NGO; CAPMER started operations in 2002. CAPMER is the major partner of BDS network since it provides its rich experience and expertise in various domains and has been committed to offer the same services in the capital city, Kigali.

CAPMER is active in offering following services to SMEs

- Training in entrepreneurship, marketing, production technology etc
- Facilitating access to finance by elaborating business plans and negotiating bank loans for its clients
- Facilitating access to information on technology and markets
- Supporting SMEs in marketing their products
- Facilitating SMES in searching partnerships in order to modernize production and access new markets

CAPMER has good achievements:

- Training of 24 trainer consultants;
- Training of 34 women entrepreneurs in food processing.
- Entrepreneurship training in favour of more than 800 ex-infiltrators and ex-FAR soldiers, who are being re-educated by the National Reintegration Commission in the Mutobo Camp, Northern Province
- In collaboration with Rwanda Revenue Authority, entrepreneurship training in favour of 45 traders, members of the URUGERO Association, Kigali City Council.
- Training in operational marketing in favour of 15 women entrepreneurs, members of AFER
- Training in strategic marketing in favour of 25 executives from Districts and NGOs in Cyangugu Western Province.
- Constitution of a portfolio of more than 120 SME promoters, more than 70% of which being food processing projects.
- 17 feasibility studies and business plans finalized
- Assisting 8 SMES to get access to financing; most of these SMES got funding from the Rwanda Development Bank (BRD)
  - SORWATOM (tomato paste) : 400 million Rwandan Francs (Rwf)
  - SONAFRUITTS (fruit juice) : 100 million Rwf
  - La Petite Colline Hôtel : 50 million Rwf
  - ABADAHEMUKA Co-operative (banana wine) : 37 millions Rwf
  - NYABURANGA soap factory (washing soap) : 14 millions Rwf
- Assisting 12 SMEs in getting outlets for their products through regular participation to fairs
- Collaboration with FIDA /IFAD through the PPPMER Project: US\$ 133.000 available for the trainer of trainers and women entrepreneurs
- Development of 15 guides, manuals and aide-memoires

### 5.3 CONCLUSIONS AND RECOMMENDATIONS

1. **Government should establish a training institution for hoteliers and other hospitality professions.** At present, there is no specialized school with a good quality education in the country and the level of education is fairly low in existing schools. Although some initiatives from Government were implemented - e.g. sending students to South Africa – such initiatives have not yielded tangible impact. A project to set up a hospitality school and a training center with support of partners (Canada and Germany) should address the existing skills gap.
  2. **The Ministry of Land, Water and Natural Resources, in cooperation with the Private Sector Federation / Chamber of mining industry and other stakeholders (Ministry of Education, KIST, HIDA, should envisage developing training programmes for the short, medium and long term.** The Ministry of Land, Water and Natural Resources has set up a task force for mining and geology to support the mining sector become less artisan-like and become an industry that extracts and transforms minerals to add value for export
  3. **Capacity building support provided by BNR and other institutions such IFC, AMSCO (African Management Services Company) should be expanded and consolidated.** AMSCO provides experienced middle and top managers for three to five year periods and transfers capacity to local managers. It also helps with management systems, improving operational and financial performance.
  4. **The current initiatives from Government, multilateral and bilateral cooperation, Private Sector Federation, CAPMER, BDS, NGOs that are being implemented with the objectives to transform informal businesses, micro enterprises and SMEs and improve their performance should be consolidated and expanded**
  5. ***Strengthen BDS and CAPMER through:***
    - Appointing a full-time national BDS Manager to coordinate and give direction to BDS centers.
    - Developing or reviewing a short-term action plan that will outline specific actions and priorities for each BDS centre.
    - Implementing MIS to track performance of each centre and staff.
    - Evaluating activities and their impact on the growth of businesses in each BDS centre and geographic area.
    - Establishing a strong synergy between BDS and CAPMER: both have the same mission and objectives. CAPMER has a good experience while BDS have motivated staff in the field.
  6. **Put in place creative programmes and/or enlarge existing ones to ensure that the best available expertise in Rwanda and abroad is available to strengthen private sector organizations – build upon successes of AMSCO, PUM, ADAR, CAPMER and soon BDS can intervene.**
-

### Annex 5.1: Organizations Visited

SECTOR OF ACTIVITY	LARGE	MEDIUM	SMALL
Manufacturing	<b>3</b> Bralirwa, Utexrwa Sulfo	<b>2</b> BAT SAKIRWA	
Communication & IT	<b>2</b> MTN Rwandatel	<b>2</b> BCS Tuvugane Rwanda Computer Network	<b>3</b> MFI Solutions CAL Rwanda Tele 10
Banking & Insurance	<b>4</b> BCR, BK, Sonarwa, Soras + (BNR)	<b>4</b> Cogebanque Union des Banques Populaires Urwego Opportunity CORAR	
Hospitality & Tourism	<b>3</b> Serena, Novotel Mille Collines		<b>7</b> Okapi Hotel Alpha Palace Gorillas Hotel Karisimbi restaurant Gorilland Tours Primate Safaris Traser agency
Engineering & Construction	<b>3</b> Strabag, ROKO, FAIR Construction,	<b>3</b> NPD COTRACO EMUGEKO Thomas & Piron	
Higher Education	<b>1</b> ULK	<b>1</b> Rwanda Tourism Institute	
Transport		<b>4</b> Rwandaie Express SDV, Kenfreight Akagera Motors	<b>1</b> Belvédère
Agribusiness		<b>4</b> Inyange Agrocifée	

		Sorwatom Rwanda Flora		
Mining		2 Simba Manasse Wolfram		
Retail			2 La Galette Kipharma	
Services			2 Deloitte & Touche KPS	
Energy/ Petroleum		2 Petrocom Dalbit		
<b>TOTAL</b>	<b>16</b>	<b>24</b>	<b>15</b>	<b>55</b>

<b>OTHERS: independent professions, micro enterprises, associations, informal sector</b>	
Independent professions:	lawyer pharmacist consultant
Micro enterprises:	Ndoli's shop Marvel internet café
Associations:	ATRACO association of transporters (passengers) Association of forex bureaux KORA "jua kari" cooperative
Informal sector:	Car repair, barber, hair dressing, tailors

## Annex 5.2: Private Sector Federation Capacity Building Project

### PROJECT PROFILE

- Project duration 4 years (2007-2010)
  - Sponsors of project Rwanda Private Sector Federation
  - Major stakeholders
    - Rwanda Private Sector Federation
    - RPSF Chambers
    - Government of Rwanda
    - Micro & small scale enterprises/ Small and Medium enterprises
    - RPSF BDS centres
  - Sources of finance (USD)
    - ACBF (23.4%) US\$1,700,000 (ACBF)
    - RPSF (10%) US\$ 700,000 (committed);
    - MINICOM/GoR (14%) US\$1,000,000 (pledged)
    - EU (14%) US\$1,000,000 (to be mobilized)
    - ADB (14%) US\$1,000,000 (to be mobilized)
    - WBG (7%) US\$ 500,000 (to be mobilized);
    - Dutch (7%) US\$ 500,000 (to be mobilized);
    - Other donors (12%) US\$ 879,372 (to be mobilized)
- Estimated Total Cost US\$ 7,279,372**

An assessment by the RPSF reveals that the most important capacity related issues in the private sector are as follows:

- Poor participation in the public policy processes of non-state actors causing serious limitations in their experience, skills and knowledge required in effective intervention in the policy process;
- Weaknesses in existing mechanisms in the interface process between state and non-state actors
- Limited funding available, skills, knowledge and analytical capability in the private sector
- Limited innovativeness and competitiveness on the part of SME's due to lack of technical and managerial skills required in business
- Limited networking between local private sector and with foreign partners to learn best practice
- RPSF institutional and human capacity deficiencies that hinder effective representation in the PPD.

Hence the major justification for the Rwanda Private sector capacity building project is the need for bridging the capacity gaps identified above and building the institutional capacity of the RPSF to effectively participate in the policy processes as well as in monitoring and evaluation.

The **proposed six project components and numerous activities** are expected to produce the following outputs:

- **Public Private Sector dialogue Interface:** 8 public private sector policy dialogue engagements over the project period, 4 RPSF Leadership retreat meetings with members, 12 well researched studies on key issues relating to the private sector, 4 Annual policy analyses of the implications of the government budget on the private sector.
- **Skills upgrading and knowledge building:** Training modules designed, Sponsorships for specialised courses in trade and business negotiations offered, 8 courses for staff in project management, proposal writing, budgeting and planning, advocacy and lobbying as well as languages, 20 workshops for chambers and associations staff, 8 study tours and exchange visits, Information & Knowledge management : 16 Magazines published, Study findings from 12 studies published , 48 Radio Programmes aired (12 programmes per year) , 40 additional RPSF corporate members mobilized, Publication of lessons learnt , 1 Resource Center established and equipped
- **Building competitiveness of SME's and MSSE's:** Study to collect baseline information on SME's is done, 80 Trainers are trained in 8 workshops over the project period, Equipment for the demonstration centre to kickstart technical demonstrations is in place, A mobile ICT van is acquired and ICT training given, Four trade fair participations along with four study tours are organised per year in favour of 10 SME's in each tour, Rural trading center revival program is initiated with "Win a Business competition"
- **National BDS Network strengthening:** Four additional BDS centers are operational and equipped, BDS centres are branded to distinctly communicate the services they provide, 8 study tours are organised covering 4 people for 7 days per tour, 8 Mini Exhibitions are organised every year under the supervision of the BDS network, BDS outreach campaigns are organised every quarter targeting rural based SME's and business communities
- **Special program for selected youths and women entrepreneurs:** Five companies per year are selected and given technical advisory services, every year performance evaluation is carried out for the companies participating in the program,
- **RPSF Institutional and Human resources strengthening:** Additional project staff is recruited to deliver the outputs of the Project, Meetings for project corporate governance

are held quarterly, RPSF paying membership is increased and membership list updated every year, A well equipped RPSF: with computers, printers, and other essential office equipment required for the Project to achieve its objectives

- **Monitoring and Evaluation:** 16 quarterly progress reports produced, 4 financial audits carried out and disseminated ,Annual Reports on Influence of the project on SME policy, Annual Reports on Level and depth of participation of the Business Associations in policy issues

Overall, it is expected that at the end of this project, the private sector in Rwanda particularly the Small and Medium Enterprises will have been strengthened at both the organizational and service delivery levels enabling them to effectively engage with government, civil society and donors. The sector will be more capable of influencing policy on the basis of well - informed (researched) position, and from a position of consensus. In addition, the skills building and upgrading component of the project is expected to result in increased business knowledge leading to higher levels of competitiveness, enterprise growth and development, increased incomes and reduction of poverty in Rwanda.

### **Annex 5.3: BNR's capacity building efforts to develop micro finance institutions of Rwanda**

The commercial banks come at the head in financing of Rwandan economy from the point of view of the total value of credit awarded and the savings mobilized. In June 2006 BNR estimates that commercial banks accounted for around 194 billions Rwf worth of deposits while granted Rwf 185 billions. At the same period MFIs had 65 billions deposits and awarded 59 billions Rwf credits.

These figures show that commercial banks occupy 76% of the whole financing of the economy and 75% in savings mobilization. However the rate of bank utilization at the national level is still low with only 10% of the population owning an account with the formal financial institution in June 2006, the majority of such accounts held with the People's Banks.

MFIs including People's Banks occupy the biggest part of the network with 93% of all branches opened all over the country in June 2006. By considering the number of depositors and borrowers, MFIs serve 88% and 90% respectively against 12% and 10% for the commercial banks. It is clear that MFIs have a very significant role to play in enabling the majority of the population of Rwanda to access financial services. Micro finance is seen as an important instrument in the implementation of the Government programme to reduce poverty of the people below the poverty line from 60% in 2000 to 30% in 2015;

The micro finance sector in Rwanda is relatively young. Although the small self-help peasant informal organizations known as *tontines* or *ibimina* have existed for decades, the sector started to be formalized with the creation of the first Rwanda People's Bank in 1975.

Following the 1994 genocide in Rwanda, the micro finance industry experienced spectacular development, with the support of organizations involved in humanitarian assistance. These gave material assistance to the population and they had into their programmes the micro credit component. During the emergency period, loans were not, in some cases, distinguished from grants or gifts, and create confusion amongst the population. Then it has been developed a culture of no-repayment, especially at People's Banks, that contributed to non-performing loan rate of 45%.

As the Government moved into a development phase, several NGOs transformed themselves into micro finance institutions, in many cases operating without adequate professionalism

In June 2006 Rwanda had almost 230 MFIs of which 149 were People's Banks that are under the umbrella of Union des Banques Populaires (UBPR).

In 1999 the law No 08/99 governing banks and other financial institutions assigned BNR the responsibility to regulate and supervise MFIs. In 2002 and 2003 BNR introduced two instructions (No 06/2002 and 05/2003) one for regulating micro finance activities in general and another specific for saving and credit cooperative societies.

Three categories of MFIs are accepted:

- 1) IBIMINA or tontines under their variant operates on the basis of contributions by members only. They request neither legal form nor approval from the BNR. However they undertake, freely, their registration at the most decentralized level of the local administration.
- 2) Saving and credit cooperatives (Coopec) have legal form (cooperative) and mobilize deposits that are less than the value of the adequate capital fixed by the regulations of BNR.
- 3) MFIs with the legal form of Limited Liability Company (SA or SARL) and mobilize a volume of deposits more than an adequate capital fixed by regulations of the Central Bank. They are required to respect the management rules and prudential norms defined by BNR corresponding to their level categorization and have to adopt a developed structure of functioning and control.

The main challenge that has to be met is that number of MFIs is not managed in a professional manner, e.g.

- Lack of transparency norms and performance indicators,
- Lack of transparency in pricing of products and services,
- Poor governance characterized especially by conflict of interests and non respect of cooperative principles,
- High rate of non-performing loans,
- Lack of human capacity, equipment and investment capita (long term resources,

BNR developed the legal and regulatory framework for MFIs as examples: the instructions No 06/2002 and 05/2003 for regulating micro finance activities in general and for saving and credit cooperative societies; obligation for registration of SACCOs, supervisions from BNR of MFI under the form of limited liability company, etc.

In 2004 BNR and the Ministry of Finance and Economic Planning - MINECOFIN started the sensitization across the country requesting MFIs to apply for BNR's approval.

The process of application started in 2004 with a strong intensity in 2005. End of 2005 and beginning of 2006 were characterized by the closure of 09 MFIs that didn't respect norms.

In 2002 was created a Fund for Refinancing and Development of Micro finance - FOREDEM placed at BRD (Rwandan Development Bank) for a period of 3 years with the mission to increase the mobilization of funds in favour of micro enterprises and the poor population by directly financing cooperatives and associations, providing credit and technical assistance to MFIs.

BNR together with MINECOFIN, MINICOM, the World Bank, the European Union local governments, and other donors have various programmes to develop the micro finance sector by among others:

- Providing training to BNR's staff in charge of supervising MFIs, MFIs managers or external auditors;
- Computerization of operations within MFIs
- Resources are made available by donors to strengthen MFIs capacity building; as examples:
  - World Bank: 5 millions US \$
  - Cooperation of Netherlands: 5 millions €

Recent developments show two micro finance institutions developing by 1) strengthening organizationally and institutionally and 2) attracting foreign investors or partners.

They are namely:

- Urwego Community Banking that became in 2008 Urwego Opportunity Microfinance
- Bank Union des Banques Populaires or People's Banks Union

**Annex 5.4: A SELECTION OF GOVERNMENT PROJECTS THAT HAVE A STRONG CAPACITY BUILDING COMPONENT**

Project title Donor Beneficiary	Amount	Date of effective Ness	Date of closure	Project components / CB components implementation
<p><i>Project title:</i> <b>Competitiveness and Enterprise Development Project CEDP</b></p> <p>IDA - GoR Credit Agreement</p> <p><i>Objective:</i> Establish an environment conducive to economic growth and development of the private sector with a view to contributing to poverty reduction in Rwanda</p>	<p>Total amount of financing \$ US 41.15 Millions</p> <p>IDA: \$ US 40.83 Millions</p> <p>Government contribution: \$ US 0.32 Million</p>	<p>07/06/2001</p>	<p>31/07/2007</p>	<p><b>Project components:</b></p> <ol style="list-style-type: none"> <li>1. Enhancement of legal environment and economic context affecting the private sector development</li> <li>2. Reduction of costs and improvement of effectiveness of services</li> <li>3. Tea sector promotion based on the market mechanisms</li> <li>4. Project coordination unit</li> </ol> <p><b>Capacity Building components implementation</b> <i>Reform of legal and institutional business framework in Rwanda: projects of laws designed on a total of 14 projects planned</i></p> <p><i>Judiciary documentary center: project plan elaborated</i></p> <p><i>Support to RIEPA: campaign of branding Rwanda implemented</i> <i>Creation of 4 agencies(nodal offices) and 7 planned</i></p> <p><i>Support to CAPMER: Design procedures manual</i> <i>Elaborate 40 bankable projects in 4 priority sectors</i></p> <p><i>Support to BNR: modernization of the clearing system by introducing an electronic clearing process</i></p> <p><i>Support to OCIR THE by hiring consultants</i></p>
<p><i>Project title:</i> <b>Rural Small/Micro Enterprises Promotion Project Phase II PPPMER</b></p> <p>Donor: IFAD GoR contribution</p>	<p>Total amount of financing \$ US 17,566,200</p> <p>IFAD: \$ US 14,914,100</p>	<p>15/06/2004</p>	<p>31/12/2011</p>	<p><b>Project components</b></p> <ol style="list-style-type: none"> <li>1. Capacity building for actors: mobilization and organization of actors/producers, acquisition of legal personality, etc</li> <li>2. Support to rural micro and small enterprises: apprenticeship to equip youth with required skills, training the pmer in appropriate technologies, etc</li> </ol>

<p><b>Objective:</b> Promote rural Micro and Small enterprises in line with the major guidelines of the GoR and IFAD policy for rural socio-economic development which are:</p> <ul style="list-style-type: none"> <li>- poverty reduction</li> <li>- support for small enterprises in rural areas</li> <li>- development of sustainable financial services in PMER</li> <li>- project coordination unit</li> </ul>	<p>Government contribution: \$ US 2,652,100</p>			<p>3. Support to sustainable development of financial services: access to credit, seed capital credit, etc 4. Project coordination unit</p> <p><b>CB components implementation</b> <i>Support to the legal framework of the pmer: law on hand craft elaborated yet to finalize</i></p> <p><i>Training for 468 PMER</i></p> <p><i>Apprenticeship to develop youth's skills in basic accounting, business spirit, project management</i></p> <p><i>Development of sustainable financial services in PMER: 155 loans given out of 900 planned</i></p>
<p><b>Project title:</b> <b>Rural Sector Support Project RSSP</b></p> <p>Donor: IDA GoR contribution</p> <p><b>Objective:</b> Equip farmers, other target private sector operator group and relevant government institutions with basic institutional and technical capacities that should lay the groundwork for subsequent productivity raising interventions in the areas of: a) agricultural services delivery systems, b) rehabilitation of marshland and hill-side farming, c) promotion of traditional and alternative agriculture, e) diversification of economic activities in the off-farm sector of the rural areas. Although capacity strengthening will be the focus of the first phase,</p>	<p>Total amount of financing \$ US 49,080,000</p> <p>IDA: \$ US 48,010,000</p> <p>Government contribution: \$ US 1,080,000</p>	<p>24/10/2001</p>	<p>31/12/2005  extended to 30/06/2008</p>	<p><b>Project components</b> 1. Marshland / Hillside</p> <p>Development and Export Diversification: studies, design, rehabilitation, construction of irrigation infrastructures;</p> <p>Capacity building and technical support to community and partners organizations (NGOs)</p> <p>Support to Value-Adding Rural Micro Enterprises through BNR</p> <p>Implementation of Monitoring and Evaluation Coordination</p> <p><b>CB components implementation</b></p> <p><i>Capacity building support to community and partner organizations: community building and technical assistance: 1271 Farmers Agricultural Service Delivery Organizations created and trained on marshlands, 130 FASDOs trained on hillside programme 1200 FASDOs trained to promote the Farmers Based Extension systems piloted in 16 districts</i></p>

<p>activities will be initiated in each of the above five areas in order to test strategies and provide the opportunity for hands-on learning</p>				<p><i>RSSP provides salaries for 7 senior scientists of ISAR and scholarships for 7 MSc and 2 PhD ISAR researchers</i>  <i>RSSP is financing ISAR research activities for banana tissue culture and rice research</i>  <i>CIAT International Center for Tropical Agriculture is training 20 Private Agricultural Service Delivery Organizations PASDOs in participatory diagnosis, community action plan development ,agro enterprises development, etc</i>  <i>Consultant to produce manual for training of partners in Integrated Production and Pest Management has been recruited</i>  <i>ICRAF is developing a participatory approach in Agro forestry techniques in 2 districts pilots (Gatsibo and Bugesera);</i>  <i>Training in progressive terracing, agro-forestry management for 200 farmers has been conducted</i></p>
<p><i>Project title:</i>  <b><i>Cash and Export Crops Development Project PDCRE</i></b></p> <p>Donor: IFAD, BADEA, GoR, Local Banks and Beneficiaries</p> <p><b><i>Objective:</i></b>  The project is dedicated to cash and export crops such as tea and coffee:</p> <ol style="list-style-type: none"> <li>1. Initiate mechanisms compatible with financial procedures and fair markets to assure farmers a maximal price increase</li> <li>2. Maximize the quality and value of the tea and coffee products sold by small farmers on the international market</li> <li>3. Develop tea and coffee farmers efficient cooperatives and assure their participation and their action power in the processing and selling companies</li> </ol>	<p>25, 088, 200 \$ US</p> <p>Government contribution: 1, 881, 615 \$ US</p>	<p>19/09/2003</p>	<p>31/09/2010</p>	<p><b><i>Project components</i></b></p> <ol style="list-style-type: none"> <li>1. Development of tea growers scheme in Nshili</li> <li>2. Development of tea growers scheme in Mushubi</li> <li>3. Capacity building and organization of tea growers</li> <li>4. Creation of tea grower financial holding</li> </ol> <p><b><i>CB components implementation</i></b></p> <p><i>395 seed nursery operators trained + ongoing programme to train other 105 to reach a total of 500 operators trained</i></p> <p><i>Training in cultural techniques</i></p> <p><i>Research to improve quality of coffee trees</i></p> <p><i>During the campaign 2006 10 Kenyan experts were recruited to assist and train local staff</i></p> <p><i>4 coffee washing stations constructed thus improving quality and value of coffee</i></p>

<p>4. Allow basic cooperatives to put in place a viable credit system dedicated to the profit of their members</p> <p>5. Promote the diversification of cash/export crops produced by cooperatives and SMEs</p>				<p><i>Introduction of season evaluation</i></p> <p><i>COTHENK Nshili cooperative created regrouping 4003 beneficiaries</i></p> <p><i>New cash and export crops being developed beside tea and coffee: Patchouli, Geranium, Moringa oleifera, Roses, etc</i></p>
<p><i>Project title:</i> <b><i>Economy and Employment Development</i></b></p> <p><i>Donor:</i> Government of Germany (implemented by GTZ) Beneficiary: MINICOM</p> <p><i>Objective:</i> Improve performance of smallest, SMEs and possibilities of off-farm employment for the poor section of the population in the programme region (Kigali, Ruhango, Huye, Nyaruguru)</p>	Euro 4,930,000	01.02.2005	30.06.2007	<p><b><i>Project components</i></b></p> <p>Support MINICOM in political economy, cooperation between Minicom and the Private Sector</p> <p>Promotion of the Private Sector: technical, entrepreneurial and organizational capacities of SMEs</p> <p>Support to vocational training system and technical teaching towards employment improvement</p>

**Annex 5.5: BENEFITS IN THE PRIVATE SECTOR**

<b>Orga niza tion</b>	<b>Base salary</b>	<b>13th month</b>	<b>Variable pay : bonus ; premiums, non recurrent pay complements</b>	<b>Salary progres sion</b>	<b>Perform ance related pay system</b>	<b>Promotion system</b>	<b>Benefits</b>
PRI O1	Package without allowances	13th month	Yes employee of the month 150 000 Fr	Yes	Yes based on performance appraisal	Yes in case of vacancy, internal advert	Mileage: 300 Fr/km Medical care 100 % Complementary pension combined with Life insurance Loans at 6% Funerary expenses
PRI O2	Basic + allowances for transport and housing  Other allowances: Position allowance: Chef de Division 100 000 Fr Chef de Département: 75 000 Fr Chef de Sce: 50.000 Fr Gérant Adjoint : 70 000 Fr Prime de Caisse: 35 000 Driver: 26 300 Nurse 35 100 Guard 16 100 Tellers/ Compteurs: 16 100 Fr	13 <sup>th</sup> month	Bonus of 2,5 to 3 additional months for all employees  Prime de Fidelité: 10 years seniority: 1 month salary 30 Years: 3 months salary	Salary progression based on seniority and performance 4% + 1°/oo		Promotion based on seniority and performance	Funerary: 300 000 Fr (employee's death) 100 000 Fr (beneficiary death) Secondment allowance: 30 000 Fr Frais de representation: MD 500 000 Fr Fondé de Pouvoir 100 000 Fr Medical care 100% Complementary pension 8% net salary (5% Employer, 3% Employee) Children allowance 1000 Fr spouse 500 Fr child Wedding: 30 000 Fr Loans at 5% managers and 3,5 % Lower staff End career allowance (not prime de fidelité): 10 – 15 years: 1 month salary 30 years: 6 months salary

PRI 03		13 <sup>th</sup> month based on performance	Bonus if company's performance: percentage of monthly salary  Special bonus for cert. positions e.g. Directors	Yes a salary progression system exists based on grading structure, performance and market trends	Yes objectives setting + quarterly evaluation + annual appraisal		Funerary 50 000 Fr + expenses for employees and beneficiaries 3 months salary in case of death of employee  Wedding 50 000 Fr Birth 30 000 Fr Loans Long Term 9 % Short Term 3% Medicare 100 % Pharmacy 85 % Glasses, prosthesis 100 % Directors: Mileage, fuel, home guards and domestics Phone calls for some functions Free lunch
PRI 04	Basic +4% annual increase	13 <sup>th</sup> month for all employees based on company's performance	Prime de rendement: bonus based on performance	Annual salary progression of 4% calculated on gross salary	Yes, increment of 4% of basic if appraisal Excellent, 3% Very Good and 2% Good Performance system is based on objectives setting and performance appraisal	Promotion based on seniority in case of vacancy	Prime de fidélité: 5 years seniority: 1 month salary 10 years: 2 months 20 years: 4 months 30 years: 6 months Loans: interest rate ½ of clients rate No interest on salary advance Telephone expenses at the work Medicare: 80% include glasses and medicines Glasses frames: 25 000 Fr Wedding 30 000 Fr Birth 20 000 Fr Funerary expenses + 3 months salary, Life insurance
PRI 08			Bonus vary with job grade and individual progression: 20% Chef de Service and 10% execution staff  Employee of the month: 1 month salary reward		Yes Performance system based on objectives  Bonus based on performance	Yes, promotion in classes from lower to higher position (traditional)	Medical insurance 100% by Soras  Collective accident insurance is 100% paid by employer  50 000 Fr is paid on death and funerary and premium is paid by Soras Pension premium covered by Soras 1 Free meal/ day Phone calls with different limits Transport for night shift

			Prime de service: 5% of turnover				
PRI 09	Mini to Maxi for management positions and depending on performance	Basic + allowances for transport and housing	A system exist for some non management positions e.g. Chargé de... that allows an extra monthly increment of 5%		Yes performance is related on vision and mission for Head of Departments	Yes, promotion in grades over the years for non management staff	Medical care Up to 500 000 Fr/year And 150 000 Fr per child (max 4 children) Accident on duty: salary is 100% paid by employer on the period of 6 months Recuperation over 40hrs /week Staff restaurant
PRI 10	Mini to Maxi 12 years progression to reach the maxi based on performance	13 <sup>th</sup> One month salary Leave allowance one month salary	Bonus up to 30% of basic salary based on performance	Salary progression based on performance	Performance system based on objectives	Promotion in grades over the years or in case of vacancy Career management/p ath	Medicare 100% for employees and dependents Eye glasses for employees Pension scheme combined with life insurance 6% Employer 4 % Employee Loans for vehicles and houses from banks but company pay 6% of interest (16 to 17 %) Phone calls paid for 150 managers Fidelity allowance paid after 10 and 20 years of continuous employment End career allowance minimum 3 months salary and max 8 months salary Funeral expenses for employee and dependents + 300 000 Fr additional funeral allowance paid by the complementary pension/life insurance Company car + fuel for Mgt Team and limited managers Leasing cars scheme for managers to be introduced soon Mgt Team: guards at residence, domestics, DSTV? School fees, etc Training as attractive and development element: 100 000 Euros per year for entire company staff
PRI 11			Bonus of 50% to 100% of net salary based on performance	Yes salary progression each 2 or 3 years: for all	Yes performance system based on objective	Yes promotion in grades and in case of	Medical care is provided to the employees and their families 90% , those who have eyes problems are provided with eye glasses (frames up to 20 000 Fr)

			<p>appraisal</p> <p>Loans to purchase company's stock, after 5 years employee pays back but earns interests up to 100 % of the loan amount</p>	<p>employees min 15%</p> <p>Individual progression based on performance from 15% to 25%</p> <p>Automatic yearly progression of 4%</p>	<p>setting and end year appraisal</p>	<p>vacancy</p>	<p>Mediplan insurance is being introduced soon</p> <p>Company car + fuel for Directors and Inspecteurs de station</p> <p>30 days vacation (no distinction based on seniority or grade)</p>
PRI 14		13 <sup>TH</sup> based on performance	<p>Bonus (prime de bilan paid in April or May which is a percentage of the monthly salary (107% in 2006; 110 % in 2005</p> <p>Prime de fidélité 10 years seniority: 1 month salary; 1 additional month salary each 5 years</p> <p>End career allowance minimum 6 x monthly salary</p>	<p>Yes salary progression based on inflation rate determined by the company but not beyond 2%</p>	<p>Yes performance system exists with performance indicators and rates</p>	<p>Yes promotion in case of vacancy</p>	<p>Mileage</p> <p>Fuel for certain functions</p> <p>Telephone budget</p> <p>For loans (house and car): the Company recommend employee to the bank and pays 50% of the interests</p> <p>Education: Company pays 50% in case of success</p> <p>Medicare: 100% including HIV/ARV</p> <p>Canteen allowance</p> <p>Death: funerary expenses paid 100% by company</p> <p>Wedding: 1 month salary</p> <p>Birth: 40 000 Fr</p> <p>Discount of 50 % on various insurance contracts</p> <p>Complementary pension</p>
PRI 15		13 <sup>TH</sup>	<p>Fidelity of 10 –15 6 20 years is paid 1month salary</p>	<p>Yes salary progression based on performance appraisal 4% increment if 75% performance</p>	<p>Yes performance system exists</p>	<p>Yes, promotion depends appraisal</p>	<p>Pension scheme 50% Employer 50% Employee</p> <p>Assurance responsabilité familiale</p> <p>Discount of 20% on every insurance subscribed by the employee</p> <p>Mediplan scheme</p> <p>Wedding 20 000Fr</p> <p>Birth 20 000Fr</p>

				and 4 % increment if 80% Performance			cafeteria 500 Fr Funerary expenses Telephone allowance for directors MD & Deputy: company car, guards, etc
PRI 16		13 <sup>th</sup>	Bonus same rate for all employees depending on company's results	Yes salary progression based on performance appraisal	Yes performance system based on objectives setting and appraisal	Promotion based on performance and in case of vacancy	Pension scheme 60% paid by the employer and 40% by staff Life insurance 100% is paid by the company Medical insurance (RAMA)85% is paid by employer Oracle Med in case of emergency transfer 500 \$ US per day for employee + dependents 50% of sports activities is paid by employer Education 50% of fees Funerary assistance and 50% of school fees 50% of cafeteria Mobile phone is provided to employee with calls for 50 000 Fr up to 100 000 Fr depending on grades Wedding assistance of 100,000 Fr
PRI 17	Mini - Maxi	13 <sup>th</sup> paid traditionally but is now changing into a bonus system	New system consists in paying quarterly a bonus calculated on basis of company's performance and budgeted according to the result forecast	Salary progression based on performance and aligned to the market	Performance system based on objectives setting and appraisal YET TO BE APPROVED	Career mgt performance based; but career paths yet to be defined	Medical scheme CORAR that covers everything Free phone calls for managers, No company car but fuel for managers and some employees who holds commercial and technical positions
PRI 18	YES base on seniority	13 <sup>TH</sup>	No	Salary progression: 4% yearly automatically + based on company's results (rate defined by the Board)		No career planning but promotion in case of vacancy	Medical insurance RAMA employer pay 50% and for guards Mutuelle scheme is paid 100% Directors are given cars for work , Eye glasses are provides by company Meals are free Funeral expenses + allowance of 50 000 Fr In case of employee's death: 3 to 6 Months salary Insurance for work hazards combined with life insurance

PRI 19	Salary is subject to the negotiation between the employee and employer after the probation period	No	Bonus at year end for Christmas gifts	Salary progression which rate is decided by Headquarters, can vary from 10% to 15%		Yes, it depends on performance and vacancy	250,000Fr medical care for managers 150,000 medical care for staff (mutuelle de sante for guards) Loans for acquisition of cars and equipments Managers who own cars get mileage, fuel for professional use  10,000 Fr is provided when one member of family is dead and 20 000 Fr is provided for the funerary when an employee is dead And 3 month salary is provided to dependents, Managers are given 30 calendar days that is 18 working days for leave
PRI 20		13 <sup>th</sup> ½ in July and ½ in December	Profit share for Partners (1 person)		Appraisal system exists It's based on criteria like technical knowledge, teamwork, motivation, quality of work, quickness in execution of work	Career progression exists and depends on appraisal and seniority	Medical insurance Mediplan employer pays 50%, Loans to employees for purchasing cars, Fuel for equivalent of 40,000 Fr per month, telephone allowances of 20 000 Fr, Party or trip every year for all staff Funeral expenses Gifts in case of marriage and birth
PRI 23			Bonus of 40 % to 60% depending on the company's results	Salary progression 4% yearly  Additional increase of 10% to 20 % is applied each 2 to 3 years	No appraisal system	No career	Employer provides 85 % for medical care and 15% is paid by employee, Salary advance is provided to an employee for equivalent of 4 months salary Employees are recommended to banks for loans to purchase their own cars or houses, Funeral expenses + exceptionally scholarship can be granted to 2 children in case of employees death Wedding: 100 000 Fr to 150 000 Fr allowance

## Chapter 6: Civil Society Organizations

### Introduction

This chapter presents the main findings of the mapping of ongoing and planned capacity building activities in the civil society in Rwanda. It covers the following aspects:

- The institutions assessed, sources of data and challenges
- The main findings in terms of planned and ongoing capacity building activities and resources committed; and
- The main conclusions and recommendations.

Detailed data on the projects mapped have not been included in the report for reasons of length but are available on request.

### 6.1 Institutions Assessed, Sources of Data and Challenges

#### 6.1.1 Institutions Assessed

Rwandan civil society organizations are many and diverse and can broadly be grouped into two main groups, namely: Local NGOs and International NGOs.

For the purposes of the mapping exercise, a further classification was made within each group, by types of activities and domains of intervention. Note that a given NGO can belong at the same time to several categories, and that it can also change its category (according to the available financings).

The Local NGOs were grouped into the following five groups – details on those surveyed are in Annex 6.1:

- Umbrella organizations
- Rural Development NGOs and CBOs<sup>3</sup>
- Human Rights Protection NGOs and CBOs
- Faith-based NGOs and CBOs
- Social Activities, Emergency and Relief NGOs

The International NGOs present in Rwanda intervene essentially as donors, and are active in all domains: Sustainable environment; Food security; Water & Sanitation; Peace & reconciliation; Capacity building; Support to decentralization; Linkages; Palliative care; Orphans and vulnerable children support; Behavior change communication; Monitoring & evaluation of HIV/AIDS related activities (research, ARV, PLWHA, OVCs, etc). For the purpose of the mapping exercise, they were grouped into four (4) broad categories – see Annex 6.2 for details on the INGOs surveyed:

- Technical and Institutional Support to local NGOs
- Faith based Organizations
- Health, HIV/AIDS
- Emergency and Relief

---

<sup>3</sup> Community Based Organisation (Grassroots non governmental organization, member of an umbrella or not, better known as OAIB or “*Organisations d’appui aux initiatives de base*”)

### 6.1.2 Sources of Data

- Survey: 22 international NGOs and 40 local NGOs were sampled from the MINALOC list of local and international NGOs. Two instruments were utilized: a questionnaire to gather quantitative information on capacity building activities at program and project level, as well as at the institutional level, and a checklist for Semi-Structured Interviews to get qualitative data and analysis.
- CEPEX data: the 2007 second quarter report was used to check on some information
- INTERNET: additional data was found on
  - GoR websites (MINLOC, MIFOTRA, HIDA,)
  - Local NGOs and umbrella websites
  - International NGOs working in Rwanda

### 6.1.3 Challenges

- Difficulty to cover all sampled organizations, due to postponements and cancellation of appointments. A large number of NGOs were not covered but the sample proved representative. For some, the available information was not complete and further meetings were organized. The non-availability of the relevant persons: in particular for the international NGO, the period of the investigation coincided with summer holidays.
- The quality of the data: some of the people met were reluctant to give the information, especially on their budgets and donors. Others referred the consultant to strategic plans documents, with no clear indication whether the planned activities would be financed or not.

## 6.2 Main Findings and Conclusions

### 6.2.1 Local NGOs

#### 6.2.1.1 Capacity Building Activities

A common characteristic of the NGO surveyed in this category, it is their small size and the fact that they are often not focused on a particular domain but are usually involved in all domains (project approach), based on available donors and financing. This means that every new project would usually include a capacity building component (recruitment, training, technical assistance). Most of the local NGOs surveyed do not have a holistic approach to capacity building or even human resources development plans.

#### *Human Resources Development*

This is generally understood as “**training**”, but also covers other activities such as study tours and exposure visits (sharing of best practices) or social welfare programs to support human resources development. The beneficiaries of these programmes are: the NGO own staff; NGOs’ partners’ staff; and the beneficiaries of the projects implemented by the NGO or its partners.

The domains covered in human resources development/training activities are as diverse as are the domains of intervention of the respective NGOs. The table below shows the main training activities within each of the categories of local NGOs mapped.

**Table 6.1: Typology of NGOs mapped**

NGO Category	Training Activities
<b>Rural development NGOs and CBOs</b>	<ul style="list-style-type: none"> <li>• Modern agriculture and basic veterinary</li> <li>• Basic financial management</li> <li>• Project elaboration and management</li> <li>• Strategic planning</li> <li>• Project cycle management</li> <li>• Good governance</li> <li>• Basic Cooperative management</li> <li>• Study tours and cross visits (internal and external);</li> </ul>
<b>Faith based NGOs</b>	<ul style="list-style-type: none"> <li>• Leadership &amp; peace building</li> <li>• Human resource management</li> <li>• Basic financial management</li> <li>• Good governance</li> <li>• Formal education</li> <li>• Short term courses in different domains</li> <li>• Study tours</li> </ul>
<b>Human rights protection NGOs</b>	<ul style="list-style-type: none"> <li>• Training of trainers</li> <li>• Investigation basics</li> <li>• Monitoring &amp; Evaluation</li> <li>• Good governance</li> <li>• Formal education</li> <li>• Short term courses</li> <li>• Language skills development</li> <li>• Study tours</li> <li>• Basic financial management</li> </ul>
<b>Health &amp; HIV/AIDS NGOs</b>	<ul style="list-style-type: none"> <li>• Leadership &amp; peace building</li> <li>• HIV prevention techniques</li> <li>• Human health care basics</li> <li>• Training of trainers</li> <li>• Good governance</li> <li>• Basics in financial management</li> <li>• Project elaboration and management</li> <li>• Project cycle management</li> <li>• Good governance</li> <li>• Language skills development</li> </ul>

The main conclusions with respect to the ongoing human resources development activities among the local NGOs mapped are the following:

- Capacity building activities are often left to the sector umbrellas where these exist. Where they do not exist, the local NGOs try to cater for their own needs. However, it is generally recognized that capacity building, especially for the NGO staff, is very often not a priority.
- Some training activities are common to all categories (basic financial management, project elaboration and management, good governance), and the approaches are generally similar (training of trainers; study tours and cross visits -internal and external; short or long term courses; seminars and workshops); and
- Staff training is rare, as NGOs claim that they recruit the best professionals on the market who generally do not need any further training. However, they encourage their personnel to pursue formal education and some NGOs finance a part of the fees incurred.

Human resources development activities undertaken differ according to the type of beneficiary – see matrix below.

**Table 6.2: Types of HRD activities undertaken in NGO projects mapped**

NGO staff	Partners' staff	Beneficiaries of the projects (target groups)
<ul style="list-style-type: none"> <li>• Strategic planning</li> <li>• Financial management</li> <li>• Monitoring &amp; evaluation</li> <li>• Language skills development</li> <li>• Lobbying and funds mobilization skills</li> </ul>	<ul style="list-style-type: none"> <li>• Training of trainers</li> <li>• Project elaboration and management</li> <li>• Strategic planning</li> <li>• Cooperative management basics</li> <li>• Good governance and Community mobilization</li> <li>• Project cycle management</li> <li>• Language skills development</li> <li>• Micro finance</li> <li>• Cross visits</li> </ul>	<ul style="list-style-type: none"> <li>• Leadership &amp; peace building</li> <li>• Modern agriculture and veterinary basics</li> <li>• Project cycle management</li> <li>• Good governance</li> <li>• Cooperative management basics</li> <li>• Basic financial management</li> <li>• Study tours and cross visits</li> </ul>

### *Organizational and Institutional Capacity Building*

This category covers activities related to: development of systems, procedures and processes; development of organizational strategies; development of sector strategies and plans; Technical Assistance; and other organizational strengthening initiatives.

Most of local NGOs are informally structured and do not have enough management tools or sufficient facilities. New projects are therefore exploited to assist the NGO access more and better equipment, better management tools.

From those surveyed, the most frequent responses about activities implemented on organizational strengthening are as follows: strategic planning; annual action plans elaboration; financial management tools; ICT – acquisition of equipment, Website design & maintenance, management software development; financial reviews; reporting, auditing; short and long term technical assistance; legal support and lobbying; district capacity development; policy analysis, monitoring & evaluation.

The main conclusion drawn from the mapping of organizational capacity building activities among local NGOs in Rwanda is that the emphasis on organizational and institutional capacity building activities is most common in newer sectors (HIV/AIDS, human rights activism, assistance to Genocide survivals and OVCs).

#### **6.2.1.2 Resource Mobilization and Utilization**

##### *Distribution of Resources among Capacity Building Components*

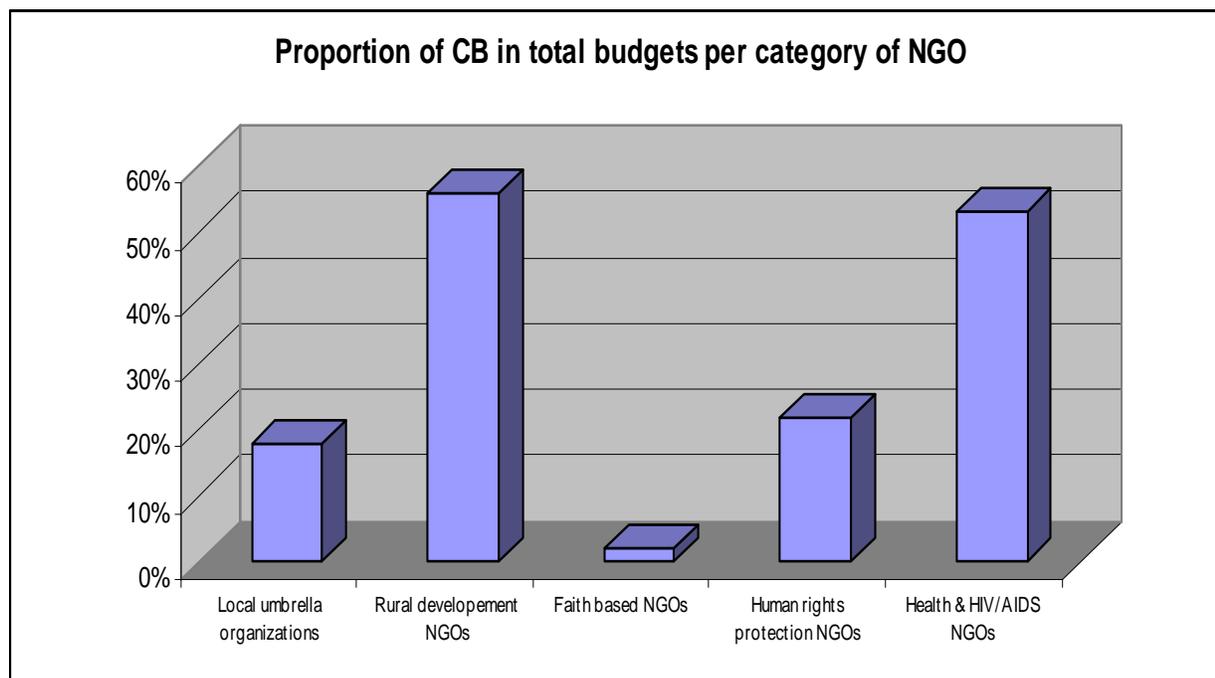
Among the projects of local NGOs examined, it is only in rare cases that a whole project is devoted to capacity building. Generally, capacity building is often only a component of a project. Capacity building activities are left to the umbrella NGOs where these exist. Where they are absent, individual NGOs try to provide for their own needs. However, the people interviewed recognize that in general capacity building is often not a priority.

Among the projects of local NGOs surveyed, capacity building activities constituted on average 25% of the total available project resources. This proportion is higher among human rights protection NGOs (38% of total project budget) and rural development (24.3% in average). In faith-based organizations, where the focus is more on execution of projects (schools, health facilities, etc) using available human resources, the percentage is lower. Among the latter however, the pictured is biased by one big project (16 billion RWF) implemented by CARITAS RWANDA in which only 1% of the budget is dedicated to capacity building. Without this particular project, the average for faith-based NGOs rises to 35% of the total.

**Table 6.3: Local NGOs, Total and Capacity Building budgets**

Category	Number of projects	Total budget	CB budget	
			Total	%
Rural development NGOs	44	7 335 746 647	1 782 878 599	24,3%
Faith based NGOs	14	18 944 094 102	854 937 210	4,5%
Human rights protection NGOs	13	697 600 000	265 420 000	38,0%
Social, Health & HIV/AIDS NGOs	8	2 056 100 000	321 125 000	15,6%
<b>Total</b>	<b>79</b>	<b>29 033 540 749</b>	<b>3 224 360 809</b>	<b>11,1%</b>

**Fig 6.1**

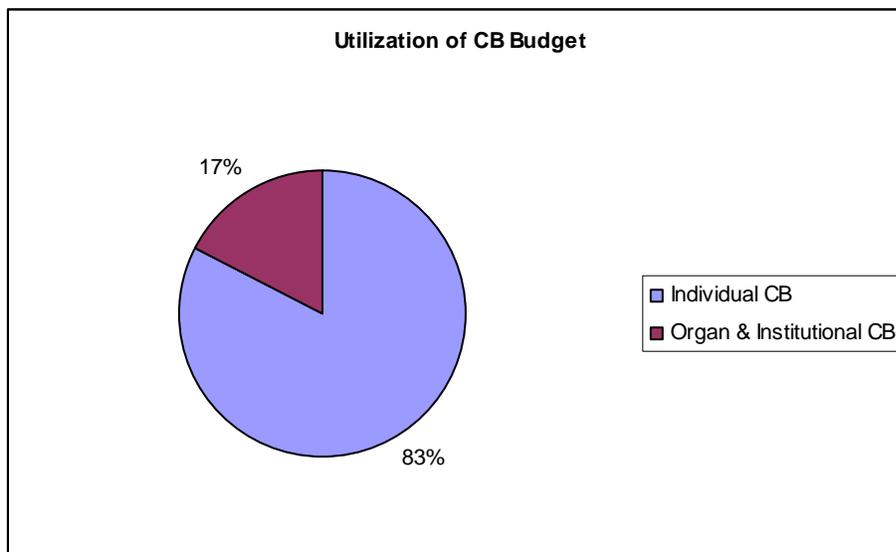


Of the overall resources devoted to capacity building among local NGOs, over 80% goes to training activities with only 17% committed to organizational and institutional reinforcement (strategic planning, acquisition of software, IT equipments...) - see following tables and graphs. This proportion is however unequally distributed between the four categories of local NGOs mapped. For example, training and human resources development takes close to 100% in Health & HIV/AIDS NGOs, 93% in rural development NGOs but only 52% among faith based NGOs.

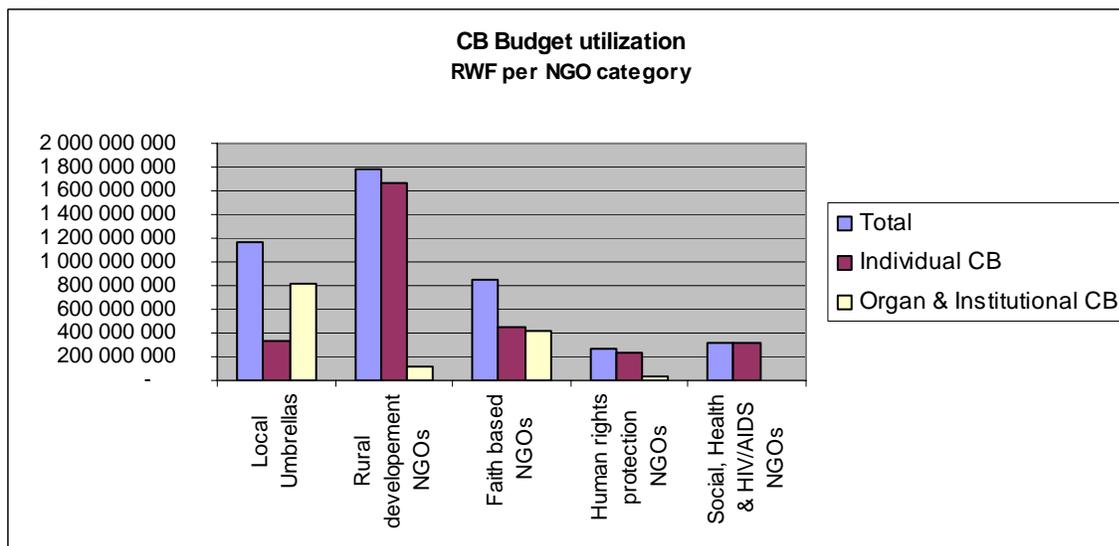
**Table 6.4: Resource allocated to different dimensions of capacity in NGO projects**

Category	Nr of projects	CB budget				
		Total	Individual CB	INDIV %	Organ & Instit. CB	ORG %
Rural development NGOs	44	1 782 878 599	1 659 872 199	93,1%	123 006 400	6,9%
Faith based NGOs	14	854 937 210	443 544 000	51,9%	411 393 210	48,1%
Human rights NGOs	13	265 420 000	239 420 000	90,2%	26 000 000	9,8%
Social, Health & HIV/AIDS	8	321 125 000	321 125 000	100,0%	-	0,0%
<b>Total</b>	<b>79</b>	<b>3 224 360 809</b>	<b>2 663 961 199</b>	<b>82,6%</b>	<b>560 399 610</b>	<b>17,4%</b>

**Fig 6.2**



**Fig 6.3**



### *Sources of Funding for Capacity Building among Local NGOs*

The sources of financing are very diverse, based on the primary domain of activity and the donors of the NGO. The following main sources have been identified:

- **International NGOs:** this is the first source of the funds used by local NGOs. It generally takes the form of projects, with a specific timeframe and budget. However, some local NGOs have permanent partners who finance some items of their annual budgets (i.e. capacity building).
- **International Federations:** some local NGOs, especially in Human rights protection and in cooperative promotion, there are regional or international federations with budgets to support members from developing countries. These federations finance capacity building programmes or specific projects.
- **Sister organizations in different countries:** among the faith-based and emergency relief NGOs, funding is available from sister NGOs from developed countries: CARITAS JAPAN finances CARITAS RWANDA, German Red Cross finances Rwanda red Cross, etc.
- **Own funds:** some NGOs mobilize their own funds, through fund-raising events, private donors' mobilization (members or not).
- **Government projects & Agencies:** in some domains such as rural development and HIV/AIDS, the Central government often uses the services of local NGOs to execute particular projects. Some GoR projects (e.g. Rural sector Support Project, PPPMER II, UCRIDP) now hire local NGOs to implement or monitor projects.
- **Bilateral & Multilateral agencies:** some development partners finance NGOs directly, but the government is promoting the "basket funding" (budget support or sector programme support) and this will significantly narrow the resource mobilization base.

**Table 6.5: Main Donors per category of NGO mapped**

Category	Main Donors
Rural development NGOs	<b>INGO:</b> SNV, ACDI/VOCA, AGRITERRA, TROCAIRE, CONCERN, NOVIB, MISEREOR,...
	<b>International federations:</b> ICCO, CARITAS INTERNATIONALIS, WACC,...
	<b>COOPERATION AGENCIES:</b> BTC, DGCD, USAID...
Faith based NGOs	<b>International federations:</b> CARITAS INTERNATIONALIS, WACC,...
	<b>Sister organizations in different countries:</b> CARITAS Belgium, CARITAS JAPAN, Radio Suisse Romande,...
	<b>Own funds</b> (from member Churches)
Human rights protection NGOs	<b>INGO:</b> SNV, ACDI/VOCA, AGRITERRA, TROCAIRE, CONCERN, NOVIB, MISEREOR,...
	<b>GoR projects &amp; Agency:</b> FARG, RHRC, NURC
Health & HIV/AIDS NGOs	<b>INGO:</b> CHAMP
	<b>GoR projects &amp; Agency:</b> CNLS, MAP
	<b>Bilateral &amp; Multilateral agencies:</b> WORLD BANK, CANADIAN COOPERATION, BTC, IFAD, ILO

### 6.2.1.3 Main Capacity Assets and Gaps among Local NGOs

The table below summarizes the main capacity assets and gaps among the four categories of local NGOs mapped.

**Table 6.6: Main capacity assets and gaps**

NGO Category	Main Strengths and capacity assets	Main weaknesses and capacity gaps
<b>Rural development NGOs and CBOs</b>	<ul style="list-style-type: none"> <li>- Close to the population, local NGOs easily identify the problems and the projects are better designed</li> <li>- Qualified and well equipped staff</li> <li>- The initiators are well trained in general, having often evolved in international light structures, reacting quickly,</li> <li>- Focused and precise target (domain, geographical zone, main activity,...)</li> </ul>	<ul style="list-style-type: none"> <li>- Insufficiency of funds dedicated to capacity reinforcement (in terms of amounts)</li> <li>- Limited institutional and project management capacities</li> <li>- Dependence of external funds to plan activities (supply driven prioritization)</li> <li>- Mobility of the trained staff</li> <li>- Generally no clear vision about capacity building</li> <li>- Uncertain long-term viability without financial aid</li> <li>- Non efficient performances monitoring &amp; evaluation systems</li> </ul>
<b>Faith based NGOs</b>	<ul style="list-style-type: none"> <li>- As members of international networks, they generally have large possibility for the mobilization of funds</li> </ul>	<ul style="list-style-type: none"> <li>- Dependence on external funds to plan activities (supply driven prioritization)</li> <li>- Generally no clear vision about capacity building</li> </ul>
<b>Human rights protection NGOs</b>	<ul style="list-style-type: none"> <li>- Partnership with organisms specialized to the national and international level</li> </ul>	<ul style="list-style-type: none"> <li>- Dependence on external funds to plan activities (supply driven prioritization)</li> <li>- Uncertain long-term viability without financial aid</li> </ul>
<b>Health &amp; HIV/AIDS NGOs</b>	<ul style="list-style-type: none"> <li>- Partnership with organisms specialized to the national and international</li> <li>- Existence of a formal platform among all stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>- Dependence on external funds to plan activities (supply driven prioritization)</li> <li>- Insufficiency of fund in relation to the problems to solve</li> <li>- Often dependence on only one source of financing</li> </ul>

### 6.2.2 Local Umbrella Organizations

For this mapping exercise the Umbrella NGOs are sector or geographical groupings of NGOs. They are found in all areas: VIH/AIDS; women/gender promotion; Trade Unions; Rural development and environment protection.

### 6.2.2.1 Capacity Building Activities

#### *Human Resources Development*

Some umbrella organizations commission or participate in the financing of formal studies for their own employees or those of member associations. Short training sessions are also organized on themes interesting member organizations: accounting and financial management, new agricultural techniques, and statistical data treatment and database management.

The types of training activities documented include: Financial management and fund rising techniques; ICT; Modern Agriculture techniques; Gender promotion; Environment protection; Human rights advocacy and lobbying techniques.

#### *Organizational and Institutional development*

Nearly all Umbrella NGOs assist their member organizations in the following areas: strategic plans elaboration, acquisition of management or monitoring-evaluation systems (software packages for financial management, Information Management Systems), sharing of the Technical Assistance costs.

Another domain of intervention noted in nearly all local umbrella NGOs is assistance to new organizations to structure themselves so as to meet the requirements of the different sectors of activities. Examples of this type of assistance is CCOAIB or PROFEMME which help their member organizations in writing or updating their statutes or internal regulations to adapt them to the different laws and regulations governing their respective sectors. This is very important for sectors like HIV/AIDS, where technical approaches and financing systems change very quickly.

### 6.2.2.2 Resources for Capacity Building among Umbrella NGOs

#### *Distribution of Resources among Capacity Building Components*

Umbrella NGOs put together resources from member organizations and their partners to organize common training sessions for technical and management staff, to reinforce organizations structures and sectors where they operate.

On average, Umbrella NGOs dedicated 15-25% of project resources mapped to capacity building activities.

**Table 6.7: Resources allocated to CB among umbrella NGOs**

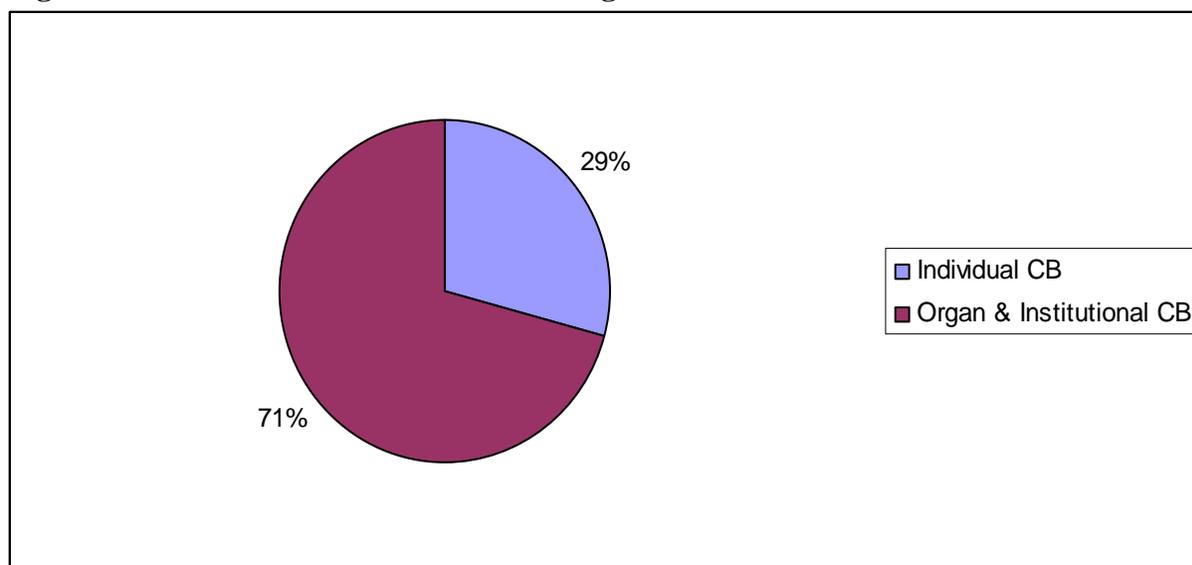
Category	Number of projects surveyed	Total budget	CB budget	
			<b>Total</b>	<b>%</b>
Local Umbrellas	22	5 401 860 239	1 163 498 775	21,5%

The capacity building budget essentially goes to institutional support (71%) for the member NGOs.

The human resources development activities are essentially the organization of seminars and workshops, the financing of short and long term training courses and study trips inside and outside the country.

Category	Number of projects surveyed	CB budget				
		Total	Individual CB	INDIV %	Organ & Institutional CB	ORG %
Local Umbrellas	22	1 163 498 775	338 876 344	29,1%	824 622 431	70,9%

**Fig 6.4: Allocation of resources to CB among umbrella NGOs**



*Sources of Funding for Capacity Building Activities among Umbrella NGOs*

The resources come mainly from three sources: International NGOs; Government projects and Agencies; Bilateral and Multilateral agencies

**Table 6.8: Local NGOs, their Donors and the importance of Capacity Building budgets**

Category	Main Donors
Local umbrella organizations	<b>INGO:</b> Agriterra, Trocaire, CONCERN, NOVIB,...
	<b>Bilateral &amp; Multilateral agencies:</b> World bank, Canadian Cooperation, BTC, IFAD, ILO
	<b>GoR projects:</b> RSSP, CNLS, UCRDIP, PPPMER, PACFA...

### 6.2.2.3 Main Capacity Assets and Gaps among Local Umbrella NGOs

The table below summarizes the main capacity assets and gaps among the Umbrella NGOs mapped.

**Table 6.9: Main capacity assets and gaps among umbrella NGOs**

NGO Category	Capacity Assets	Capacity gaps
<b>Local umbrella organizations</b>	<ul style="list-style-type: none"> <li>- Headquarters and facilities, basic equipment</li> <li>- Qualified and well equipped staff</li> <li>- Expertise in the intervention domains</li> <li>- Centralization of the activities of numerous and well equipped members</li> <li>- Partnership with specialized organisms at the international level</li> <li>- Strategic plans in phase with the national orientations Offer good wages and can recruit better skilled staff</li> </ul>	<ul style="list-style-type: none"> <li>- Insufficiency of the funds dedicated to capacity reinforcement</li> <li>- Dependence on external funds to plan the activities (supply driven prioritization)</li> <li>- Sometimes conflicts of interests between the members and difficulties of communication</li> <li>- No records on training and other capacity building activities beneficiaries</li> </ul>

The main noted asset resides in negotiation capacities: the representativeness, the experience and the diversity of the partners implies that the first mission given to the umbrellas by their members is resource mobilization and advocacy involving Government and donors.

The people met have evoked three types of gaps:

- Gaps at the technical level (capacities of the organs of the umbrella): fluency in foreign working languages (English-French), under-qualification in negotiation techniques and advocacy;
- Gaps in communication between the umbrella and its members: some members keep business opportunities for themselves, as there is no obligation to report;
- The principle of independence of the NGO: some organizations declared that to belong to an umbrella is akin to giving up their independence and that (especially for those operating in the domain of human rights) the umbrella will be more vulnerable to a public government influence than every individual NGO.

### 6.2.3 International NGOs

The INGO interventions appear to concentrate on three main clusters:

**Table 6.10: Typology of International NGOs in Rwanda**

INGO Category	Main Capacity Building Activities
<b>Technical and Institutional Support to local NGOs</b>	The INGOs intervene in staff training, short and long technical assistance programmes, elaboration of management instruments, etc Their beneficiaries are mainly local NGOs, but they also assist local governments and community based organizations.
<b>Health, HIV/AIDS</b>	Strengthen district health networks to establish, maintain, and supervise the key clinical services and systems necessary for quality HIV/AIDS services Expand the number of sites offering HIV/AIDS prevention and care services Provide technical assistance and support in HIV/AIDS p and treatment, prevention of mother-to-child transmission (PMTCT), infant nutrition...
<b>Emergency and relief</b>	These are more classic international NGOs, working for conflicts prevention and management, emergency relief, support to vulnerable groups and for sustainable development.

This is a general picture, since International NGOs also intervene in all the sectors. No particular project was found in among faith- based INGOs.

### 6.2.3.1 Capacity Building Activities

International NGOs are generally looked at as *donors* and rarely intervene directly in their local partners' capacity building activities. But looking into the projects they support more easily, here are some priorities:

#### *Human Resources Development*

International NGOs organize training sessions for their local partners or beneficiaries in two main areas: financial management and reporting methods and new approaches and research methodologies (especially for universities and research oriented NGOs).

Seminars and workshops are also organized to share information and research outcomes while study tours and cross visits allow the share of best practices.

#### *Organizational and Institutional Strengthening*

Different tools are utilized by international NGOs to strengthen their local partners' structures :

- Provide new technical and management software
- Provide technical assistance in strategic planning and lobbying
- Financial reviews and audits
- Linkages with regional and international bodies working in the same sectors (agriculture and livestock research, micro finance, HIV/AIDS,)

### 6.2.3.2 Resource Mobilization and Utilization

#### *Distribution of Resources among Capacity Building Components*

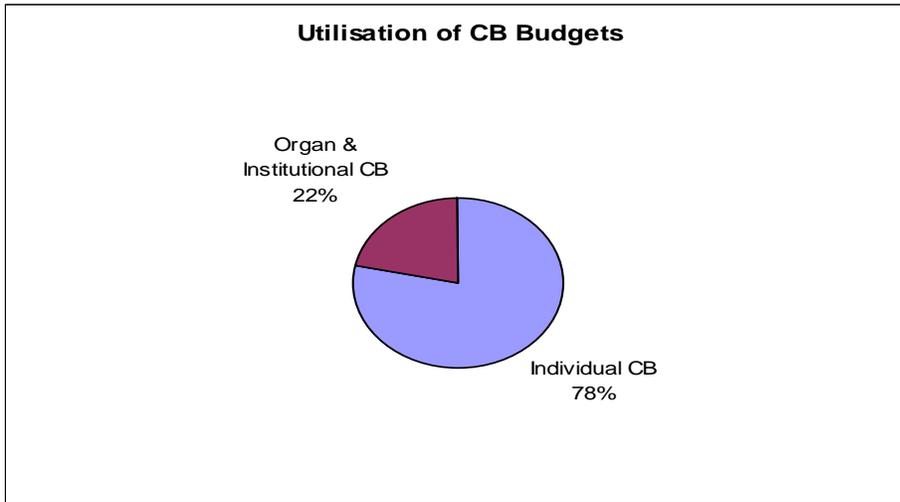
On average, capacity building takes around 21% of the total available budget of the projects mapped. The distribution of this budget between the different areas is result of an estimate based on number of projects and the activities.

**Table 6.11: Resource allocation to CB for International NGOs**

NGO Category	Number of projects	Total budget	CB budget	
			<b>Total</b>	<b>%</b>
Technical and Institutional Support to local NGOs	33	28 333 938 933	6 038 176 559	21%
Health, HIV/AIDS	18	15 454 875 782	3 293 550 850	21%
Emergency & relief	11	9 444 646 311	2 012 725 520	21%
<b>Total</b>	<b>62</b>	<b>53 233 461 026</b>	<b>11 344 452 929</b>	<b>21%</b>

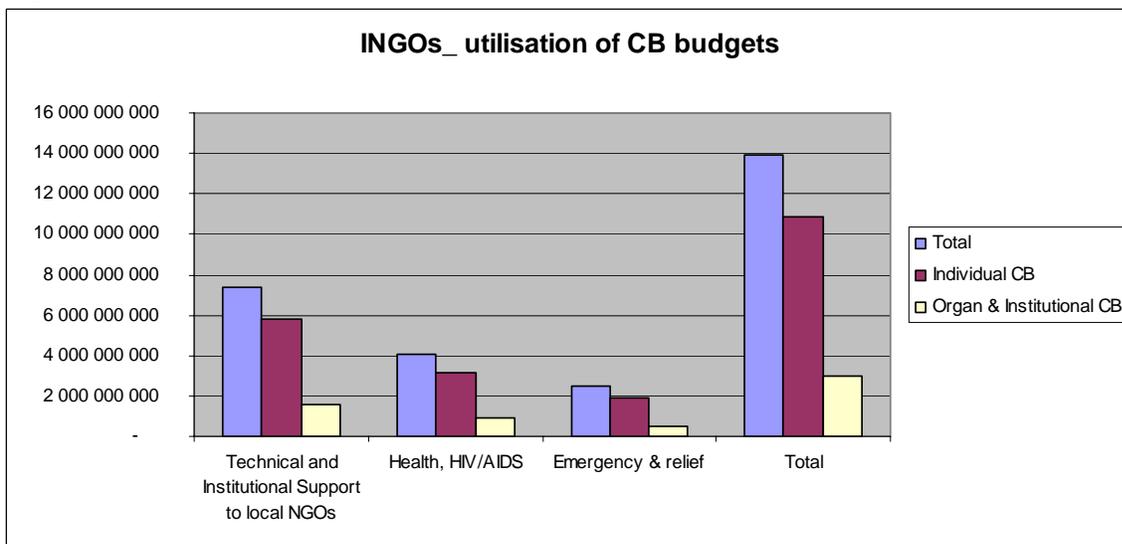
INGOs interventions target mainly in individual trainings (through short time courses, seminars and study tours). This takes around 78% of the total amount dedicated to capacity development.

**Fig 6.5: Resource allocation patterns to CB for International NGOs**



Some INGOs are more dedicated to capacity building and concentrate 100% of their resources on this activity (e.g. SNV); others consider capacity building as just a component of the projects they finance.

**Fig 6.6**



### Sources of Funding for Capacity Building Activities among INGOs

The resources come mainly from the following listed on the matrix below:

**Table 6.12: Sources of funding for CB in NGOs**

Main Donors NGO Category	Donors
Technical and Institutional Support to local NGOs	<p>Own funds (donations, USAID projects execution)</p> <p><b>Bilateral &amp; Multilateral agencies:</b> World bank, Canadian Cooperation, BTC, IFAD, ILO</p> <p><b>International federations and mother organizations:</b> SNV, OXFAM, ACDI/VOCA, TROCAIRE...</p> <p><b>GoR projects &amp; Agencies:</b> PPPMER, MAP</p>
Health, HIV/AIDS	<p><b>Research Centers, Foundations and Universities</b> (Emory, Columbia, John Snow, Elizabeth Glazer...)</p> <p><b>USAID-PEPFAR</b> programs execution</p> <p><b>International federations and mother organizations:</b> IntraHealth, Project SAN FRANCISCO...</p> <p><b>GoR projects &amp; Agencies:</b> PPPMER, MAP</p>
Emergency and relief	<p>Own funds (donations)</p> <p><b>Bilateral &amp; Multilateral agencies:</b> UNHCR, UNDP...</p> <p><b>International federations and mother organizations:</b> OXFAM, TROCAIRE...</p>

### 6.2.3.3 Main Capacity Assets and Gaps among International NGOs Mapped

The table below summarizes the main capacity assets and gaps among the INGOs mapped.

**Table 6.13: Capacity assets and gaps for NGOs mapped**

Assets	Gaps
<ul style="list-style-type: none"> <li>International backing from mother organizations</li> <li>Staff expertise in covered areas</li> <li>Partnership among international NGOs</li> <li>Partnership with Districts and Central Government</li> </ul>	<ul style="list-style-type: none"> <li>No needs assessments: supply driven activities (execution agency for USAID other donor funded programs)</li> <li>Weak management capacities of local partners in planning and reporting</li> </ul>

The main conclusions with respect to INGOs are the following:

- The other actors of the civil society sector consider International NGOs as donors. But many of them also act as execution agencies for UN and other international development bodies (UNDP, UNEF, USAID, DFID, JICA, SIDA).
- The resource mobilization base is narrowing after Rwanda government adopted the “basket funding” as a negotiation approach with the donor community.
- The most financed sectors are the HIV/AIDS research sector and the support to local development NGOs.

## **6.3 Main Recommendations**

### **6.3.1 Local NGO's**

- The resources dedicated to capacity building should be reinforced to guarantee the sustainability of projects: at the end of the project cycle, there should be someone to take over.
- Focus should be put on organizational and institutional capacity development to guarantee the sustainability of local NGOs.
- The local rural development NGOs need better coordination with local governments (Sectors, Districts). This can be achieved by putting in place regional umbrellas, which are underdeveloped at present.

### **6.3.2 Local umbrella organizations**

- The concept of umbrellas should be generalized in all sectors to coordinate and support local NGOs initiatives.
- The strengthening of capacities should be the essential role of the umbrella. The second role should be the research of alternative sources of financing for their members.
- Resource mobilization is not yet well developed in all umbrellas. This increases dependence on a few identified donors. There is need for further efforts in diversifying sources of financings.

### **6.3.3 International NGOs**

- INGOs should invest in research for sustainable and diversified sources of financings. The dependence on USAID and PEPFAR funds poses a big risk for the sustainability of ongoing and planned projects. Recently, some INGOs had to abandon projects following changes in agency's priorities (e.g. AFRICARE).
- Individual, organizational and institutional capacity building should be clearly indicated in all planned interventions. This should appear in project activities, targets and budgets.

## **6.4 Specific Recommendations**

### **6.4.1 To Government of Rwanda**

- A formal collaboration platform between Civil society and Central Government should be put in place to avoid some overlapping activities.
- Local NGOs should get a clear role in the national effort to alleviate extreme poverty: EDPRS and others programs should earmark some of the mobilized resources to support the NGOs capacity building activities. This needs further efforts from MSCBP and HIDA to be better known.

### **6.4.2 To Donors**

- The Donor community should consider the priorities identified by their local counterparts to ensure the viability of their interventions.
- There is need of a formal partnership forum between local and international NGOs, on the model of what has been put up in HIV/AIDS sector.

### Annex 6.1: Local NGOs surveyed: Their Categorization and Main Domains of Intervention

NGO Category	NGOs Surveyed	Domains of intervention
<b>Umbrella organizations</b>	UCORIRWA, CCOAIB, CESTRAR, RWANDA NGO FORUM ON AIDS, PROFEMME TWESEHAMWE, IMBARAGA, CLADHO	<ul style="list-style-type: none"> <li>• Umbrella organizations intervene in the following sectors: Fight against VIH/AIDS, Women/gender promotion, Trade Unions, Rural development and environment protection</li> <li>• In general, the umbrella organizations essentially intervene in: coordination of the member organizations efforts in the mobilization of funds; negotiation with the common partners and notably with the Central Government and Donors; reinforcement of member organizations capacities, in terms of staff training, acquisition of technical and management tools, widening of the geographical zone covered by the activities of member organizations through partnerships, Representation of the members in consultations of general interest: fundamental law development, environment law, EDPRS,...</li> </ul>
<b>Development local NGO</b>	CSC UGAMA, ARDI, ARDI/CESAPI, SERUKA ASBL, INADES FORMATION RWANDA, DUHAMIC ADRI, CENTRE IWACU, ARAMET, RDO, SYNDICAT INGABO, ROPARWA, KORA, ARTC/F, ASR, AGR, RESEAU DES FEMMES, DUTERIMBERE, RWARRI	<p>It is difficult to be exhaustive because practically all domains are covered. However, most of these organizations classify their activities in 5 categories:</p> <ul style="list-style-type: none"> <li>• Increase of the agricultural and animal production;</li> <li>• Marketing for agriculture crops and non-agriculture productions;</li> <li>• Facilitation in fundraising operations,</li> <li>• Development and promotion of off-farm activities (handicraft, new technologies,...), and</li> <li>• Crosscutting themes: environment protection, gender, social justice and reconciliation, literacy, participation in the democratic game...</li> </ul> <p>A common characteristic of these local NGOs is that the projects are elaborated according to the sources of financing identified (supply driven). This can bring some NGO to develop projects in areas that were not theirs at the beginning.</p>
<b>Human Rights protection NGO</b>	LIPRODHOR, ASSOCIATION RWANDAISE DES JOURNALISTES, AVEGA, AGAHOZO, Association NZAMBAZAMARIYA Veneranda, ICYUZUZUO ASBL, HAGURUKA ASBL, IBUKA ASBL, AGHR	<ul style="list-style-type: none"> <li>• Protection and promotion of human rights in general and of the vulnerable in particular</li> <li>• Multiform aid to the vulnerable (judicial, socioeconomic)</li> <li>• Memory of genocide</li> <li>• Social justice</li> </ul>
<b>Faith-based NGOs</b>	CARITAS RWANDA, CONSEIL PROTESTANT DU RWANDA (CPR), SCRIPTURE UNION OF RWANDA	<ul style="list-style-type: none"> <li>• Communication and mobilization of the masses</li> <li>• Socioeconomic development (education, income generating activities)</li> <li>• Health and social business (management of social and health facilities, relief and emergency)</li> </ul>

		programs)
<b>Social activities, emergency and relief NGO</b>	Association NZAMBAZAMARIYA Veneranda, BENISHYAKA ASSOCIATION, ICYUZUZUO ASBL, RWANDA NGO FORUM ON AIDS	<p>Here the domains are very diverse and cover nearly all sectors:</p> <ul style="list-style-type: none"> <li>• Unity and reconciliation</li> <li>• Health (mutuelles de santé, nutrition, hygiene and sanitation,...)</li> <li>• Aid to the vulnerable groups (widows, orphans, street children, People living with the VIH, OVCs...)</li> <li>• Environment protection</li> <li>• Gender and women promotion</li> </ul> <p>A characteristic of the NGO met in this category, it is their small size and the fact that they are not focused to only one domain but are involved in several domains (project approach), following the available donors and the domains financed.</p>

### Annex 6.2. International NGOs Mapped: Categorization and Main Domains of Intervention

NGO Category	NGOs Surveyed	Domains of intervention
<b>Technical and Institutional Support to local NGOs</b>	ACDI/VOCA, ACORD, AVSI, CARE INTERNATIONAL, OXFARM UK, SNV, AQUADEV, VOLUNTARY SERVICE OVERSEAS (VSO UK)	These INGOs intervene in staff training, short and long technical assistance programs, elaboration of management instruments, ... Their beneficiaries are mainly local NGOs, but they also assist local governments and community based organizations.
<b>Faith based organizations</b>	ADRA RWANDA, CATHOLIC RELIEF SERVICES (CRS), LUTHERIAN WORLD FEDERATION (LWF), WORLD RELIEF RWANDA, TROCAIRE	<ul style="list-style-type: none"> <li>• Education</li> <li>• Social justice, peace and reconciliation</li> <li>• Communication / evangelism</li> <li>• Emergencies</li> </ul>
<b>Health, HIV/AIDS</b>	ELIZABETH GLAZER PEDIATRIC AIDS FOUNDATION (EGPAF), IntraHealth TWUBAKANE, PROJECT SAN FRANCISCO, CHF INTERNATIONAL/CHAMP	<ul style="list-style-type: none"> <li>• Strengthen district health networks to establish, maintain, and supervise the key clinical services and systems necessary for quality HIV/AIDS services;</li> <li>• Expand the number of sites offering HIV/AIDS prevention and care services</li> <li>• Provide national technical assistance and support in AIDS care and treatment, prevention of mother-to-child transmission (PMTCT), infant nutrition...</li> </ul>
<b>Emergency and relief</b>	AFRICARE, INTERNATIONAL RESCUE COMMITTEE (IRC), OXFARM UK, RAFIKI FOUNDATION, RCN JUSTICE ET DEMOCRATIE	These are more classic international NGOs, working for conflicts prevention and management, emergency relief, support to vulnerable groups and for sustainable development.

## Chapter 7: Development Partners

### 7.1 Institutions Assessed, Sources of Data and Challenges

#### 7.1.1 Institutions Assessed

A total of 18 agencies were assessed, of which 15 were multilateral and six were bilateral partners.

**Table 7.1: Typology of donor agencies mapped**

Multilateral agencies	The Bilateral agencies:
1) The World Bank 2) The European Union 3) The ADB 4) The Global Fund* 5) IFAD 6) UNDP 7) UNIDO** 8) UNEFPA** 9) UNIFEM** 10) UNICEF 11) WFP** 12) IMF***	1) Belgium (BTC) 2) Germany (GTZ) 3) Luxembourg 4) USAID** 5) The Netherlands 6) Sweden (SIDA)

#### NB:

\*There was not enough data to decipher in more detail the Global Fund activities.

\*\* UNIFEM has until recently been playing more of a secretariat role. Its activities are provided indirectly through UNDP.

\*\* WFP provides food and humanitarian relief. As such, it does not have specific projects that could be assessed.

\*\* Agencies like UNIDO, UNEFPA and UNIFEM channel their support through UNDP.

\*\*\* IMF did not have documentation to provide and insisted it operates directly with its agency in Tanzania. It mainly deals with technical assistance and policies as per government request.

\*\*More detailed data is still required for USAID activities to be assessed more comprehensively.

#### 7.1.2 Sources of Data

The mapping exercise was done through the assessment of data, interviews and the Internet. Much of the data was acquired from CEPEX annual reports. Supplementary data was obtained from some of the donor agencies and the Internet.

#### 7.1.3 Challenges

Bilateral partners such as USAID, GTZ and the Belgian Embassy (BTC), were not very responsive to requests to provide more data than that to which they are legally bound through CEPEX. Unfortunately, the data provided by these agencies is not detailed and cannot provide for detailed resource analysis.

Obtaining data through interviews was not always successful due to the busy schedules and priorities of staff at central level of each agency, or by the various project or departmental heads in the field. Only a

few agencies such as the World Bank, Europe Union and UNDP were open to providing supplementary data in the form of project documents and budgets. DFID had agreed to provide more detailed data but this has been slow in coming. Overall, there is undue suspicion of why consultants should be seeking detailed information, in particular, financial data.

In some cases, budgets do not provide line budgets on specific capacity building activities. For example, a budget may be provided for 'Capacity building support however, no detailed line budgets are provided for the training, TA or other capacity building support within that budget. Request for a more detailed budget is not always forthcoming.

Data on internally funded projects by the GoR was not available except for that which is provided by CEPEX. This too only shows the project title and budget. MINAFFET could only provide a list of bilateral partners with whom it had signed MoUs.

Planned activities could not be sourced from the agencies since a number of them are still in the process of documentation.

Important agencies such as DFID and USAID could not readily provide data although they fund many activities in Rwanda. DFID data only comes in the form of project title and total budgets. USAID has over 150 activities being carried out in the country. It would have required time for them to decipher this data, which they are not readily available to do. Like most agencies, getting access to their detailed budgets is not easy.

## **7.2 Main Findings and Conclusions**

The mapping was done at three levels for both bilateral and multilateral agencies:

- b) Categories: individual, organizational and institutional strengthening
- c) Sectors: to show which sectors are getting the most support from donors, by first mapping the beneficiary Ministries, and then breaking them down to Private, Public and Civil Society levels.
- d) Resource allocation: to identify which sectors benefit most from donor resources.

An important area to note is that some interventions cut across several sectors. For example, activities focusing on HIV/AIDS (Health) may cut into the public, the private and civil service sectors. Also, training of agricultural scientists at agricultural institutions draws a thin line between which Ministries are being directly supported; either MINEDUC or MINAGRI.

**NB:** The above figures below are only representative of the documents available for sampling during the assessment and are not indicative of the total funding provided by each agency to Rwanda.

Budget support by multilaterals and bilaterals to the GoR has not been assessed. This assessment only deals with projects or programmes currently being run by the partners.

### 7.2.1. Total resources spent on CB Activities

**Table 7.2: Total Multilateral CB Resources on assessed projects**

Agency	Total Proj Budget	Ttl CB	%
EU	266,189,551	39,448,462.00	15%
IFAD	117,238,500	23,165,531.03	20%
WB	371,318,075	120,790,328.00	33%
ADB	68,679,158	25,662,150	37%
UNEFPA	584,909	236,417.00	40%
UNIDO	1,474,876	688,100.00	47%
UNDP	49,298,855	14,760,867.00	30%
UNIFEM	320,000	260,000.00	81%
UNICEF	19,322,556	19,322,555.67	100%
<b>Totals</b>	<b>894,426,479</b>	<b>244,334,411</b>	<b>27%</b>
<b>Global Fund</b>	<b>173,149,787</b>	<b>-</b>	<b>0%</b>

Assessments done on sampled documents indicate that on average, 28% of project budgets go towards capacity building activities.

The above percentages indicate that UN agencies tend to spend more resources on capacity building than the non-UN multilateral agencies.

NB: The high percentage on the UNIFEM budget can be explained by its tendency to work through UNDP to manage its projects. There was not enough volume of data to show a more balanced assessment.

Detailed data is still required from the Global Fund to present a more comprehensive budget.

**Table 7.3: Total Bilateral Resources of assessed projects**

Agency	Ttl Project Budget	Ttl CB	%
Switzerland	2,948,364	447,229	22%
Belgium	28,524,263	12,678,164	44%
Luxembourg	10,812,824	5,039,188	47%
Netherlands	11,363,292	7,312,312	64%
Germany	15,405,321	9,940,655	65%
SIDA	10,350,331	10,151,301	98%
<b>Totals</b>	<b>72,864,358</b>	<b>45,568,850</b>	<b>63%</b>
USAID*	138,680,691		0%

Compared to Multilateral agencies, Bilateral appear to support more capacity building activities in their budgets. On average, they spend 66% of their budget on capacity building support.

**\*NB:** The USAID and DFID still require detailed data on capacity building activities to be able to be assessed more comprehensively.

### 7.2.1.1 Sector beneficiaries

#### A. Multilaterals

**Table 7.4: Sectors benefiting from Multilateral Individual CB activities**

<b>MINISANTE- 8</b>	EU, WB, UNDP, Global fund, ADB, UNICEF, UNIFEM, WFP,
<b>MINAGRI – 5</b>	EU, WB, IFAD, ADB, WFP
<b>MINICOFIN- 4</b>	EU, UNDP, UNICEF, UNIFEM
<b>MINTERRE – 4</b>	WB, UNDP, ADB, UNICEF
<b>MINICOM – 4</b>	EU, WB, UNICEF, UNIDO
<b>MINALOC- 4</b>	WB, UNDP, UNICEF, WFP
<b>MIGEPROF -3</b>	ADB, UNICEF, UNIFEM
<b>MININFRA- 3</b>	EU, WB, ADB
<b>MINIJUST – 3</b>	EU, UNDP, UNIFEM
<b>MINEDUC – 3</b>	ADB, UNICEF, WFP
<b>President’s office/ demob – 2</b>	EU, WB
<b>MININTER -2</b>	UNDP, ADB
<b>MIFOTRA – 2</b>	WB, ADB
<b>NURC – 2</b>	UNDP, UNICEF
<b>MIJESPOC – 1</b>	UNICEF

MINISANTE has the largest number of agencies supporting its capacity building activities followed by MINAGRI. On average, each sector has 4/10 agencies supporting its capacity building activities.

Important to note is that while each agency-funded project may be managed by a lead Ministry, activities tend to cut across various sectors. Therefore, while MIJESPOC and MIGEPROF seem to have least number of agencies directly funding them, quite a number of their activities are funded through other Ministries as cross cutting issues.

## B. Bilaterals

**Table 7.5: Sector Beneficiaries - Bilaterals**

<b>MINAGRI</b>	BTC, GTZ, Lux, USAID, Netherlands,
<b>MINISANTE</b>	BTC, Lux, USAID, Global Fund
<b>MINEDUC</b>	BTC, GTZ, SIDA
<b>MININTER</b>	USAID, SIDA
<b>MININFRA, MINIJUST</b>	GTZ, Netherlands
<b>MINALOC</b>	USAID, Switzerland,
<b>MINICOM</b>	Lux, GTZ
<b>President's office/Demob</b>	GTZ
<b>OAG</b>	Netherlands

MINAGRI and MINISANTE are the main beneficiaries of bilateral funding for capacity building activities. On average, each sector is supported by at least two bilateral agencies. As with the Multilaterals, activities within each funded project tend to cut across other sectors, mainly MIGEPROF and MIJESPOC.

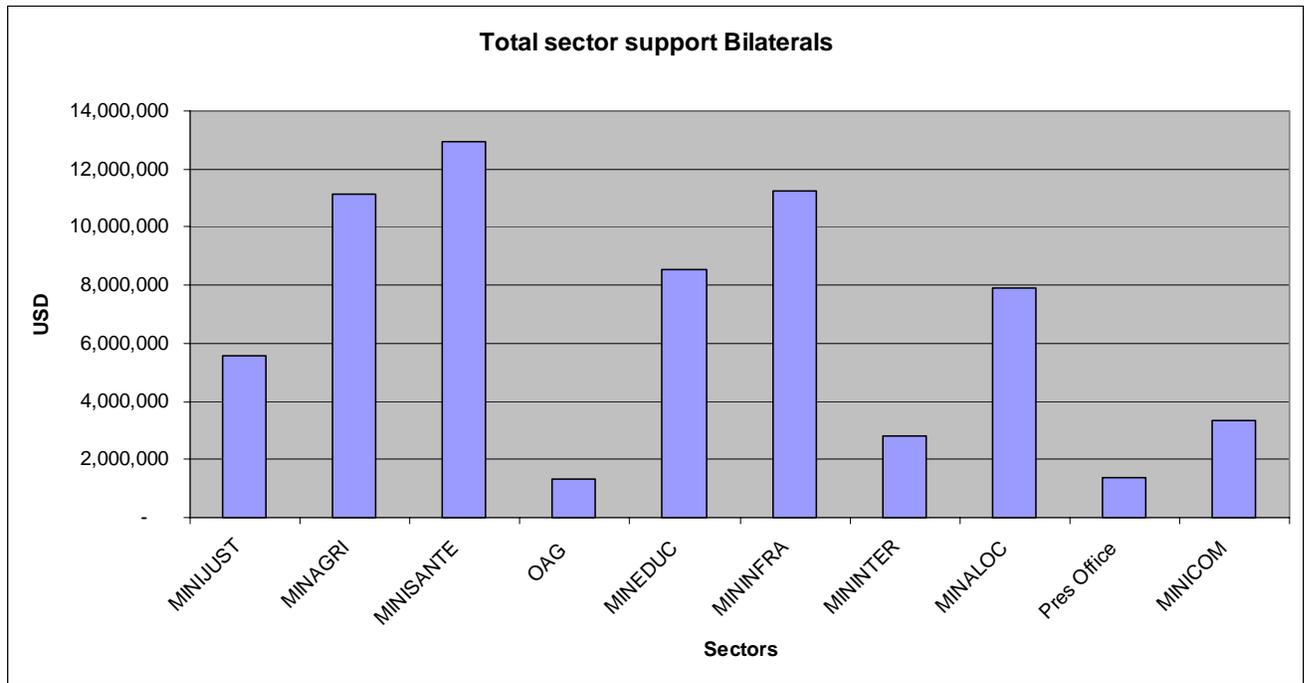
## C. Resources per Sector

**Table 7.6: Resources spent per sector – Multilateral/Bilateral Agencies.**

<b>Agency</b>	<b>Multilateral</b>	<b>Bilateral</b>
<b>MINIJUST</b>	8,584,972	5,545,245
<b>MINAGRI</b>	43,370,877	11,153,634
<b>MINISANTE</b>	31,310,409	12,913,496
<b>MINEDUC</b>	47,689,882	8,512,887
<b>MININFRA</b>	18,455,946	11,232,189
<b>MININTER</b>	889,201	2,800,000
<b>MINALOC</b>	46,084,468	7,889,038
<b>Pres Office</b>	8,364,902	1,386,767
<b>MIFOTRA</b>	18,805,351	3,362,892
<b>OAG</b>		1,299,697
<b>MINTERRE</b>	18,138,769	
<b>MINICOM*</b>	16,052,720	
<b>MINICOFIN</b>	7,664,155	
<b>MIGEPROF</b>	30,320,305	
<b>NURC/Ombud</b>	2,456,867	

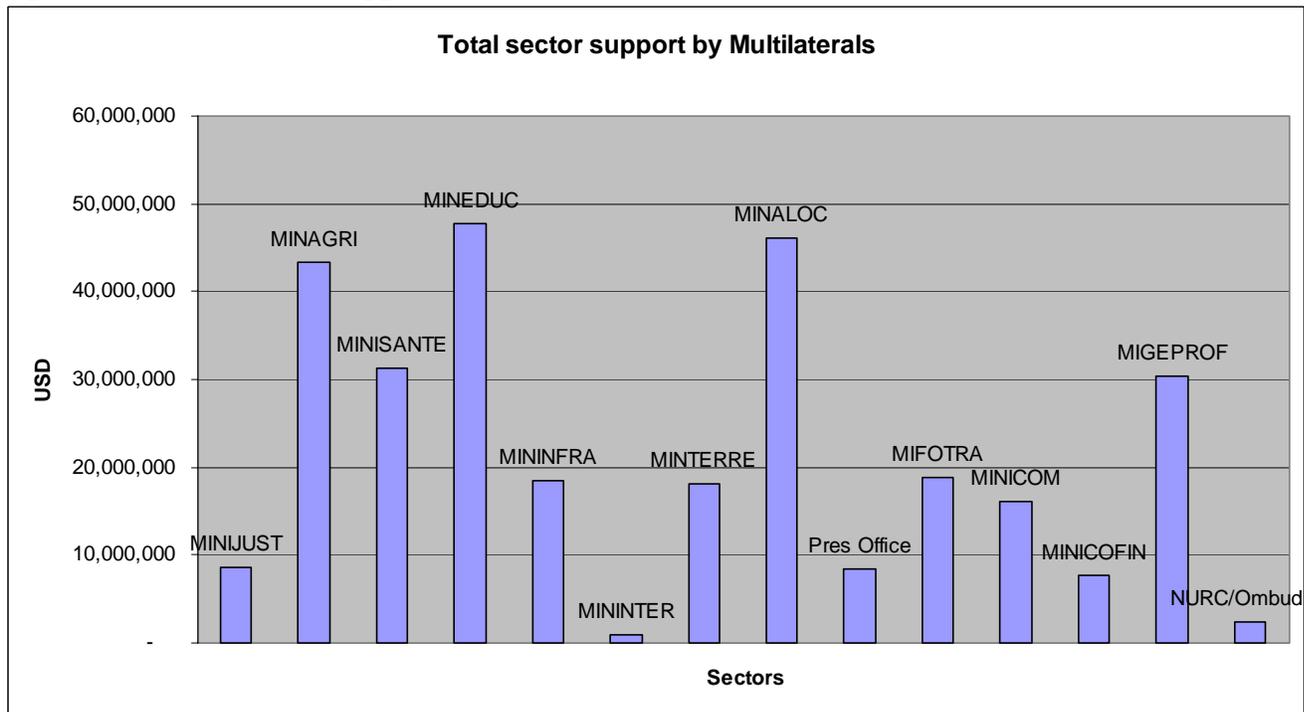
\*MINECOFIN is the channel through which major funding is provided for other sectors. The assessment covers only those projects that are of direct benefit to MINECOFIN.

**Fig 7.1: Total bilateral support**



Based on assessed projects, MINISANTE and MINAGRI are the main beneficiaries of bilateral capacity building support both in terms of activities and resources. The high amount of resources indicated for MININFRA may be due to the costliness of the activities as opposed to the quantity.

**Fig 7. 2: Total multilateral support**



In contrast to bilateral support, multilateral support seems to be more concentrated in MINEDUC, MINALOC AND MINAGRI. Multilaterals tend to support government-oriented strategies, and this may explain the high concentration of resources in some sectors like MINALOC, which represents the district and decentralization activities.

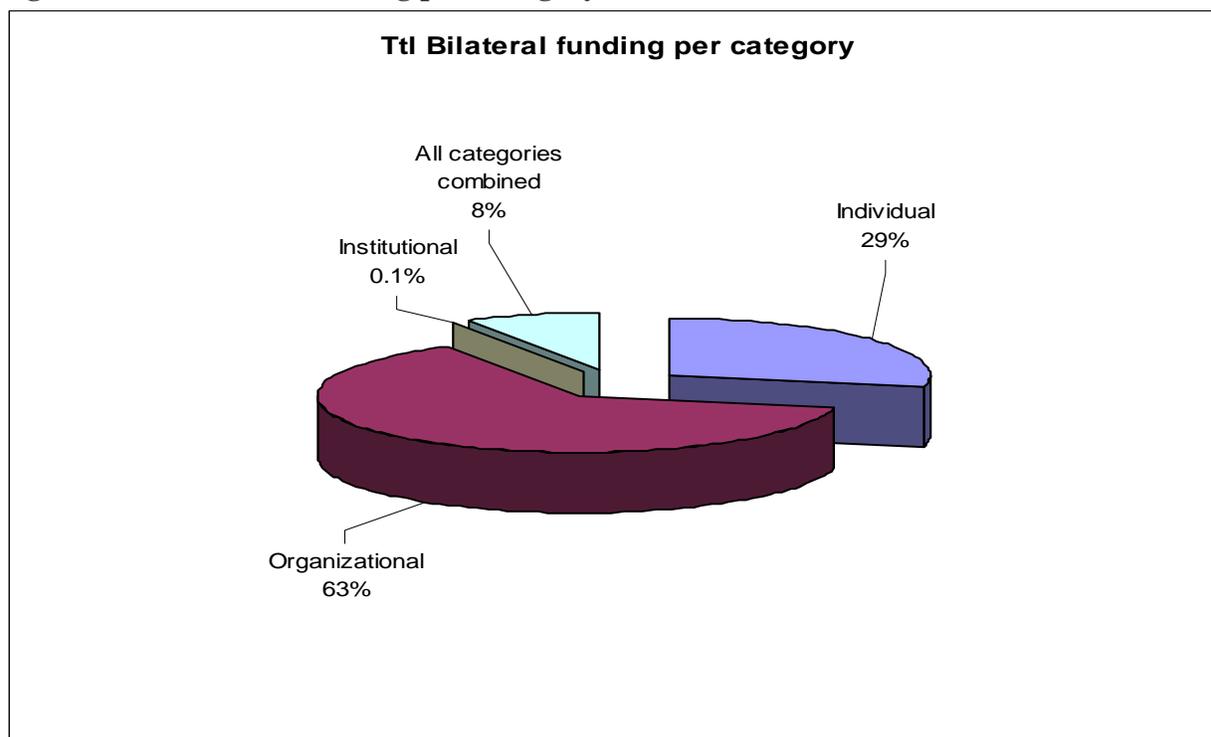
Multilateral agencies cover a wider range of sectors than the bilateral agencies.

### 7.2.1.2 Resources per Category:

**Table 7.7: Bilateral funding by category**

Agency	Individual	Organizational	Institutional	All categories combined	Totals
Netherlands	3,041,183	4,271,130	-	-	7,312,313
BTC	1,324,276	11,302,314	51,574	-	12,678,164
SIDA	3,029,345	4,272,818	-	2,849,138	10,151,301
Switzerland	77,528	369,701	-	-	447,229
GTZ	3,924,284	6,016,371	-	-	9,940,655
Luxembourg	1,613,881	3,425,307	-	-	5,039,188
<b>Totals</b>	<b>13,010,497</b>	<b>29,657,641</b>	<b>51,574</b>	<b>2,849,138</b>	<b>45,568,850</b>

**Fig 7.3: % of bilateral funding per Category**

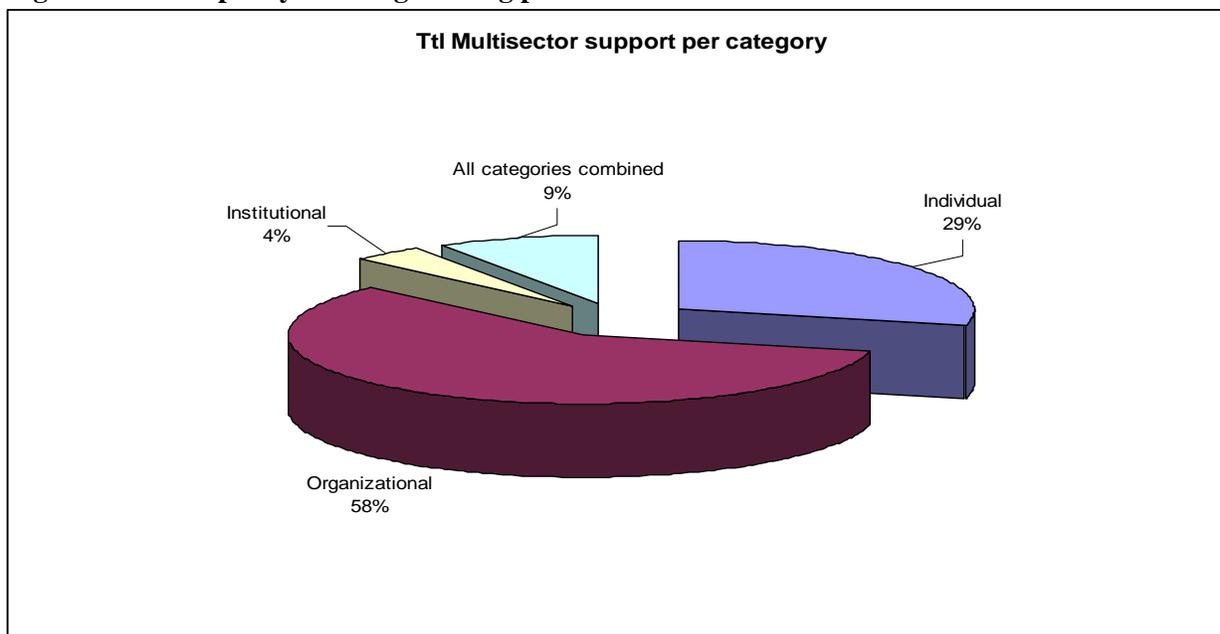


Organizational strengthening is the main funded capacity building sector by bilaterals, followed individual training. There is minimum funding for institutional strengthening that mainly caters for legal and policy frameworks. This may be partly explained by the costly nature of organizational strengthening activities that include management systems and equipment.

**Table 7.8: Multilateral Funding by Category based on assessed documents**

	Individual	Organizational	Institutional	All categories combined	Totals
<b>UNICEF</b>				19,322,556	<b>19,322,556</b>
<b>UNIDO</b>	217,000	416,100	55,000		<b>688,100</b>
<b>UNEPA</b>	180,417	56,000			<b>236,417</b>
<b>UNIFEM</b>	220,000	40,000			<b>260,000</b>
<b>EU</b>	5,454,638	32,550,100	1,443,724		<b>39,448,462</b>
<b>UNDP</b>	6,716,337	6,839,530	1,205,000		<b>14,760,867</b>
<b>WB</b>	35,187,973	82,797,355	2,805,000		<b>120,790,328</b>
<b>IFAD</b>	15,053,324	5,065,807	3,046,400		<b>23,165,531</b>
<b>ADB</b>	7131150.39	18530999.65			<b>25,662,150</b>
<b>TOTALS</b>	<b>70,160,840</b>	<b>146,295,891</b>	<b>8,555,124</b>	<b>19,322,556</b>	<b>244,334,411</b>

**Fig 7.4: Total Capacity Building funding per Multilateral**



Organizational strengthening is also the main capacity building sector funded by multilaterals as with the bilaterals. However, there carry out more support for Institutional development although it still is the least funded category of the three.

NB: For purposes of clarity and data dissemination, it is assumed that the above figures are largely derived from the funding agency, regardless of partner funding from the other agencies.

## 7.2.2 Assessment of Capacity Building Activities

### 7.2.2.1 Individual Training

#### A. Multilateral Agencies

**Table 7.9: End beneficiaries of Individual training- Multilaterals**

	Public sector	Private sector	Civil society
<b>EU</b>			
<b>Long term</b>	-	-	-
<b>Short term</b>	Justice sector	Demobilized soldiers	
	Conciliatory committees	Traders/exporters, SMEs, BDS	Political parties
	Public Accountants/ auditors		Civil society organizations in trade/export
	local population, local administrators		
	NIS staff		
	EDF stakeholders and line ministries		
<b>WB</b>			
<b>Long term</b>	NUR/RIAM	-	-
	ISAR	-	-
<b>Short term</b>	Local govt,	Local city constructors	Civil society,
	City managers/planners	Private sector suppliers	NGOs
	Local govt in targeted cities	Demobilized soldiers	
	General public	Farmer service delivery organizations; (SLOs)	
	Health centre medical staff		
	local communities		
	Teachers, Primary and secondary		
	Primary and secondary schools		
	ISAR		
	ELECTROGAZ Staff		
	RRA staff		
<b>ADB</b>			
<b>Long term</b>	-	-	-

<b>Short term</b>	Road engineers, local population	Farmer associations	Women associations
	Staff CEPEX; MINALOC; MIGEPROF	Women in MFIs	CNLS structures i.e. umbrella organizations, CDLS, Forum of NGOs, etc
	PAIGER, MININTERE, REMA staff	Micro finance institutions	
	Primary schools	Private sector	
	KIST	Fishermen	
	Provincial directorates		
	MINEDUC staff		
<b>Global fund</b>			
<b>Long term</b>	437 OVC primary school scholarship		
	681 OVC secondary school scholarships		
<b>Short term</b>			
	Health care lab technicians		CHW, Healers, TBA
	Media shows for general public		
	KHI Students		
	Hospital staff		
	Local communities		
<b>IFAD</b>			
<b>Short term</b>	Local administration;	PPMER Associations and apprenticeships	
		Nursery farmers	
		coffee producers	
<b>UNDP</b>			
<b>Short term</b>	Middle level managers in Environment	HIV and Gender Associations and MFIs.	Umbrella structures of the CNLS (religious, NGOs, HIVs)
	Justice and NURC		
	District planning teams/ CDCs/ other staff		
	ORTPN staff,		
	MININTERE environmental staff;		
	NHRC		
	NURC staff		
	Professional EFU staff,		
	Judges		
<b>UNICEF</b>			
<b>Long-term</b>	OVCs, Primary school children, the disabled	Private sector	

<b>Short term</b>	Youth, OVCs, the disabled, gender,	Local communities	
<b>UNIDO</b>		MSE owners, BDS/BSS staff, Representatives	
<b>UNEFPA</b>	National Inst of Statistic, Districts, SOF, SPU, SOF, SOF, Districts	General population	
<b>UNIFEM</b>	MINIJUST, RALGA, Police, NURC, Gacaca		Gender, HIV/AIDS pressure groups, genocide survivors

Overall, the public sector is the main beneficiary of donor support and the civil society sector the least supported. Training for public servants is mostly for middle level managers while Association members and NGOs are the main private sector beneficiaries.

Most of the training is short-term training in form of workshops, seminars, study tours, and short courses.

**Table 7.10: Long term training beneficiaries and funding agencies**

<b>Public sector</b>	437 OVC primary school scholarships	Global Fund, UNICEF
	681 OVC secondary school scholarships	Global Fund
	NUR, RIAM, ISAR for PHD, MA, MSc scholarships	World Bank

**Table 7.11: Short term training beneficiaries and funding agencies**

<b>Public, private and civil service organizations</b>	EU, ADB, WB, UNICEF
<b>Public/ Civil Society Organizations</b>	Global Fund, UNICEF, UNIFEM
<b>1/6 Public/ private sector institutions</b>	IFAD, UNIDO, UNICEF, UNDP

## B) End beneficiaries, bilateral Funding:

**Table 7.12: Bilateral funding for Individual training – end users**

<b>Bilaterals</b>	<b>Public sector</b>	<b>Private sector</b>
<b>Belgium</b>		
	Short term	
	Rice technology technicians, ,	Consultants
	Executive secretaries	Seed private producers
	local authorities, district staff,	stakeholders in seed production, private seed producers,
	LDC units	Farmers,
	Public health centers	
<b>Germany</b>	Long-term	
	Short term	
	Rice technology technicians,	Consultants
	Executive secretaries, LDC units, local authorities, district staff,	Seed private producers,
	Public health centers	stakeholders, private seed producers,
		Rice Farmers
<b>Netherlands</b>	Short term	
	Judiciary, Office of the Auditor General	Farmers

<b>Luxembourg</b>	Short term	
	Technical assistants	PLWHA
	Laboratory technicians	
<b>SIDA</b>	Long term	
	PHD students (Lecturers)	NUR
	MSc/ MA students (lecturers)	NUR
	Short term	
	Rwanda National Police	
	University Admin	
	NUR staff (ICT)	
	Library staff	
<b>USAID</b>		
	Short term	
	Local authorities	Farmers and Traders
	Citizens	
	Local authorities	
	Local communities	
	Health centers	

Public sector has the largest number of activities supported by the bilaterals in individual training. The civil society sector is hardly supported by the bilaterals..

However, there is a thin line between some civil and private sectors activities especially when it comes to income generation or micro credit support, for example, gender based organizations that are profit oriented, or PLWHA associations that income generating.

Main recipients of long-term training are mostly for higher learning institutions and public service.

**Table 7.13: Long-term training**

<b>PHD/ MSc/MA NUR</b>	SIDA
<b>ACCA</b>	Netherlands

**Table 7.14: Short-term training**

<b>Private and public sectors:</b>	Luxembourg, GTZ, BTC, USAID
<b>Private sector:</b>	Netherlands, SIDA

The bilaterals tend to fund long-term scholarships as part of government support.

Most of the individual trainings outside of government support are short terms training activities that include workshops, seminars, study tours and short courses.

## 7.2.2.2 ORGANISATIONAL STRENGTHENING

Organizational support has been broken down into four categories for ease of analysis:

- Planning/management systems - strategic plans, annual plans, M&E systems, planning systems, database software, micro credit support, Human resource support including consultancies, etc. This includes budget support to MINICOFIN, for social sector reforms.
- Technical Assistance
- Equipment and goods – computers, vehicles, motorcycles, laboratory equipment, etc

### A. Multilaterals

Organizational strengthening is the main funded category by both the multilateral and bilateral donors and is well spread along the provision of planning and management systems, TA, equipment, and construction/rehabilitation support

**Table 7.15: Beneficiary sectors of Multilateral Agencies in organizational strengthening**

<b>MINISANTE</b>	ADB, GLOBAL FUND, UNDP, WB, EU, UNICEF,
<b>MININFRA</b>	WB, ADB , EU
<b>MINAGRI</b>	ADB, IFAD
<b>MINECOFIN</b>	EU, UNDP, UNIDO, UNFPA,
<b>MINITERRE</b>	WB, UNDP, MINITER
<b>MINALOC</b>	UNDP
<b>MIGPROF</b>	ADB, UNICEF
<b>MININTER</b>	WB
<b>MIFOTRA</b>	WB
<b>MINIJUST</b>	EU
<b>MINEDUC</b>	UNICEF, EU, WB, ADB

Main recipients of organizational strengthening support from Multilaterals are MINISANTE, MININFRA, MINAGRI/MINECOFIN/MINITERRE/ MINEDUC

**Table 7.16: Key Organizational support offered by Multilaterals**

EU	WB	IFAD	UNDP	ADB	Global Fund	UNICEF	UNIDO	UNFPA	UNIFEM
Management systems	Management systems	planning/management systems	Planning/management systems	<i>Planning/mgt systems</i>	Management services	Management systems	Mgt systems	Mgt systems	Mgt systems
TA	TA	TA	TA	TA	TA	TA	TA	TA	
Computer networking // vehicles	Equipment/goods	-	Equipment/vehicles	Equipment/systems	Equipment/systems	Equipment/systems			

All major Donors are providing TA in form of expertise and consultancies and management systems. On average, all aspects of organizational strengthening are well covered by multilateral agencies.

## End beneficiaries of Multilateral support in Organizational strengthening

Multilateral organizational support covers all the three areas well; Private, public and Civil Society Sectors.

**Table 7.17: Beneficiaries of Org strengthening – Multilaterals**

<b>Public and Private sectors</b>	EU, IFAD, UNICEF
<b>Private and civil society sector</b>	UNDP, ADB, UNICEF
<b>Public sectors only</b>	WB
<b>The civil society sector only</b>	Global Fund

**Table 7.18: End users - Multilateral Org support**

<b>WB</b>				
	MINITERRE	ecosystem mgt		
	MINISANTE	MAP/Project		
	MIFOTRA	HIDA - Public sector/ Multi-sector CB		
	MINEDUC	School for Finance and Banking		
	MININFRA	RITA Strategic plan		
	MININTER	Local govt		
	MINEDUC	Coordination unit		
<b>IFAD</b>	MINAGRI	Coffee research	Coffee producers	
		District Women CNF	Centers for Agaseke production	
<b>UNDP</b>	MINITERRE	REMA, EIA manual		
		Environment/ecosystem mgt		
	MINALOC	Provincial and decentralization operation organs		
	MINECOFIN	MINECOFIN action plan/SWAP phase		
	MINISANTE	HIV/AIDS support/ CNLS		HIV Association and umbrella organizations
<b>Global fund</b>	MINISANTE	Local Health Insurance Schemes		PLWHAs, OVCs, CPA/s
<b>ADB</b>	MINEDUC	Primary schools/KIST		
	MINAGRI	Farmer Associations		
	MIGEPROF	Women Associations business infrastructure		
	MINISANTE	CNLS, CDLS		NGOs, Umbrella associations of the CNLS
	MININFRA	Electrogaz		
<b>EU</b>	President's off/demob		Demobilized soldiers	
	MINICOFIN	Budget support MINEDUC/MINISANTE social reforms		
	MINICOM	RPSF, BDS, NTB, HIDA	Coffee farmers	

	MINIJUST	NURC, Parquet General, Gacaca courts		
	MINISANTE	Rural Health Centers		
	MININFRA	Local Water infrastructure		

## B. Bilaterals Support in Organizational Strengthening

**Table 7.19: Organizational support- Bilateral funding**

Bilateral					
SIDA	GERMANY	Netherlands	Luxembourg	Belgium	
Planning/mgt systems	-	-	Micro credit	HR services/ micro credit	
Equipment/computers	-	Equipment/ve hicles/comput ers	Water tanks /fishing equip	Equipment/ tech instruments	
TA(expatriate staff)	TA (Agric services)	TA (mgt)		TA/ consultancies	

All the agencies provide support in organizational strengthening in all the areas of planning/mgt systems, equipment, TA and rehabilitation/construction are provided by the majority of the bilaterals.

## Sector beneficiaries under bilateral support – Organizational strengthening

**Table 7.20: Bilateral support for organizational strengthening**

<b>MINEDUC</b>	SIDA, BTC
<b>MINISANTE</b>	MINISANTE
<b>MIGPROF</b>	-
<b>MININFRA</b>	Netherlands, GTZ
<b>MINAGRI</b>	Luxembourg
<b>MINECOFIN</b>	-
<b>MINALOC</b>	Switzerland, USAID, GTZ
<b>MINITERRE</b>	-
<b>MININTER</b>	SIDA
<b>MIFOTRA</b>	GTZ
<b>MINIJUST</b>	Netherlands

MINEDUC, MINALOC, MININFRA and MINAGRI are the main beneficiaries of Bilateral support in organizational strengthening.

## B. End beneficiaries under bilateral support-Organizational strengthening

**Table 7.21: End users- Organizational strengthening**

Agency	Sector beneficiary	Public	Private	Civil Society Organizations
<b>BTC</b>	MINEDUC	Primary Education support	local rice farmers	
		District staff		
		Health centers/ laboratories		
<b>Luxembourg</b>	MINAGRI	-	Farmers, Fishermen	
	MINAGRI/MINICOM	-	Fish Traders/customers	
<b>SIDA</b>	MININTER	Rwanda National Police		
	MINEDUC	NUR		
<b>GTZ</b>	MIFOTRA	Local population	SMEs	
	MINAGRI, MININFRA	Local population		
<b>Netherlands</b>	MINIJUST	Tribunals, Judiciary, courtrooms		
	MININFRA	Airport		

Both the private and public sectors are main beneficiaries of bilateral and multilateral funding in organizational strengthening.

**Table 7.22: End beneficiaries of Organizational strengthening- Bilateral**

2/5 support Public and Private sectors	BTC; GTZ
2/5 support public sectors only	SIDA; Netherlands
1/6 supports the private sector only	Luxembourg

The Civil Society sector does not receive much support from bilaterals in CB.

### 7.2.2.3 INSTITUTIONAL DEVELOPMENT

#### A. Bilaterals

**Table 7.23: Institutional support sectors by Bilaterals**

<b>Belgium</b>	Legal regulatory framework Construction/rehab of classrooms
<b>Germany</b>	Rehabilitation of social infrastructure
<b>Netherlands</b>	Construction of courtrooms/cold room
<b>USAID</b>	
<b>Luxembourg</b>	Construction of roads and markets
<b>SIDA</b>	

Most of the bilateral Institutional funding is physical infrastructure support. Not much is done in terms of legal and policy frameworks.

## B. Multilaterals

**Table 7.24: Multilaterals- Institutional Support**

<b>EU</b>	
<b>Area of support</b>	<b>Beneficiary sector</b>
Develop results based policy framework	MINECOFIN: Education /Health sector reforms <b>(Stand alone CB)</b>
Technical assistance and support for trade negotiations, policy formulation and research.	MINICOM, RPSF, BDS, NTB, HIDA
Transport sector policy on road maintenance and security	MININFRA: Road Sector
<b>WB</b>	
<b>Key CB Activities</b>	<b>Beneficiaries</b>
Reviewing the legal framework and developing the new law on public procurement	Cross cutting public sector reforms <b>(HIDA/MIFOTRA)</b>
Reform of legal and institutional business framework in Rwanda	Private sector (CEDP/MINECOFIN)
Construction/rehabilitation	
<b>IFAD</b>	
Support to the legal framework of PPMER (Law on handcraft); Registration of PPMER Construction/rehabilitation	MINAGRI/ PPMER
<b>UNDP</b>	
Establishment of technical secretariat; funding of interim activities in strategic plan; implementation of strategic plan	MINECOFIN
CNLS Institutional support- policy dvpt/dissemination; resources/financing framework; Institutional mgt	MINISANTE
Support to State Minister: Policy dvpt and coordination	
National and district level policies and legislation; biodiversity conservation, PRSP; develop National Law on Wildlife;	MINITERRE
Drafting the versions; ratifying the popular versions; publication, launch and dissemination	
<b>GLOBAL</b>	
Adapt National Treatment guidelines and training manuals on the new treatment policy Construction and rehabilitation	MINISANTE
<b>ADB</b>	
Recruit a consultant on Forest Policy Construction/rehabilitation	MININTER
<b>IFAD</b>	
Construction and rehabilitations	

All Multilateral agencies provide institutional capacity building support.

### **7.2.3 Overall Assessment**

#### **7.2.3.1 Main Capacity Building category supported by donors**

Organizational strengthening is the category that is most supported by donors, both in terms of activities and resource allocation. This implies that there is more effort channeled towards developing organizational capacity than skills development or institutional development. It is quite evenly spread across public, private and civil sector support, although resource allocation may differ due the type of activity being funded and for whom. Public sector support is usually larger and therefore more expensive.

The WB, EU, ADB cover a wider level of sectors although the UNDP plays a more supportive role to all of them.

Resource allocation to organizational development may be higher due to the costliness of activities themselves, like software systems, involvement of different stakeholders in strategic planning, and the high fees paid for technical assistance fees. In some cases, Organizational strengthening includes providing suitable housing or infrastructure to strengthen human resource capacity.

#### **7.2.3.2 Individual training Capacity Building**

Individual training is the second largest capacity building category supported by donors. Short term training is the preferred mode and includes training workshops, seminars, and short courses that tend towards information dissemination or information mobilization (for strategic plans and work plans), and skills enhancement. It more widely spread across sectors and covers public, private and civil society institutions and covers both middle level managers and local partisans like farmers, fishermen, SHA members at community level.

Long term training is limited but requires more resource allocation. It is mainly targeted towards middle level managers and professionals in priority areas of development like MINAGRI, MINISANTE and MINEDUC. It is therefore covers mostly the public sector. It is offered by both multilateral and bilateral agencies.

#### **7.2.3.3 Institutional development**

Institutional development is an area that is hardly supported by Bilateral agencies. Multilateral agencies offer more of this support, and in particular, the EU.

Limited support may be due to the fact that it does not involve a wide circle of players that include mostly professionals and senior level managers.

#### **7.2.3.4 Beneficiary Sectors**

MINAGRI and MINISANTE are the main beneficiaries of both bilateral and multilateral agencies, added to which, some agencies like IFAD and Global fund are entirely dedicated to development activities within. On average, multilateral funding tends to be well spread over sectors.

#### **NB: This is based on activities and not financing**

MINITERRE (Environmental protection), MINIJUST (the judiciary) and MININTER (decentralization processes) are other areas that are well funded by donor agencies.

Main sectors funded in order of priority are: MINISANTE, MINAGRI, MININTERRE, MININFRA, MINIJUST/MINICOFIN, President's office (demobilization)/MINICOM, MIFOTRA, MINALOC, MIGEPROF/MINEDUC and the EAC.

Some sectors that do not seem to be largely supported such as MINEDUC and MIGEPROF are largely represented in other sector support. For example, scholarships offered for different sectors are not necessarily channeled through MINEDUC. Also, many women associations and gender activities are directly supported through different sectors and as such, not reflected as MIGEPROF.

The public sector is the main beneficiary of donor capacity building support, followed by the private sector and civil society respectively. However, there is an overlap between the private and civil sectors, where the civil societies are involved in income generating activities.

### **7.2.3.5 Multilateral Agencies**

The multilateral agencies, apart from the Global fund and IFAD, tend to cover a wider area of sectors than the bilateral agencies. Unlike the bilateral agencies, they all cater for institutional development.

The EU however, is more oriented towards policy development/ implementation and peace and reconciliatory processes. It therefore supports the judiciary processes, soldier demobilization processes and decentralization processes. A major activity in terms of policy reforms was budget support to MINICOFIN for social sector reforms (MINEDUC and MINISANTE).

The World Bank and the ADB support GoR priority areas and are as such broadly cover most of the sectors in the public, private and civil society sectors.

UNDP is more into governance and public sector support, especially in health and capacity building. However, it works broadly with other agencies to indirectly support other sectors.

The Global Fund and IFAD are targeted towards the health and agricultural sectors respectively; although IFAD covers agric-trade activities that fall under other sectors like MIGEPROF and MINICOM.

### **7.2 .3.6 Bilateral Agencies**

It has been difficult to decipher bilateral activities because of their reluctance to provide more detailed data and budgets. However, from the assessments carried out, they all cater for both individual, organizational support. Assessed documents show there is limited support for Institutional capacity building support. GTZ, BTC and the Netherlands cover the widest areas of capacity building support.

Although they basically cover the same areas as the multilateral agencies, bilaterals are more active in reaching out to both the civil society and private sector associations.

### **7.2.4 Conclusions:**

On average, 28% of multilateral funding goes towards capacity building activities as compared to 66% of bilateral funding.

#### Activities per sector

The main beneficiaries of multilateral support are MINISANTE and MINAGRI while the least beneficiary is MIJESPOC. Given that MIJESPOC and MIGEPROF are cross cutting sectors, the activities attributed to them may not be conclusive and perhaps a little higher.

Among bilaterals, MINISANTE and MINAGRI still the main beneficiaries of funded capacity building activities.

#### Resources per sector

MINISANTE and MINAGRI are the larger recipients of bilateral funding as compared to other sectors.

On the contrary, multilaterals are spending more on MINEDUC, MINALOC and MINAGRI. With more detail on USAID, Global Fund and DFID, MINISANTE may still be high on the bilateral support capacity building expenditure.

Support for MINALOC capacity building activities by multilateral agencies indicates a bias by multilaterals towards decentralization processes. However, this is an increasingly cross cutting feature in most capacity building activities, where support for central government may automatically spread out to decentralized government.

On average, funding for capacity building activities is mainly spent on MINISANTE, MINAGRI, MINEDUC, MINALOC and MININFRA.

#### Category

Organizational strengthening takes up more than 60% of CB support by bilaterals as compared to over 58% for multilaterals.

Institutional support is a category that is hardly supported by bilaterals, although it still features as the least funded for multilaterals.

#### **B. Resources spent on end beneficiaries (Private/public/civil society)**

NB: It is not possible to disseminate actual figures spent on end beneficiaries because of the overlapping nature of the funding and budgets.

### **7.3 RECOMMENDATIONS**

1. The main tendency for both multilateral and bilateral agencies is to support the public sector much more than the civil society. More effort should be put into the latter sectors especially as agents of human rights that provide the people with the ability to speak for themselves.
2. Organizational support is the main category that is funded by all agencies. In this area, technical assistance is practically provided by all agencies indicating there is still a dire need for human resource capacity development. Increased long-term/professional training would replace the large support provided in terms of technical assistance.
3. Access to data is still a problem in Rwanda considering that information on capacity building activities is not readily available. CEPEX is already serving a good role of pooling data from the agencies through monthly reports, that are however not very elaborate. The recently developed database 'DAD' should be expanded to include directly exported data, that is, work plans, budgets and project documents, by agencies to assist in data dissemination and policy making. Bilateral agencies in particular should be encouraged to share information.
4. While a lot of support has been provided in developing the public sector, there should be a more elaborate method of monitoring whether the trainings and equipment/systems have been of good use to the country. In particular, an assessment should be made on the support being provide on organizational/institutional strengthening is actually leading to increased and improved quality of service and sustainability.

5. Journalism and Media representation is not highly supported yet it forms a major aspect of peace and stability in the region. This is an upcoming sector that requires specialized capacity in media representation of different sectors.

**Appendix I: DRAFT TERMS OF REFERENCE FOR A CONSULTANT TO CARRY OUT A  
MAPPING EXERCISE OF ON-GOING AND PLANNED CAPACITY BUILDING ACTIVITIES  
IN ALL INSTITUTIONS (PUBLIC SECTOR; PRIVATE SECTOR AND CIVIL SOCIETY  
ORGANISATIONS).**

**1.0 BACKGROUND**

The Government of Rwanda (GoR) is in the process of preparing the second generation of PRSP targeting economic development as the major vehicle to reduce poverty levels in the country. The challenges of implementing activities under the first generation of PRSP featured most in weak coordination of development projects and programmes. To ensure greater coherence, consistency and effective coordination of the development actions, the GoR developed a Multi-Sector Capacity Building Programme (MSCBP) to guide the process of formulating and implementing capacity building programmes as well as facilitating its control and ownership of these programmes. The implementation of the MSCBP is managed and coordinated by HIDA, the Agency responsible for human resources and institutional capacity development.

A Nation-wide skills audit is currently being undertaken to determine skills available and skills gaps in various sectors of the Rwandan economy and thereafter develop a National Skills Development Policy and close the skills gaps. A comprehensive institutional audit to identify capacity gaps at organisational level as well as policy and regulatory environment is also planned under the support of UNDP.

A comprehensive assessment of ongoing and planned capacity building interventions in all sectors of the country's development machinery is essential. Information gathered through this assessment will be used to determining which capacity building activities are ongoing and those which are planned, which resources have been committed to carry them out, the institutions/sectors where those activities are carried out, the financing institutions (development partners), the targeted outputs, performance indicators and the project development objectives. This information will provide input to a "*tableau de bord* on on-going and planned capacity building activities by government, development partners and other stakeholders in the country. HIDA, with support from UNDP is therefore seeking services of a team of consultants (*one international consultant teaming up with four local consultants*) to carry out the assignment of a mapping exercise of ongoing and planned capacity building activities in the public sector, private sector and civil society organizations.

**2.0 OVERALL OBJECTIVE**

The Objective of this assignment is to conduct a mapping exercise of ongoing and planned capacity building activities in all institutions in the public sector, private sector and civil society organizations with a view to determining which capacity building activities are ongoing and those which are planned, which resources have been committed to carry them out, the institutions/sectors where those activities are carried out, the financing institutions (development partners), the targeted outputs, performance indicators and the project development objectives.

### 3.0. SCOPE OF MAPPING EXERCISE

The mapping exercise shall be conducted under two dimensions:

3.1. **Conceptual Dimension** – The capacity building to be mapped here will include:

- i) individual (short and long term training)
- ii) organizational (activities aimed at organizational strengthening)
- iii) institutional capacities (policy environment, incentives and governance)

3.2. **Geographical Dimension** – this will include mapping out capacity initiatives carried out at national, regional and local government levels.

### 4.0. SPECIFIC TASKS OF THE ASSIGNMENT

A team of consultants with relevant experience and qualifications is sought to carry out the following specific tasks:

Review existing documents on capacity building activities undertaken by projects and programmes, and those on coordination and harmonization matrices. This information can be obtained from development partners which include but not limited to World Bank, UNDP, DFID, SIDA, EU and ADB; government ministries and special units under their supervision like Ministry of Finance and Economic Planning, *CEPEX, BNR, RRA, External Finance Unit*; Ministry of Public Service and Labour, *HIDA, MIDA, TOKTEN*; Ministry of Local Government, *NDIS, PDDC, CDF, HIMO-PDL*; Ministry of Education, *SFAR*; Ministry of Internal Security; Ministry of Foreign Affairs; Ministry of Commerce, *PPMER, CAPMER, RIEPA*; National Parliament (Senate & Chamber of Deputies); Rwanda Private Sector Federation and the National Civil Society Platform.

Conduct consultations with individual development partners (World Bank, UNDP, DFID, SIDA, EU and ADB); government ministries which include, but not limited to (*Ministry of Education, Ministry of Justice, Ministry of Health, Ministry of Infrastructure, Ministry of Public Service and Labour, Ministry of Agriculture, Ministry of Internal Security, Ministry of Foreign Affairs; Ministry of Commerce and Ministry of Lands, Environment, Forestry, Water and Mines*); Rwanda Private Sector Federation and the National Civil Society Platform. These consultations will be conducted with a view to ascertaining the on-going and planned CB activities being supported or undertaken by the respective institutions.

Develop a matrix indicating on-going and planned CB activities. This matrix should capture information on which capacity building activities are ongoing and those which are planned, which resources have been committed to carry them out, the institutions/ sectors where those activities are carried out, the financing institutions (development partners), the targeted outputs, performance indicators, project development objectives as well as the current status of those CB activities.

Identify capacity building gaps revealed from the findings obtained and recommend strategies on closing these gaps

Considering the country's development objectives enshrined in the Vision 2020, the EDPRS and the National Investment Strategy analyze the relevance of the on-going and planned CB initiatives in relation to the national development agenda and priority development needs of the

country. Using the findings propose and recommend an effective coordination framework and strategy to halt and avoid unnecessary overlaps and duplication if any.

Collect all key documents on capacity building from the mapping exercise that will form basis for HIDA's information data bank and support documents for coordinating and guiding the process of capacity building in the country.

## **5.0. DELIVERABLES/EXPECTED OUTPUTS**

A report detailing out the following:

On-going and planned CB activities in the public sector, private sector and civil society organizations. This report should specifically entail a matrix which captures information on which capacity building activities are ongoing and those which are planned, which resources have been/ planned to be committed to carry them out, the institutions/ sectors where those activities are carried out, the financing institutions (development partners), the targeted outputs, performance indicators, project development objectives as well as the current status of those CB activities.

An analysis of capacity building **gaps and assets** revealed from the findings obtained and the relevance of the on-going and planned CB initiatives in relation to the national development agenda and priority development needs of the country. This analysis should lead to the following recommendations:

- (i) strategies on closing the capacity gaps
- (ii) an effective coordination framework
- (iii) Strategy to halt and avoid unnecessary overlaps and duplication if any.

Synthesize lessons learnt from the mapping exercise.

Provide recommendations to HIDA on how to consolidate its coordination role based on the outcomes of the mapping exercise.

Facilitate a national stakeholder workshop to discuss the main findings of the mapping exercise with a view to identify the policy and operational implications of the findings.

## **6.0. WORK INPUT**

The Consultancy shall require one international lead consultant and four local support consultants to undertake this assignment. The lead consultant will define specific tasks of each local consultant in his inception report including the time frame required to fulfil these tasks which report will be discussed and agreed upon by HIDA and UNDP as key stakeholders.

The consultants shall then collect and analyze information and then propose recommendations using information gathered and apply professional technical practices and methods in carrying out the assignment.

## **7.0. PROFILE/ REQUIRED QUALIFICATIONS AND EXPERIENCE**

The consultants being sought to undertake this assignment should possess the following minimum qualifications and experience:

The **Lead Consultant** should be an **International** expert in human resources and institutional capacity building issues. He/she should have:

- At least a Masters degree in either of the following, Human Resources Development, Social Science, Public Administration, Economics and any other related fields
- Relevant experience of not less than 10 years (i.e. in mapping capacity building activities in various sectors, assessing and analyzing capacity building initiatives, having produced similar documents etc).;
- Work experience in a development context is essential - and previous experience in Sub-Saharan Africa, ideally Rwanda, is highly desirable.
- Knowledge of English or French, but working knowledge of the other.

#### **For Additional Expertise**

Support consultants should comprise of local experts and should possess the following:

- At least a degree in Human Resources, Statistics, Economics or related fields with proven work experience in HR, mapping exercises, data analysis and capacity assessments.
- Work experience in a development context is essential and previous experience in Sub-Saharan Africa, ideally Rwanda, is highly desirable.
- Knowledge of English and French. Knowledge of Kinyarwanda is an added advantage.

### **8.0. DURATION**

The consultancy will last **120 man-days** from the date of signing the contract.

### **9.0 SUPERVISION AND REPORTING ARRANGEMENTS**

The Consultant will present the following reports:

- a. **Inception Brief** to be submitted **7 days**, after commencement and after the Consultant has had detailed discussions with HIDA and UNDP. HIDA and UNDP will review this report within **3 days** after receiving it.
- b. **Draft final report** of the mapping exercise to be submitted **100 days** after commencement. The consultant will present the draft final report to HIDA and UNDP for discussions and comments.
- c. **Final report** of mapping exercise to be submitted **110 days** after commencement.

The reports should be presented in the following form;

**3 hard Copies and soft copies for each**, together with a CD ROM containing the full detailed reports to be submitted to HIDA and UNDP. HIDA will confirm acceptance of the Final Reports, in writing, **within 7 days**.

The component lead (HRDS) will work closely with the consultants and facilitate exchange of information on the ongoing nation-wide skills audit.

## Appendix II: Checklist of Questions for the Semi-structured Interviews

### A. Policies and Plans on Capacity Building

- Is there a policy on capacity building in your institution?
- Does your institution have a human resources plan?
- Is there a training Plan? If so is it effective?
- By what process are capacity building activities prioritized in your institution?
- To what extent are capacity building activities supported by donors at your request?

### B. Resources Allocated for Capacity Building

- How are capacity building activities funded in your institutions – government funds; donors; both?
- Does government allocate funds for capacity building as part of the regular budget? If so comment on its adequacy and effectiveness
- What types of capacity building activities does government support in your institution?
- What types of capacity building activities do donors support in your institution?

### C. Main Capacity Assets and Gaps

- What do you consider to be the main capacity assets in your institution – individual/professional; organizational; other?
- What do you consider to be the main capacity weaknesses and gaps in your institution – individual/professional; organizational; other?
- What strategy would you recommend to address the gaps/weaknesses?
- What strategy would you recommend to preserve the capacity assets?
- Is staff attrition a problem in your institution; if so what is the main cause (s)?

### D. Capacity Building Priorities

- What are the short-term capacity building priorities in your institution?
- What are the medium-term capacity building priorities in your institution?
- What are the long-term capacity building priorities in your institution?
- How are these priorities linked to Rwanda's Vision 2020 and the EDPRS?
- Are there any efforts underway to meet these short, medium and long-term priorities identified? If so, outline these efforts.

### E. Technical Assistance

- Are there Technical Assistants in your institution?
- If so how many and in what fields?
- Are there local counterparts to the TA?
- Is the arrangement of having a local counterpart working? If not what are the reasons?
- How effective do you determine the TA?

### F. Capacity Building Activities by Institution

- Does your institution undertake any capacity building activities?
- Who are the main target groups for these efforts at national, regional and local levels?
- How are these activities funded?

**G. Other Issues**

- Are you aware of the government Multi-sectoral Capacity Building Programme?
- To what extent does the MSCBP guide you in prioritizing your capacity building needs?
- To what extent is the MSCBP addressing your capacity needs?
- In what ways would you like HIDA to support your capacity building needs?

## **Appendix III: Draft Terms of Reference: The Coordination Group on Capacity Development and Public Sector Reform [CDPSR-CG]**

---

### **1. Background**

The Government of Rwanda with the support of its development partners is currently engaged in a wide range of activities to build capacities and reform public sector institutions to make them more responsive to citizens' needs and to enhance efficiency and effectiveness. These actions have become even more pertinent in view of the stark recognition that unless actions are taken to address capacity and institutional constraints, it would be difficult to realize Vision 2020 and the EDPRS currently under development. While the diversity and range of interventions is a positive development, there is a growing concern that unless actions are well coordinated, there is a significant risk of duplication of actions leading to wastage. Moreover, the lack of information exchange among Government and its principal stakeholders will also result in critical capacity gaps being left unaddressed, as well as interventions that are not in line with priorities of Vision 2020 and the EDPRS.

MIFOTRA the key government entity at the centre of reform and capacity building has found it necessary to establish Coordination Group on Capacity Development and Public Sector Reform to address these concerns.

### **2. Objectives of the Group**

The Coordination Group on Capacity Development and Public Sector Reform is established as an informal consultative forum to facilitate exchange of information on capacity building and public sector reform and related matters of common interest. The Group shall have the following objectives:

- Facilitate exchange of information on all ongoing and planned interventions related to capacity building and public sector reform in Rwanda;
- Ensure harmonization, reduce duplications and promote synergies of interventions;
- Ensure regular monitoring of all capacity building interventions;
- Ensure that activities are in line with government priorities, particularly Vision 2020 and the EDPRS;
- Facilitate the mobilization of resources and political support for ongoing efforts on capacity development and public sector reform efforts in Rwanda.

Through the work of the forum/coordination group, it is expected that consensus and a common conceptual understanding of capacity development will emerge to inform the work of all partners and result in:

- Improved information flow on the various capacity development and public sector reform initiatives undertaken in Rwanda;
- Rationalization and improved harmonization of interventions to reduce duplication and improve efficiency and synergies;
- Improved management of capacity development and public sector reform initiatives;
- More regular and joint assessment of progress, challenges and opportunities as a basis for redefinition of priorities and strategies in capacity building and public sector reform; and
- Mobilization of political leadership and financial resources in support of capacity development and public sector reform.

### **3. Membership**

Membership of the Group is open to key actors engaged in capacity building and public sector reform, particularly Rwanda's development partners financing capacity building and public sector reform activities (e.g. UNDP, DFID, World Bank, AfDB, CIDA, etc) and key government institutions such as MIFOTRA/HIDA, MINALOC, MINECOFIN, RIAM, PRIMATURE. Participation is open to other actors when deemed necessary by the Group.

### **4. Operational Modalities**

The operations of the Coordination Group shall be guided by the following:

#### *Leadership of Coordination Group*

MIFOTRA will Chair and pilot the work of the Group and will be assisted by UNDP. In this regard, MIFOTRA will convene meetings of the Group and prepare a draft Agenda. In its role as overall leader of the Group, MIFOTRA shall be responsible for sensitizing other relevant MDAs, and informing Cabinet on issues deemed important.

#### *Secretariat of Coordination Group*

HIDA will assume the role of Technical secretariat of the Group. In this regard HIDA would be responsible for drafting and circulating the minutes of the meeting and shall provide a periodic update on progress in implementing the decisions and recommendations of the Group. Given the need for up to date information to facilitate coordination, HIDA shall be tasked to establish a database on all ongoing and planned capacity building and public sector reform activities and provide periodic reports to the Group to inform its deliberations.

HIDA as secretariat for the Group shall also be responsible for a wider dissemination of the minutes, reports/studies, recommendations/decisions and other documents arising from the work of the Group to all members and to other interested stakeholders identified by the Group, including in particular to key MDAs and key partners of government (donors, including the DPCG).

#### *Periodicity of Meetings*

The Group shall meet at least once every quarter (three months), or whenever a need arises.

## **Appendix IV: Draft Project Brief: Establishment of a Database on Current and Planned Capacity Building Interventions in Rwanda**

### **Project Rationale**

The Government of Rwanda is in the process of preparing a second generation PRSP targeting economic development as the major vehicle to reduce poverty levels in the country. This has been termed the “Economic Development and Poverty Reduction Strategy” (EDPRS). The challenges of implementing activities under the first generation PRSP featured most in lack of capacities and weak coordination of development programmes and projects. As part of efforts to address the capacity constraints, MIFOTRA/HIDA, with the support of UNDP, is undertaking a comprehensive assessment (mapping) of ongoing and planned capacity building interventions in all sectors of the country.<sup>4</sup> Information gathered through this assessment will help clarify which capacity building activities are ongoing and those planned, resources committed to carry them out, the institutions/sectors where those activities are being carried out, the financing institutions (development partners), the targeted outputs, performance indicators and the project development objectives.

The mapping exercise will generate detailed data which will enable Government build a comprehensive picture on capacity building interventions in the country. However, while this exercise is of crucial importance, it will provide only a snap-shot of the capacity building in Rwanda. There is an urgent need/opportunity to build upon the foundation resulting from the mapping exercise to put in place a robust/dynamic mechanism (in the form of a Database) to regularly collect, store and analyze information on all capacity building interventions. The Database, which shall be regularly updated, shall enable Government monitor and track all capacity building interventions, including resource allocation patterns, in order to assess the extent to which these activities conform to the Government’s priorities, particularly Vision 2020 and the EDPRS. Lack of a compliance framework for capacity development, and an inability to monitor adherence to such a framework frequently results in a “shot-gun” approach to capacity building, with possible attendant wastage and duplications.

### **Project Objectives and Outputs**

The Database project shall have the following objectives:

- (i) Put in place a system to regularly collect, analyze and disseminate information concerning all capacity building activities in Rwanda;
- (ii) Provide decision-makers with accurate and up to date information and tools so as to facilitate policy choices and decision processes;
- (iii) Serve as an instrument for regular monitoring, review and evaluation of capacity building activities in order to make it possible to assess the extent to which these interventions are in line with Government priorities;
- (iv) Strengthen the coordination function of HIDA of all capacity building activities in the country.

The main outputs envisaged for the project are the following:

- a) Improved coordination and harmonization of capacity building interventions in Rwanda;
- b) A closer match between capacity building interventions and Government development priorities;
- c) Improved resource allocation for capacity building among sectors;

---

<sup>4</sup> Other related activities include a Nation-wide Skills Audit and Institutional Capacity Assessments/Functional Reviews of Public Sector, Private Sector and Civil Society Organizations/Institutions

- d) Improved awareness of capacity building as a vital aspect of the national development process.

### **Project Activities**

The main activities of the project are the following:

- 1) The establishment of an electronic Database. This will entail acquiring the necessary hardware and software for data storage, retrieval and analysis;
- 2) Technical support to design software/programme, development of information collection tools and data analysis methods;
- 3) Training activities both for HIDA project staff as well as focal points in the various partner institutions;
- 4) Dissemination of information to various stakeholders through:
  - Arranging annual dissemination workshops to share information with all stake holders;
  - Putting in place a Network of capacity building practitioners to regular exchanges of information and mutual learning;
  - Publishing a Newsletter on capacity building in Rwanda – “CapRwanda”;
  - Posting data on the HIDA website for both internal and external audiences.
- 5) Information and tools to support the work of the Coordination Group on Capacity Building and Public Sector Reform set up by Government.

### **Project Strategy**

The project shall operate as a network with HIDA acting as the hub and clearing house with antennae /focal points established in all relevant institutions that, as part of the Network will be responsible for regularly providing information and sharing lessons and experiences. This mutual learning process shall be reinforced by organizing stakeholder workshops periodically to share relevant information, ideally on an annual basis following data collection and analysis by the project. An initially launch of the project is planned during the workshop to share the results of the current mapping exercise.

At the end of the project, envisaged to last three years, HIDA is expected to integrate the project objectives and operations into its structures, programme and budget to ensure sustainability. The project is therefore conceived essentially as a tool to build capacity within HIDA to fulfill one of its core functions of coordination.

### **Project Implementation**

The project will be housed within HIDA under the direct supervision of the Director, but managed on a day-to-day basis by the Monitoring and Evaluation Specialist in HIDA.

The project shall be staffed by competent and skilled personnel for the following positions:

- a) Project Manager: A project manager will be responsible for running of the project and the direct supervision of project staff. He will be hired for two years. He shall have competence in survey methodology/questionnaire design and administration, data collection and analysis.
- b) Technical Assistance (TA) in the form of consultancies as follows:
  - 12 person months International TA for design and testing of Database, training in Data collection, analysis and reporting;

- c) A Communications and Outreach Officer: The specialist will be responsible for production of reports, Newsletter and design and implementation of a communication and outreach strategy. He/she shall facilitate the learning network;
- d) Data entry Officer: will be responsible for day-to-day data collection, entry and management of the Database.

**Project Budget**

The project is estimated to cost US\$ 397,000 (see below for the various budget lines items)

No.	Item	Duration	Unit Cost (\$)	Total (\$)
1	12 Months International Consultancy-Fees DSA Travel (3 round trips)	12 months	500 - 4,000	132,000 40,000 12,000
2	Project Manager	24 months	2,000	
3	Communications Officer	36 months	1,000	36,000
4	Data Analyst	36 months	750	27,000
5	Hardware – 1 laptop, 2 desktops, 1 projector, 1 scanner, 1 Printer, etc			25,000
6	Operating costs			100,000
7	Contingency			25,000
<b>Total</b>				<b>397,000</b>