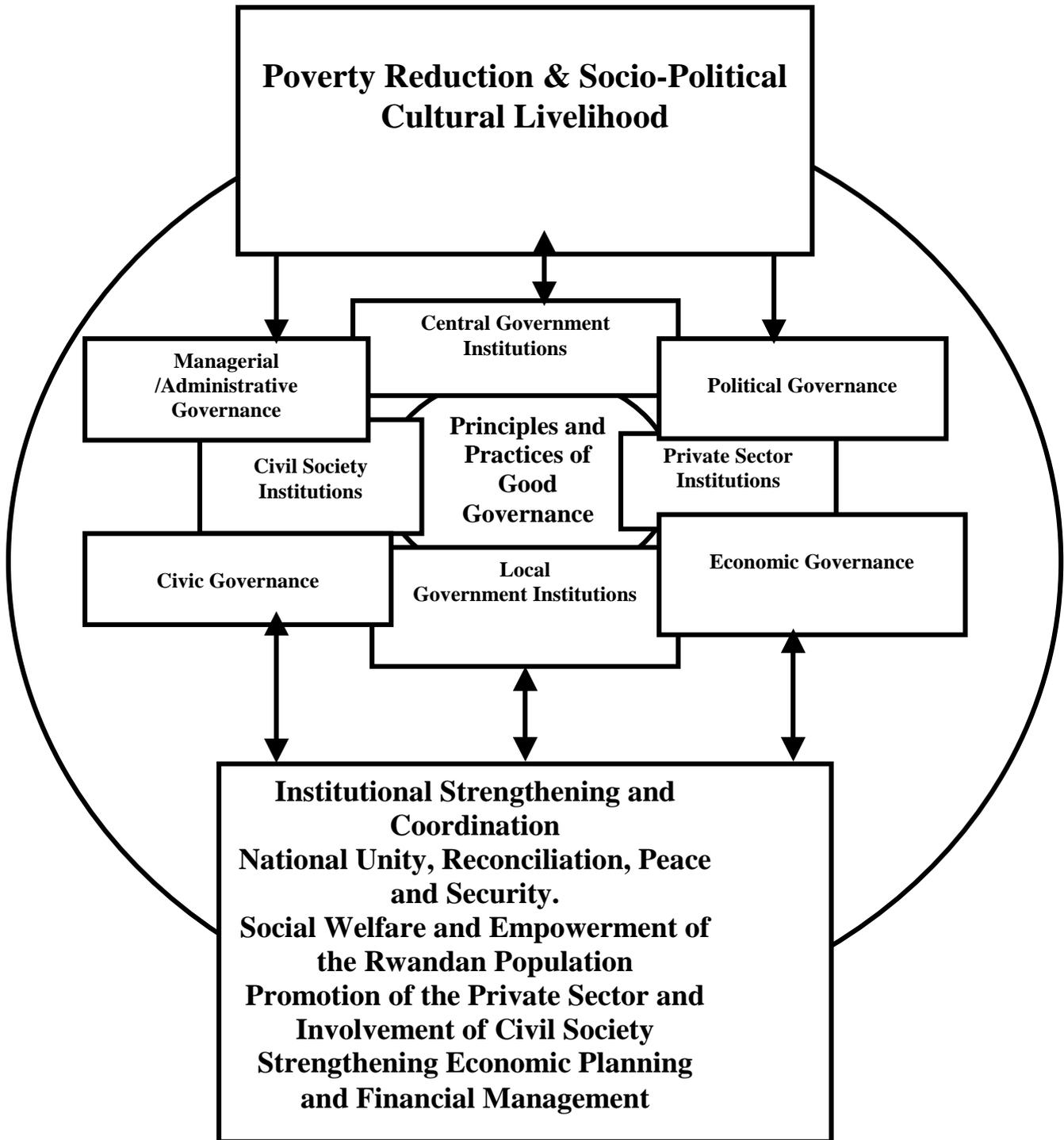


**NATIONAL PROGRAM FOR STRENGTHENING
GOOD GOVERNANCE
FOR POVERTY REDUCTION IN RWANDA**

March 2002

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BACKGROUND AND INTRODUCTION

1. Brief context

The Government of Rwanda recognizes that the country's institutions of governance exert primordial influence over the society's stability, prosperity and the wellbeing of its citizens. In turn, longterm stability of governance is heavily dependent upon the belief of Rwandans in the justness and fairness of their governing institutions. This is why the Government is putting emphasis on strengthening good governance as a pre-condition for poverty reduction and development.

As a result of the war and genocide of 1994, there was total breakdown of institutions, systems, structures and human capacity in Rwanda. Since then, the country has gone through the painful challenge of rebuilding the whole governance infrastructure. From the period of emergency through the rehabilitation and reconstruction phase up to the current effort of development, a considerable amount of work has been accomplished in the area of re-establishing and strengthening good governance (political, economic, social and administrative). A combined effort of the Rwandan Government of National Unity, in place since July 1994, the Rwandan people, donors, and development partners, has resulted in the country being put back on the right path for long-term development.

In January 1998, reflecting on the transition from emergency to development and in recognition of the need to develop a national governance program, the Government held a national workshop on governance. Priority areas for governance interventions in Rwanda were identified, notably: public sector reform, strengthening of the justice sector, strengthening the parliament, decentralization and local governance, the strengthening government coordination, and Human resource development.

Later, a series of brainstorming meetings initiated and conducted by the Office of the President between May 1998 and March 1999 also led to the development of the Government's vision on governance issues such as unity and reconciliation, democracy, gender dimension, economic policy and security. This led to a number of creative policy proposals such as the gacaca community justice initiative.

2. Interim governance program 1998 - 2001

Following this process, an Interim Governance Program (1998-2000) was designed and implemented through 2001. The following are some of the major achievements of the interim governance:

Decentralization and local community development: Initiating, formulating, debating, and implementation of the decentralization policy, holding of local elections at cellule, sector and district levels, training for local elected officials, participatory development projects in 72 of 154 former communes, on going administrative decentralization in the Ministries responsible for health and education. The Rwanda Government is convinced that decentralisation is the way forward for empowering the population politically, economically and socially. The legal framework already in place has offers considerable blocks to stop any slippage in this process.

Public sector and administrative reform: Development and implementation of a program of public sector reform, training of civil servants, elimination of ghost employees, development of competitive recruitment procedures, strengthening control over payroll, monetization of public servants' salaries, supporting the establishment of a civilian police force, adoption of more rational structures of Ministries, and financing decentralization at province level have been land mark achievements in rebuilding the Public administration in the country. The provide concrete stepping stones for further efforts expressed in this program.

Strengthening the Parliament: Development of administrative staff structures, training Members of Parliament and Parliament staff in budget control, communication, gender issues, etc, progressive mastering of legislative processes, organization of study visits and training seminars abroad, equipment of the library, and computer network. All these have enhanced capacity of the Parliament to exercise oversight, legislative and representative functions. The current situation provides a conducive environment and framework for strengthening further the capacity of the National Assembly.

Rehabilitation of the Justice sector: Rehabilitation of justice institutions, training of judiciary, prison, administration personnel and communal Police, adoption and implementation of the law against genocide, initiation of gacaca process and election of gacaca judges, adoption and implementation of the law on the Bar are some of the achievements realised in rebuilding the country's judicial system. Despite the numerous constraints still persisting in this sector this achievement will be used as a base for improving the judicial sector and the provision of judicial services.

National Unity and Reconciliation and Promotion and Protection of Human Rights: Strengthening the capacity of the National Human Right Commission (NHRC), and the National Unity and Reconciliation Commission (NURC), conducting Human right training for civilian police force, and revision of the labor code to remove all restrictions on labour mobility.

Promotion of gender equality and women empowerment: providing support to genocide widows and other child and elderly vulnerable groups, eliminating gender discrimination, institutionalization and mainstreaming gender processes in key government institutions and policies, initiating the development of the national gender policy.

Demobilizing and Reintegrating the Army: Developing a plan and commencing the process of demobilization and reintegration of military personnel both RPA and FAR.

Improving economic and financial management and practices: Defining a vision for macro-economic reform and financial stability.

3. Governance foundation during the transition period

Alongside the above interim program of good governance the government continued its efforts to put the governance of the country back on track. Altogether some of the accomplishment include the following:

- Restoration of peace in all parts of the country,
- Rehabilitation of key institutions including administrative, judicial and social sectors;
- Prudent and performing macro-economic policies;
- Stabilization of the national economy, in spite of the sharp decline in 1994;
- Liberalization of economic activities, via among other things, privatization of state enterprises;
- Decentralization of administrative and political institutions;
- Setting up grass-root leadership structures and local governments through elections to empower local communities;
- Launching and sustaining unity and national reconciliation, and monitoring human rights conditions.
- Starting and conducting a constitutional process.

As an outcome of these efforts and achievements, the years 2000 and 2001 mark an important milestone for Rwanda. Having been classified as a conflict status country, from the early 90s until 1998, Rwanda has made the transition from emergency to sustainable development processes.

4. The Quest for strengthened good governance for poverty reduction: Governance program 2002 - 2006

However, the transition from emergency to sustainable development has not been a linear process. Current social, economic and political problems that face Rwanda are in two intertwining forms. First the structural problems that date back to several years and decades. Secondly, genocide related problems superimposed on pre-existing divisions.

One of the problems that has been crosscutting and which continues to worsen people's lives in this country is "poverty". Today, the issue is how to promote good governance for poverty reduction to be able to achieve the objectives of vision 2020. The Government has engaged the necessary consultations and dialogue to find ways of addressing the issue of good governance for poverty reduction.

From 2nd to 5th November 2001, the Government held a National Workshop for Integrated Evaluation and Planning to Strengthen Good Governance for Poverty Reduction in Rwanda specifically to search for an appropriate response to the above question. The Conference brought together top government decision-makers, provincial officials, representatives of the donor community, and civil society organizations and scholars from higher institutions of learning in Rwanda. The following were the objectives of the workshop:

- To take stock of the achievements so far,
- To assess challenges and constraints,
- To debate and generate consensus on improvements;
- To generate agreed strategies
- To secure commitment for their implementation.

The Conference recommended objectives, strategies and actions to be pursued in the strengthening process of institutions and practices of good governance in Rwanda in order to reduce poverty. The recommendations are fully in line with the Government longterm vision, as documented in Vision 2020, and the Poverty Reduction strategy Paper (PRSP). These recommendations were then developed by the Government into a “National Strategy Framework Paper on Strengthening Good Governance for Poverty Reduction in Rwanda”.

The program of Strengthening Good Governance for Poverty Reduction in Rwanda is a translation of the National Strategy Framework Paper on Strengthening Good Governance for Poverty Reduction in Rwanda into more specific strategic actions.

The Program document presents the way the Government of Rwanda envisions good governance, poverty and the linkages between the two. It highlights the current situation of poverty in the country as described through the participatory poverty assessment exercise, briefly outlines the achievements in the area of good governance and pinpoints the challenges that have to be overcome in order to strengthen good governance for reducing poverty. The last part of the document dwells on elaborating the purpose, objectives, constraints, and strategic actions that have to be pursued in specific governance areas. The Program is framed around the following five pillars:

- Institutional Strengthening and Coordination
- Unity Reconciliation, Peace and Security
- The Social Welfare and empowerment of the Population
- Promotion and Involvement of the Private Sector and Civil Society
- Strengthening Economic Planning and Financial Management

The draft of the program was presented and discussed during a stakeholders’ workshop on 21 February 2002 at Hotel Umubano in Kigali. Representatives from Government and other Public sector institutions, Civil Society, the media, and the Donor community discussed and endorsed the program to go be submitted to the Government for decision and implementation

1.0. RWANDA'S VISION OF GOOD GOVERNANCE AND POVERTY REDUCTON

1.1. Good Governance

"not only must we grasp concepts such as these, we must also place them in specific historical context, if we are to successfully confront the challenges that lie ahead in our quest for effective governance" H. E. Paul Kagame President of Rwanda, during the opening of the National workshop for integrated Evaluation and planning to strengthen Good Governance for Poverty reduction in Rwanda. At Hotel Umubano Kigali 02 November 2001)

The Government of Rwanda takes good governance to refer to the exercise of political, economic, and administrative authority to manage the nation's affairs and the complex mechanisms, processes, relationships, and institutions as well as leadership behavior through which citizens' groups articulate their interests, exercise, their rights and obligations and mediate their differences. Governance is good when it is effective, efficient and when the participation, interests, and livelihood of the governed are the prime motives of the leaders' actions at every level of society.

Good governance is not a matter of government only but a situation of multiple criss-crossing relationships in which different and various actors in the public and private sectors at national and international levels play various roles, sometimes mutually reinforcing and complementary, sometimes conflicting, but always following the same principles and practices that are agreed as constituents of good governance.

(i) Actors in Governance

The government of Rwanda has put in place policies that promote the participation of the Rwandan people in the development of their country. Such policies include private sector development, decentralization and the promotion of civil society empowerment. Therefore, governance actors in the country are analyzed on two planes:

- The vertical plane presenting the nature, composition, and effectiveness of the institutions of central and local governments
- The horizontal plane presenting the nature, composition, and effectiveness of the institutions of civil society and the private sector.

The social, political, economic, and cultural livelihood of the Rwandan people, which is the meeting point of the two planes, has to be the ultimate purpose of good governance.

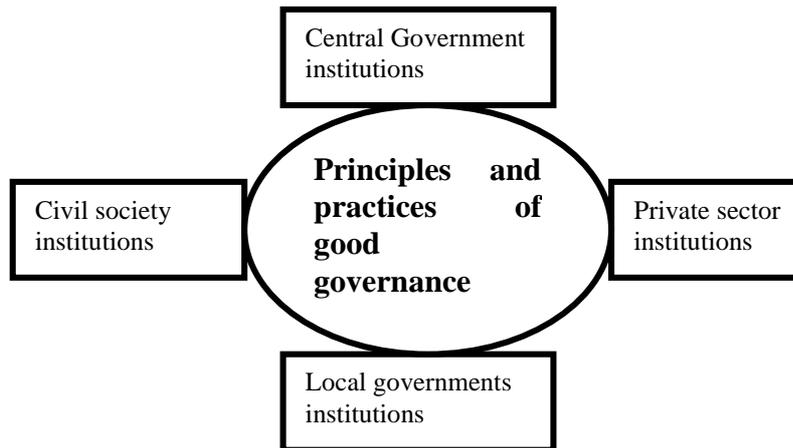
(ii) Governance Actors under Globalization

However, Government realizes that today the situation of governance in Rwanda, like in any other country, has increasingly become globalized and continues to be so. In the context of globalization Rwanda is not governed in isolation. Therefore, in addition to the above-mentioned actors the following are included:

- On the vertical plane, international and regional bodies such as the United Nations, the World Bank, the International Monetary Fund, the Organization of African Unity, etc. whose influence on governance at the national level increases with the phenomenon of internalization and regionalization;

- On the horizontal plane; International Civil Society Organizations (e.g. Save the Children Fund, OXFAM, International Red Cross, Amnesty International etc.);
- Also on the horizontal plane, multinational private enterprise organizations.

Figure 1: Actors of good governance



In discussing issues of good governance and in designing and implementing the programme for strengthening good governance for poverty eradication, the Government of Rwanda counts on the participation and contribution of all the actors so that governance ceases to be an affair of only government.

(iii) Characteristics of Good Governance

The Government and people of Rwanda take it that in the best case scenario of good governance, all the above actors at local, national, and international levels should collaborate, and operate with one another guided by the following basic and universally accepted characteristics of good governance:

- Constitutionalism (guaranteeing separation of powers, checks and balances, and power sharing)
- Rule of law
- Justice (an effective system of dispensing justice which is fair and accessible to all)
- Dedicated leadership at each and every level of the society and in all sectors
- A long term vision
- Participatory and democratic decision-making (via an effective and efficient electoral system and behavior, decentralized structures of political and economic decision making, and a vibrant civil society)
- Security of person and property
- Respect, protection, and promotion of human rights and basic freedoms by all
- Political, managerial, and financial transparency and accountability
- Unity and reconciliation

- Equity or fairness (both intra and intergenerational) especially in dealing with gender, land, environment, and investments that take into consideration future generations of the Rwandan people as well as addressing the current menaces such as HIV/AIDS that will have impact on the future.
- Informed and enlightened population with knowledgeable, skilled human resource (through an effective free and responsible media, and accessible education and training for all)
- Effective and efficient delivery of Public Services (via an effective, efficient, and accountable public service and other systems for service delivery)

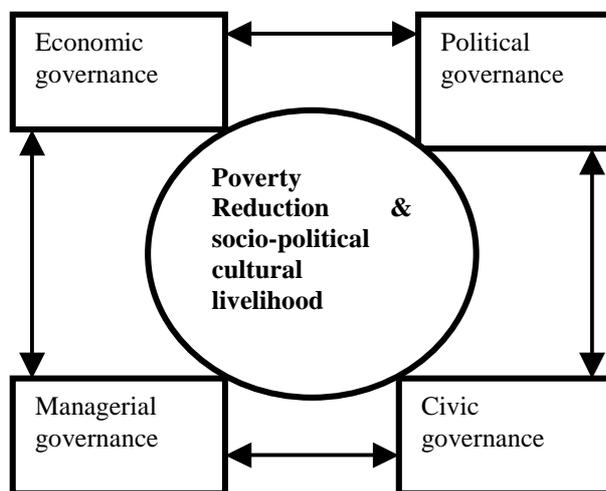
Consultations among the different institutions and in all the sectors in Rwanda show that the Rwandan people and their development partners have a consensus on the above constituents of good governance. All the levels of leadership in the country commit themselves to promoting the principles and practices of good governance.

(iv) Good governance desegregated

An analysis of the out puts of the consultations and discussions on good governance in the country shows that the a situation of good governance may be desegregated into:

- Good economic governance,
- Good political governance
- Good managerial/administrative governance, and
- Good social or civic governance

Figure 1: The governance / Livelihood balance



The social, political, economic and cultural livelihood of Rwanda is subtended by the interplay of these four levels of governance:

- Political governance is a combination of institutions, systems, structures, processes, procedures, practices, relationships, and leadership behavior that empower the governed to influence the decisions and policies that concern them and to determine who governs them as well as through what ways.

- Economic governance is a combination of institutions, systems, structures, processes, procedures, practices, relationships and leadership behavior that empower the governed to freely engage their initiatives and energies to undertake economic activity (production, distribution, and consumption) and expand their choices and enjoy better economic livelihood.
- Social or civil governance is a combination of institutions, systems, structures, processes, procedures, practices, relationships, and leadership behavior that empower the governed to freely organize themselves and work to improve their livelihood and to challenge both public and private authorities to take into account their problems. This is why the government of Rwanda takes it as crucial to promote the growth of a vibrant civil society in the country.
- Managerial/Administrative governance is a combination of institutions, systems, structures, processes, procedures, practices, relationships, and leadership behavior that ensure effective, efficient economic and accountable planning, utilization, and control of resources for equitable and effective production and delivery of goods and services.

A breakdown in any of the above components of the governance and livelihood balance will have a negative impact on the social, political, economic and cultural livelihood. The misfortune that befell Rwanda is that, following the 1994 genocide, all the four components of governance collapsed and the country sunk into the abject poverty. As part of the efforts to reduce poverty in Rwanda the Government will strive to mobilize all its governance partners and resources to address the issues of good governance in order to re-position the governance / livelihood balance of the country.

1.2. Poverty

Poverty is one of those things that can be best described or defined by those who feel it. The Government conducted the National Participatory Poverty Assessment which, combined with statistical surveys, have provided definitions of poverty at individual, household and community levels. The Poverty Reduction Strategy depicts poverty as social, economic, political, cultural, and other forms of deprivation that affect individuals, households, and communities.

An individual man or woman is considered poor if they:

- Are confronted by a complex of inter-linked problems and cannot resolve them
- Do not have enough land, income or other resources to satisfy their basic needs and as a result live in precarious conditions: (basic needs include food, clothing, medical costs, children's schooling etc)
- Are unable to look after themselves
- Their household has a total level of expenditure of less than 64,000 RWF per equivalent adult in 2000 prices, or if their food expenditures fall below 45,000 RWF per equivalent adult per annum.

At household level, land owned, household size and characteristics of the head of the household are important criteria for poverty. In particular, households headed by

widows, children, the elderly and people with disabilities are deemed likely to be poor. At the community level, the shortage of economic and social infrastructure and natural resources are important criteria for poverty.

Through the Participatory Poverty Assessment exercise government also recognized that defining ‘the poor’ is complex and contains both absolute and relative dimensions. However, the following three basic poverty issues emerge whose analysis deepens understanding of the extent, nature and persistence of poverty in the country.

- **Security:** having or not having secure and sustainable access to essential commodities, services and other conditions for acceptable life (physical security for the person). This introduces the notion of vulnerability whereby poverty is not only about being poor; it is also the risk of becoming poor and poorer.
- **Sufficiency:** having or not having enough food, income and essential services as well as non-material needs such as safety and opportunities. This requires some understanding of what constitutes resources.
- **Access:** which is related to access to assets and rights, and processes, which allow these to be converted into the commodities and services that people require for subsistence.

2.0. SITUATION ANALYSIS

2.1. Brief picture of the poverty situation in Rwanda:

In the table below are presented indicators of economic development and poverty in the country:

Table one: Selected indicators of economic development and poverty in Rwanda:

Indicator	Current level	Year
Population	7.979.930	2000
Proportion of population below the poverty line	60.29%	2000
Life expectancy	49 years	2000
Maternal mortality 100,000 births	810	2000
Infant mortality per 1000 (before first birthday)	107	2000
Infant mortality per 1000 (before fifth birthday)	198	2000
HIV prevalence (15 – 49 years)	13.7	2000
Total fertility rate	5.8	2000
Contraceptive prevalence rate	4%	2000
Proportion of children completely immunized < 5 years	72%	2000
Fertilizer used per ha	2kg/year	2000
Gross primary school enrolment	100	2000/1
Net Primary enrolment	73.3%	2000/1
Gross secondary school enrolment	10.2%	2000
Net secondary school enrolment	6.0%	2000
Adult literacy (>15 years)	52.36%	2000

Adult Literacy (>15 years females)	47.79%	2000
Adult literacy (>15 years male)	58.06%	2000
Malnutrition: Low height for age (stunting)	42.7%	2000
Malnutrition: Low weight for age (underweight)	29%	2000

(Source: Ministry of finance and Economic Planning: National Poverty Reduction Programme: The Government of Rwanda Poverty Reduction Strategy)

The proportion of households below the poverty line (1\$/person/day) was 40% in the 1985 household budget expenditure survey, then rose to 53% in 1993 and to an estimated 70% since 1996. Peculiar to Rwanda is the genocide-related poverty. Vulnerability of some groups has increased since the genocide resulting in the emergence of the “new very poor”.

Poor households are now more likely to be female-headed and/or child-headed and are characterized by a lack of able-bodied labor. The proportion of the households considered “complete”-with able-bodied adults has fallen from 86% before the war of 1990-1994 to 16% after the war, with the remainder made up of female-headed households, widowers, child-headed households and the elderly, disabled and marginalized people such as street youth and other disabled.

There has been deterioration in Rwanda’s social indicators since the war. It is evident that Rwanda lags far behind the Sub-Saharan (SSA) average. For instance, Rwanda has a per capita income of 240\$ against 510\$ for SSA, foreign investment of 0.1% against 1.3% for SSA and unemployment of 31% as compared to 11% for Ghana. Table below shows statistics about Rwanda as having one of the lowest revenue bases in the world.

Table 2: Comparison between Rwanda and SSA.

Social sectors comparison	Rwanda	SSA Average
Life expectancy in years	49	51
Literacy in % of population aged 15 and plus	48	43
Combined first-second-third GE Ratio in %	43	44
Gross primary enrolment in % of 1996/1997	80	75
Access to safe water % of population	66	45
Access to sanitation % of population	86	37
Infant mortality per 1000 lives births	131	91
Economic sectors comparison	Rwanda	SSA Average
GNP per capita in \$US	240	510
Foreign direct investment in % of GNP	0.1	1.3
Financial credit to private sector in % of GNP	8.1	65.1
Unemployment % of total labor force	31.1	11.1

Source: 1999 Rwanda Indicators and the World Bank “1999 World Development Indicators”

Gender disparity: Another characteristic of poverty in Rwanda is gender disparity in access to productive assets. In the past, Rwandan women had no legal right to own land. The Government recently took a step to correct this disparity by adopting a legislation that promotes gender equality through female access to property rights.

Issues of gender disparity go beyond access to assets and include resources and participation in decision-making.

The scope of poverty is also reflected in the relatively poor state of educational indicators. As it appears in the table above and further analysis of enrolment and dropout rates show that the structures of this sector are distorted. Enrolments for girls are slightly lower than those of boys in primary but are very low at secondary and tertiary education.

Health indicators are also relatively poor and worsened with the 1994 genocide, which affected most of the health infrastructure.

The high level of malnutrition, the prevalence of malaria and AIDS further accelerated the deterioration of people welfare. Child mortality as noted here before, is high in Rwanda. Maternal mortality is estimated to be around 810 per 100 000 deliveries.

AIDS prevalence increased from very low levels in the early 1990s to 11% in early 2000s. Malaria remains the leading cause of morbidity and mortality.

As far as poverty is concerned, key issues to be addressed in the Rwandan context are mainly two: First, how best to increase productivity and incomes of the poor through the creation of employment opportunities and increase of levels of investment for overall growth. Second, how best to address the regional disparities of access to social services and provide cost-effective services affordable by the poor.

2.2. The relationship between governance and poverty

The Government and people of Rwanda, through the National Participatory Assessment have concluded that there is a strong relationship between the socio-economic well being of the people and the governance situation in the country. It is clearly stated in the Poverty Reduction Strategy that poverty reduction cannot occur in circumstances of severe insecurity and anarchy, or where basic social institutions such as markets have broken down or there is severe macroeconomic instability. Good governance and poverty reduction are not separable nor are they independent of one another. Sustainable poverty reduction strategy can only be achieved in the context of good governance. In turn, poverty is a constraint to the existence and sustainability of good governance. So some basic degree of good governance is a prerequisite for poverty reduction.

2.3. The Governance situation:

Consultations were made with the various stakeholders, including development partners and donors in the country and a description of the Rwanda's governance situation developed in terms of what has been so far achieved and the challenges that need to be addressed in order to strengthen good governance for poverty reduction

2.3.1. Achievements

(...building governance after 1994 began with a massive deficit, in terms of institutions, human, financial and material resources. Nonetheless, with considerable determination and enthusiasm on the part of government, Rwandan people and international partners, we have made modest progress in building good governance in our country.” H.E. Paul Kagame

Rwandan society was deeply traumatized by the 1994 war and genocide. As a consequence, there was a total breakdown of institutions, systems, structures, facilities and equipment of governance in all sectors. In addition, the human capacity was severely reduced. Governance itself, by whatever yardstick defined, was totally ruptured. Since then, the country has gone through the painful challenge of rebuilding, reconstruction and reconciliation. From the period of emergency through the rehabilitation and reconstruction phase up to the current period of development, considerable work has been undertaken in the areas of re-establishing and strengthening good governance (on political, economical, administrative and social fronts), and considerable achievements have been made.

1. **Political reconstitution:** Politically and administratively, post-colonial governments in Rwanda were characterized by authoritarian political power structures of strong centrality and hierarchical nature. However, following the 1994 civil war and genocide, even these completely collapsed and in political terms the country sunk into chaos. Since 1994, the Government of National Unity, acting within the framework of the Arusha accords has successfully reconstituted the political entity of Rwanda. There is in place a credible Government with all its branches (Executive, Judiciary, Legislature) functioning. Within the new political set up and leadership the Rwanda people, government, and development partners have had space within which to dialogue with one another and search for new paths to good governance and development for the country.
2. **Restoration of relative peace and security of person and property:** Special emphasis has been put on restoring security in all parts of the country. Rwandans who fled the country in 1994 and before are encouraged to return and participate in the development of the new Rwanda. A community police force has been established to ensure the security of person and property in the communes. Institutions charged with security, law and order such as the police and the army are in place, functioning, disciplined and trusted by the population.
3. **Strengthening legislative authority and parliamentary control:** The rule of law presupposes that there is legislative authority to make good laws. Within the framework of the Arusha accords, a Transitional Parliament was set up in July 1994. The transition period was originally planned for a four-year period, but was later prolonged to until 2003. The Transitional Legislature has been very instrumental in making the laws that have guided political and economic developments in the country since 1994, has served as an effective instrument for national debate, and for controlling the action of the Executive. It has hence served as a point of reference for government accountability.
4. **National reconciliation, resettlement and re-integration of the population:** The returning populations have been resettled and the efforts of re-integration are still on going including the re-integration of ex-combatants. A National Unity and Reconciliation commission was established with the principal mandate to bridge the gaps within the deeply wounded community. It concentrates on returnees, and the youth, who are joining the university emphasizing the need for national unity. It has run Ingando and conducted other activities. It also intervenes with returning or captured armed groups, to facilitate

dialogue between ex-combatants and the population, ensure smooth re-integration of ex-soldiers into the society.

The Government is in the process demobilising and rehabilitating its soldiers.

5. **Promoting and encouraging respect for Human Rights:** Given the terrific Human Rights abuses carried out during the genocide, the Government has a strong commitment to the promotion and protection of human rights. A National Human Rights Commission was created and its capacity relatively strengthened. It has accelerated investigative work and presented its Annual Report for 2000, detailing a number of human rights abuses. It is also working closely with human rights NGOs, and has established 10 regional offices, and plans to set-up 30 sub-regional offices.
6. **Administering justice, law, and order:** A functioning judiciary has been re-established and rehabilitated from the debris of the 1994 genocide. Successful trial of about 5000 genocide suspects with differing verdicts and sentences has been accomplished. Thousands of genocide suspects have been released from detention on the grounds of tender age, old age, insufficient evidence, sickness or other compelling legal reasons. Gacaca jurisdictions have been established to support the judicial system in fulfilling the hopes of the population for sustainable reconciliation. Gacaca is an old Rwandan cultural and traditional judicial system that has stood the test of time, which is understood by all Rwandans, and is an inherently just, fair, and transparent system. It has been given a legal status. The government hopes to build on the rehabilitated modern judiciary and the Gacaca to strengthen the administration of justice in the country and end once and for all the practice of impunity that characterized past regimes.
7. **Introduction, support, and promotion of participatory democratic governance:** Given the highly centralized and exclusive governance of the past the level of participation of the people of Rwanda in their governance is encouraging. Policies and institutions that support and promote democratic and participatory governance have been established: Notable among them are:
 - i. **Promoting decentralization and local governance for people's empowerment:** The decentralization policy under implementation has been enshrined in the laws and is at the heart of the national democratization process as well as the poverty reduction strategy. It is founded on the principles of participation and empowerment of local communities to plan and implement their own development programs. It has provided the mechanism through which citizens are encouraged and motivated to mobilize their energies to initiate and implement development activities based on locally identified needs. It is also expected that decentralized governance will enhance the national reconciliation process. **The community development policy and strategy** incorporated within the decentralization policy and laws has formed a strong foundation and capacity for local economic governance specifically enabling grass root people to plan, implement, monitor, evaluate and enjoy their own development. The inclusive nature of the CDCs permits participation of communities in development.
 - ii. **Electoral democratization and participatory politics:** An National Electoral Commission was established to spearhead the introduction and support the process of electoral democratization. Elections of District Councilors took place in March 2001. The constitutional making process, which is underway, will determine the nature of democratic practice in the country. However, the population is already getting

accustomed to participating in determining their development and choosing their local leaders. The success of the elections that have so far been conducted and the high turn up of people to vote indicate potential for successful democratization in Rwanda. There had also elections at grass-root levels in 1999, which were earlier efforts of people's participation in electoral commission.

- iii. **Constitution making process:** The Government believes that all the efforts it is putting into strengthening good governance in the country which have been hinged on the Arusha Agreements, must be debated by the entire population and the peoples' popular views on how they wish to be governed enshrined in a new National Constitution. A Legal and Constitutional Commission was established and is spearheading the important participatory process of making a new National Constitution. The Commission is currently carrying out sensitization of the population on the process.
 - iv. **Encouraging and empowering civil Society:** The government, having realised that good governance and poverty reduction necessitate the effective participation of all actors in all sectors, encourages the developmental role and function that the Civil Society has played in Rwanda. A large number of civil society organisations (CSOs) contribute positively to Rwanda's development, providing services to the population such as health, education and training, assistance to vulnerable groups etc. CSOs can contribute to the implementation of government policies and providing constructive criticism to improve the delivery of public services. The media has played a positive role in providing information to the population on issues such as reconciliation and gacaca, and also helped to promote transparency and accountability within public and private institutions.
8. **Promotion of gender equality and women empowerment:** Even if the gender map of Rwanda's governance situation shows severe imbalances, some tangible achievements on which progress can be based have been realized during the last seven years. A Ministry of Gender and Women in Development was created and mandated to spearhead the elimination of gender imbalances in all sectors. National Women Councils with a structure from the grass-root were created. The Decentralization policy and laws formalized the affirmative action in decision-making organized in Local Governments. A law on succession and matrimonial regimes was enacted improving the rights of women for property ownership. The Government ratified the convention on all forms of discrimination against women and is in the process of implementing the Beijing Platform. Gender sensitization campaigns have been on going across the country. A National gender Policy has been designed and a five-year gender action plan adopted. These are some of the achievements on which the action for promoting gender equality and empowering women will be based.
 9. **Protecting and managing the environment:** This has been a major concern for the government of Rwanda because it is one of the issues that are core to equity in the country. The Government is aware that as it struggles to extract the present generation of Rwandans from the claws of abject poverty, the wellbeing and opportunities of future generations should not be compromised. A Ministry (MINITERE) is in place to champion the policies and programmes for protecting and managing the environment. A draft land policy is already written and so is a draft land law. The settlement of some of the Rwandans in "Imidugudu" as a policy is a first step towards re-organizing land settlements to free land for production.

10. **Combating HIV/AIDS:** The highest leadership of the country has shown a strong will to fight against HIV/AIDS having realized that a population that is at the verge of being wiped out cannot meaningfully engage itself in economic activity. A National AIDS Control Programme, which is multi-sectoral, was set up in 2000. The population has been sensitized about HIV/AIDS. The Center for Treatment and Research has been set up to replace the National AIDS Control Programme. Provincial Commissions are already operational in some provinces and Districts Commissions are being set up. All sectors of society (public sector, private sector, Civil Society, Religious Communities etc) have engaged in the fight against HIV/AIDS. This provides a good beginning as a stepping-stone for further integrated action against the scourge.
11. **Reforming and strengthening the Civil service:** The crucial role played by the Civil Service in policy formulation, implementation, monitoring, and evaluation and in direct delivery of services makes it imperative that the Civil Service be a highly effective, efficient, and economic instrument for government action. Having inherited a completely dismantled Civil Service in 1994, the government has been engaged in rehabilitating, reconstructing and reforming it. Although a lot still remains to be done to make the Rwandan Civil Service a highly performing results-oriented instrument, a number of accomplishments have been realized especially in the areas of designing new functional structures of the Civil Service, developing the human resources, restructuring the pay and wage bill management, putting in place new management systems and work methods, some of them supported by information technology and establishing a health insurance mechanism (RAMA) for all workers.
12. **Fostering transparent and accountable management of Public Affairs:** The Government of Rwanda acknowledges that good governance requires Public Servants at whatever level and in whatever sector to manage public affairs in a transparent, accountable and responsible manner. The following have been achieved in sustaining the promotion of transparency and accountability:
 - i. **Office of the Auditor General:** To support the Parliament's role of oversight the government set up the Office of the Auditor General who generally aims at just and honest reporting on the Government's management of financial and other resources as well as efficiency and productivity in the public service. The institution is also influential in fighting and preventing corruption. However, being a recent creation, it requires a lot of input in terms of building its capacity in order to effectively fulfill its role.
 - ii. **The press:** Another instrument of Public transparency and accountability is the press. Unfortunately in Rwanda, following the role the press played in executing the 1994 genocide, one would work hard to present the image of the press with only this positive tag. The government and the press and media organizations have been working together to create a press that can play the positive role of educating and informing the Public thus serving as the Public's watchdog. Considering the public debates on issues of national concern held on television, radio, and in newspapers, the press has revamped its image. A government information policy stressing transparency and accountability is in place. The Rwanda Information Bureau has been rehabilitated. The National Radio and television have been equipped. Government has signed agreements with the British Broadcasting Corporation, Deutsch Welle, and Voice of America to enable them broadcast through modulated frequencies in the country.

13. **Institutional building for effective and efficient economic management:** Several institutions have been established to streamline the socio-economic management in the country. Notable among them are: The Rwanda Revenue Authority for strengthening the country's revenue collecting capacity, The National Planning Commission to strengthen the capacity for formulating policies and mobilizing resources, The Rwanda Investment Authority for strengthening mechanisms of attracting local and foreign investment, Office of the Auditor General of State Finances for ensuring transparency and accountability, The National Tender Board for strengthening mechanisms of government procurement to ensure transparency, efficiency economy, and professionalism, The Statistics Department to provide credible and reliable statistics for planning. The establishment of these institutions provides a foundation for strengthening aspects of good governance that such institutions champion. The budgetary reforms within the MTEF have contributed to improvement of economic management.
14. **Developing the Human resources and capacity building:** The Government is aware that neither good governance nor poverty reduction will be achieved without the support of a reservoir of Rwandans who are knowledgeable, skilled, and well informed. The efforts towards developing the Rwanda Human Resources have so far yielded the following modest achievements that could be used as spring boards to develop the country's human resource: The Rwanda Institute of Administration and Management was established and is currently conducting some training for both the Public and Private Sectors. The Institut Supérieur des Finances Publiques is being restructured to offer post-graduate training in finance, banking, and insurance. The Human Resource Development Agency has been created to coordinate policy making in the area of Human resource development. There are several Universities, and institutions of higher learning, some of them initiated by the private sector, which is contributing to the development of the human resource in the country.

2.3.2. Challenges:

The Government and people of Rwanda have assessed the situation and become fully aware of the need to build on the above achievements to keep the country on the path to development. There are numerous challenges that must be overcome in order to strengthen good governance for poverty reduction. Following an analysis of the outcomes of consultations, including the "Conference on Integrated Evaluation and Planning for Strengthening Good Governance for Poverty Reduction in Rwanda" held from 2 to 5 November 2001, the Government has broadly categorized the identified challenges as follows:

- Challenges related to institutional strengthening and coordination
 - Challenges related to unity, reconciliation, peace, and security,
 - Challenges related to the social welfare of the population,
 - Challenges related to the promotion and involvement of the private sector and civil society
 - Challenges related to strengthening economic planning and financial management
1. **Challenges related to institutional strengthening and coordination:** The Government, over the last seven years, has managed to rehabilitated, reconstruct and develop some institutions and put in place new ones. However, at the time when the country is seeking

to engage the fast gear for accelerated development, it has become evident that the institutions in place lack adequate capacity (human resources, facilities, equipment, technologies, networks, structures, coherent legal frameworks) to support development efforts. In addition they are in most cases not well coordinated. Therefore the government acknowledges the challenge of developing the institutions and making sure that they are operating in a framework and environment that permits their coordination especially in terms of analysis, formulation, decision, implementation, monitoring, and evaluation of policies. The following challenges are considered priority:

- i. **Managing the change process:** The very first big challenge that the government faces concerns managing process of transforming Rwanda into a well governed, development oriented society. This challenge has to do with not only coordination of all the change initiatives and institutions but also with effectively communicating changes at each phase (initiating, planning, implement, monitoring and evaluating). Every one involved must internalise the changes.
- ii. **Creating a permanent constitutional order by completing the process of making a new national constitution:** Good governance in the country must be rooted in a National Constitution not only to ensure that the Government, both at central and local levels, enjoys legitimacy from its own citizens and the international community, but also to safeguard the governance values cherished by the population through constitutional guarantees. The challenge is not only the production of a Constitution but also of searching a consensus among the elite and the entire population on the form of governance system, principles, values and practices that should guide Rwanda's future within a framework of the separation of powers, the rule of law, and protection of citizens' rights.
- iii. **Solidifying democracy by sustaining the democratization process:** The efforts the government has made towards democratizing Rwanda are mainly at the grass-root through local elections and sensitization. How these efforts will be extended depends very much on the content of the National Constitution once in place. However, the challenges of democratization are equally in the way government sustains decentralization and the involvement of civil society as structures and processes that promote and facilitate the participation of the citizens in decision-making. The Government is aware that the practice of democracy will not be implanted in Rwanda only by constitutional provisions. Therefore, there is a big challenge, even before the country gets a formal national constitution, which concerns ensuring that both the leadership and the people of Rwanda assimilate the universal values freedom, political choice, accountability, and respect for human rights on which democracy thrives. This challenge is also linked with the challenge of institutional strengthening because without strong and capable institutions of the State the practice of democracy becomes fragile.
- iv. **Sustaining the implementation of decentralization and peoples' empowerment:** The decentralization policy implementation process, which will lead to strong local governance with peoples' empowerment, has reached the crucial stage where local and central governments' institutions must have the capacity to sustain it. The challenge is now to marshal the capacity of all partners but especially central and local governments to make sure that decentralization delivers the political, social, and economic benefits envisaged and expected by the population. Government is aware that this has to be done within the constraints related to limited financial, human, and material resources.

- v. **Putting in place and operating effective and efficient mechanisms of institutional coordination and harmony:** The challenges related to institutional coordination and harmony are hard, more so because the Government has liberalized and decentralized. Decentralization and liberalization without effective coordination and control leads to chaotic management. The challenge is of ensuring that the analysis, formulation, decision, implementation, monitoring, control and evaluation of government policies are done in a harmonious and coordinated manner in a liberalized and decentralized environment. Coordination within and among the different institutions of the State and between the State and its development partners in the private and public sectors as well as civil society must be enhanced for effectiveness and efficiency.
 - vi. **Ensuring transparent and accountable management of public affairs and combating corruption in Public offices:** The government recognizes that for development projects and programmes to be effectively and efficiently implemented, and for the legitimacy and credibility of Public institutions to be maintained, management of public affairs must be carried out in a transparent and accountable manner, and corruption must be totally discouraged. The challenge is of how to promote transparency, accountability, and ethical behavior among Public officials. The Public also must equally engage in the fight against corruption and unethical behavior. This is not a matter of government alone. All institutions, public and private, must conduct their business following principles of accountability in a transparent and ethical manner. Related to this is the challenge of strengthening the capacity of institutions of control such as the Office of the Auditor general to ensure that rules, procedures, regulations and laws put in place to safeguard transparency and accountability and fight corruption are respected.
 - vii. **Human Resource Development:** Policies, programmes, institutions, however well designed and facilitated, will not yield the intended results if they are not manned by capable (adequate, knowledgeable, skilled, motivated, networked) people. No country can be more developed than its human resource. Developing a capable human resource is a challenge for both the government and each individual institution in all sectors (public institutions, private sector enterprises, civil society organizations). Government has to ensure that the country has a system of education and training that provides a pool of capable citizens that can effectively engage in development activities wherever they are employed. It also has to make sure that Public servants are trained and motivated to do their work effectively and efficiently.
 - viii. **Reforming, Professionalization and Stabilization of the Civil Service:** Reforming the Civil service has been ongoing for sometime. Beyond sustaining the reform process, the Government will face the challenge of professionalising the Civil Service, removing remuneration disparities, managing the social consequences of retrenchment, clearly separating the political and administrative functions
2. **Challenges related to unity, reconciliation, peace, and security:** The Social, political, and economic fractures suffered by the Rwanda society during the Civil war and genocide of 1994 cannot heal unless unity, reconciliation, peace and security is maintained over a very long period. The Government and the people of Rwanda as well as their development partners face a number of challenges in this respect including the following:

- i. **Sustaining the rule of law and eliminating the culture of impunity:** The country's development efforts in all sectors cannot be sustained unless everyone's life, rights and property are well protected equally under the same just laws. The government is aware that this is crucial for the encouragement of both local and foreign investment for poverty reduction. This challenge is directly concerned with the government's resolve to do the following:
 - Strengthening the capacity of the Judiciary to ensure delivery of effective, fair, speedy and accessible justice
 - Reviewing laws and making new just ones
 - Implementing the gacaca judicial system
 - ii. **Fostering national unity and reconciliation:** Disunity and hatred sapped the energies of the Rwandan people and channeled them into destructive activities culminating into genocide. The unity and reconciliation of the Rwandan people must be accomplished if their efforts have to be totally committed to development and poverty reduction activities. The Government has a big challenge of building on the achievements already realized, especially through the work of the National Unity and Reconciliation Commission, decentralized governance structures and the Gacaca judicial system, to construct a new Rwanda where people trust and work with one another for their own development.
 - iii. **Strengthening Institutions for Promotion and Enforcing Respect for and Protection of Human Rights:** The creation of the Human Rights Commission has kick-started the work of promoting and encouraging respect and protection of Human Rights in the country. However, Government recognizes the fact that Human rights are a concern of everyone at in every organization. There is a very big challenge of inculcating a culture of respect, protection and defense of Human Rights in the entire population in the country. Such a culture would be build on the understanding that rights go hand in hand with obligations and responsibilities.
 - iv. **Enhancing and sustaining peace and security:** Issues of peace and security are at the core of the creation of a conducive environment in which investment can be committed to poverty reduction and development. Insecurity is not only destructive to what has already been achieved; it also puts a halt to further investment and search for innovations. The government and people of Rwanda face the challenge of enhancing peace and security not only in the country but also in the region as a pre-condition for poverty reduction.
3. **Challenges Related to the Social Welfare of the People of Rwandan Population:** Ultimately, the governance efforts can be seen to be worthwhile only if and when the benefits include the welfare of the population. Therefore, there are a number of challenges that the Government is prepared to overcome in areas of creating human capital, environment management, conservation and land use, resettlement, gender, and information communication and technology.
- i. **Building, Accumulating and Strengthening the Human Capital:** The most important source of Rwanda is its people. Investment in human capital and developing the social capital for the country is one of the most important challenges the government is prepared to overcome in order to develop the country. Extremely important challenges in this respect are posed in the following areas:

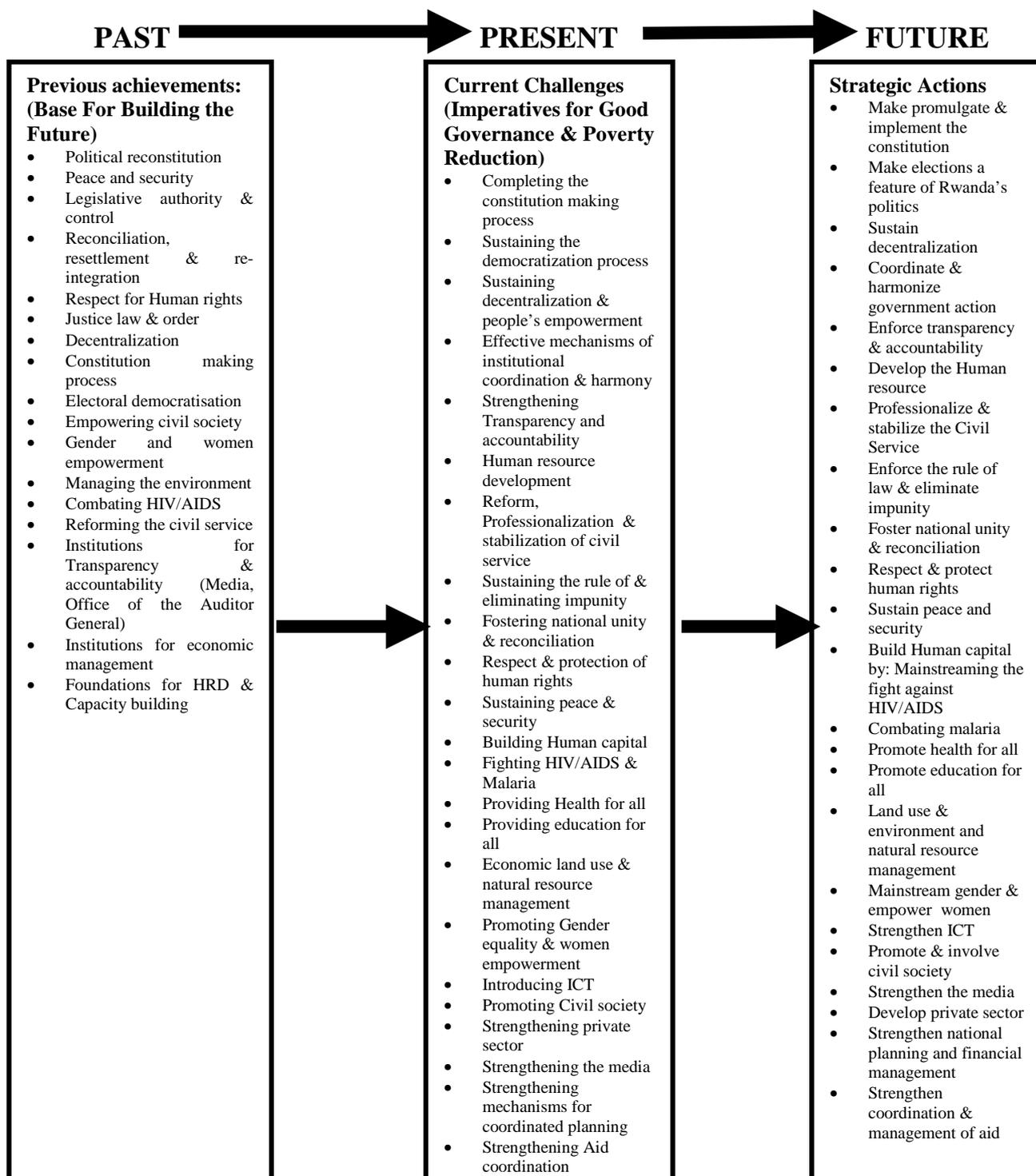
- Engaging efforts of everyone in all sectors at all levels to fight HIV/AIDS
 - Combating malaria
 - Promoting health for all
 - Ensuring accessibility to quality and appropriate education for all to eradicate illiteracy
 - Engaging the youth of the country into development activities
- ii. **Streamlining resettlement for effective and economic land use and environment management as well as Management of Natural Resource Sector:** One challenge that the Government must respond to is related to the complex environmental problems it faces. Rapid population growth, limited availability of land, poor traditional agricultural method and techniques, make it imperative that Rwanda pays particular attention to its land use, environment and the way its populations are resettled. Coupled with these is the challenge of ensuring that the institutional mechanism for managing the natural resource sector is well organized and coordinated to ensure effective land planning, mapping and environmental management.
- iii. **Mainstreaming Gender to Ensure Promotion and Attainment of Gender Equality and Women Empowerment:** The women of Rwanda have been for long excluded from participating fully in political, economic and social development of the country and have been victims of decisions made mainly by men. In order to re-engage the energies of every available Rwandan into reducing poverty the promotion of gender and empowerment of women must be one of the priorities of each and every organization at every level and in all sectors of the society.
- iv. **Strengthening the capacity to apply information and communication technology for poverty reduction and development:** It is recognized that in order to modernize the Rwandan economy and society the use of information and communication technology is paramount. Building from the existing ICT policies and strategies, the Government will endeavor to promote the use of ICT to accelerate development and economic growth, national prosperity and global competitiveness.
4. **Challenges related to the promotion and involvement of the private sector and civil society:** In analyzing the governance actors in Rwanda the Government realizes that it is not acting alone in the field of governance. For sustaining good governance for poverty reduction it has partners in the private sector and civil society. The private sector is the engine for economic growth while the civil society is a strong partner in fostering social cohesion and advocating for social and political accountability. The Government has, also acknowledged the role played by the two actors in service delivery, especially when they are well organized and motivated.
- i. **Promoting and encouraging the involving of the civil society as a means to fostering participation and partnerships:** The Government accepts the challenge of involving the Civil Society in policy dialogue and service delivery efforts in order to promote socio-political cohesion, and effective service delivery and development.
- ii. **Promoting and strengthening the media to reinforce public information, transparency and accountability:** The media is a tool that can be used or misused. Past governments misused it to the extent of directly targeting it to commit genocide. The Government now recognizes the positive role the media can play in informing people and mobilizing them for development. It also recognizes the role of the media in

fostering public accountability. The challenge here is how to strengthen the capacity of the media and channel it to development oriented work.

- iii. **Promoting the development of the private sector:** The private sector is the engine of growth for the Rwandan economy. The major challenge the government is committed to overcome is to create an environment that facilitated private sector development by, among other things, removing the constraints caused by excessive bureaucracy, inadequate capacities.
5. **Challenges related to strengthening economic planning and management:** The Government recognizes the fact that planning transcends pure economic matters to include issues relate to resource mobilization, aid coordination, harmonization of local and central planning, collaboration between public and private sectors as well as monitoring and evaluation of plans and policies. The challenges related to this are in the areas of national planning and aid management and coordination.
- i. **Strengthening Capacities and Mechanisms for Coordinated and Integrated National Planning:** National planning is a tool for economic stability, transparency, and effective coordination of resources necessary to ensure efficiency and coherence of overall strategy. There is a big challenge of ensuring that both in central and local governments institutions, planning is done in a coordinated, integrated and participatory manner to include issues of good governance.
 - ii. **Streamlining and strengthening aid management and coordination:** Rwanda is still strongly dependant on foreign aid both for its recurrent and development expenditures. Fortunately development partners and donors both bilateral and multilateral have been very supportive to the country's efforts to be back on the development track. However, there is a challenge related to the management and coordination of the aid the country has been receiving from its partners. This challenge calls for initiatives and creativity to establish and operate mechanisms and structures that will ensure a framework for implementation partnerships among donors, Government, Civil society organizations, and private sector enterprises so that aid responds to identified priority needs and duplication and confusion are avoided to promote efficiency in the deployment and utilization of the aid the country receives.

3.0: STRENGTHENING GOOD GOVERNANCE FOR POVERTY REDUCTION: PRIORITY THEMATIC AND ACTION AREAS

In light of Rwanda's vision of good governance, its poverty realities, achievements and challenges identified above, the following will be the priority areas where the Government with its partners in the private sector and civil society will concentrate action to strengthen good governance for poverty reduction in the next five years.



1. Priority Strategic Areas related to Institutional Strengthening and Coordination:

In order to ensure that Governance in Rwanda is rooted in strong well-coordinated institutions, the strategic priority actions are:

Strengthening constitutionalism as the guiding practice of the country's governance life.

Purpose:

The major purpose is to ensure that everyone's action is done in accordance with the agreed constitutions and all institutions exist and perform within a constitutional framework

Objectives

- To build the capacity of Constitutional commission (in term of its Human resources, systems, facilities, equipment, and information technology) to enable it perform its functions effectively and with efficiency.
- To make to sensitize the entire population on the content use and necessity of the new constitution
- To make sure that there is an agreed national constitution and other laws which guarantees separation of powers, lays out clear norms and values to guide the governance of the country, and provides guarantees for respect and protection of human rights and freedoms

Constraints

The following constraints are being faced in the process of making a new national constitution:

- Inadequate financial and material resources
- Difficulties in getting transportation to do fieldwork for consultations and sensitization
- Lack of the necessary personnel due unattractive working conditions and short tenure of the commission.
- Difficulties in consulting Rwandans in the Diaspora especially those who are in Refuge camps and who have no access to the internet
- The discord between the availability of the necessary resources and the time schedule in which the constitution making process must be completed.
- High levels of illiteracy

Actions

Complete the constitution-making process to enhance legitimacy and provide permanent foundation for good governance

- Support the Legal and Constitution Commission to implement the plan and schedule for producing the national constitution.
- Training and sensitization of both the Commissions members, personnel and the population
- Consulting the population to collect views and opinions on the constitution
- Drafting and validating the constitution
- Conducting a referendum for the adoption of the constitution
- Administering the last period of the transition and harmonization of laws with the new constitution

Expected outputs:

- National Constitution.
- Harmonized laws that are in line with the provisions of the new constitution
- Strong National Constitution Commission

Sustaining the Promotion and Strengthening of Electoral Democracy

The elections that have been conducted at the local level plus the establishment of the electoral commission to spearhead the development of electoral culture in the country will be used as building blocks to strengthen electoral democracy both as a principle and a practice of good governance in the country

Purpose:

The purpose is to empower the Rwandan population to determine their leaders through elections

Objectives

- To ensure the empowerment of the people to choose political leaders and hold them accountable.

- To ensure effective and efficient conduct of elections so as to provide a framework and a practice for peaceful free and fair political succession at all levels that are free and fair.
- To strengthen the capacity of the electoral commission to execute its function effectively and efficiently.
- To enlighten the population on their rights and obligations to participate in elections and uphold electoral democracy.

Constraints

- Insufficient human, financial, and material resources
- Indifference of certain political and socio-professional groups interest groups to electoral processes
- Partisan attitudes and actions of some administrative and political leaders during the electoral process.
- Inadequacies in electoral laws.
- High level of illiteracy in the population
- Low confidence due to mal practices in the previous elections

Actions

Strengthen the capacity of the
electoral commission to
support the electoral
democratization process

- Provide sufficient budgetary provisions to the electoral commission
- Mobilize resources from development partners and donors fro supporting the work of the commission
- Strengthen the personnel capacity of the electoral commission through appropriate training
- Always provide the right legal framework for elections at the appropriate time to enable elections to be planned and conducted in time and efficiently
- Enhance civic education to educate the population about electoral democracy
- Put in place a legal framework to enforce impartiality among political and administrative leaders involved in electoral operations
- Formulate an equitable legal framework for elections

Output:

The major following are the major outputs:

- A strengthened electoral commission to sustain the democratization process
- A sensitized population that will effectively participate in and defend electoral democracy. Democracy cannot survive without the support of a population made up of democrats
- A legal framework that will support the conduct of periodic free and fair elections at both central and local levels

Sustaining and strengthening decentralization and people's empowerment

Purpose:

The overall purpose of the decentralization policy is to ensure political, economic, social, managerial/administrative and technical empowerment of local populations to fight poverty by participating in planning and management of their development process.

Objectives

- To enable and reactivate local people to participate in initiating, making, implementing, and monitoring decisions and plans that concern them taking into consideration their local needs, priorities, capacities and resources by transferring power, authority and resources from central to local government and lower levels.
- To strengthen accountability and transparency in Rwanda by making local leaders directly accountable to the communities they serve and by establishing a clear linkage between the taxes people pay and the services that are financed by these taxes.
- To enhance the sensitivity and responsiveness of Public Administration to the local environment by placing the planning, financing, management, and control of service provision at the point where services are provided, and by enabling local leadership develop organization structures and capacities that take into consideration the local environment and needs.

- To develop sustainable economic planning and management capacity at local levels that will serve as the driving motor for planning, mobilization, and implementation of social, political, and economic development.
- To enhance effectiveness and efficiency in the planning, monitoring, and delivery of services by reducing the burden from central government officials who are distanced from the point where needs are felt and services delivered.

Constraints :

- Inadequate human capacities at both central and local government levels in terms of numbers, knowledge, skills, attitudes and networks
- The management and administration systems at both the central and local government levels are not yet in place and where they are in place they are not yet mastered by those that operate them
- The local governments that have been created lack appropriate infrastructure to support their effective operations
- Information and communication technology is inadequate
- Tools and equipment are inadequate
- Some officials in various sectors still believe in centralized systems
- There is still an attitude of dependency on the central government on the part of the local governments
- Coordination among the various player in implementation of decentralization is inadequate
- Financial resources at local levels are very inadequate
- The process of transferring powers to local governments is still being pushed from the top instead of being demanded from below

Actions :

Strengthen capacities at central and local levels for sustaining the implementation of the decentralization policy and people's empowerment

- Build and strengthen the capacities (human, material, financial, and systems) of newly created local governments and administrative units as well as of the central government bodies responsible for implementing the decentralisation policy to sustain the process to decentralized governance

- Mobilize resources for funding the local governments common development fund
- Reviewing existing laws to remove contradictions between them and decentralization
- Design and implement an effective coordination mechanism to support the coordination of all development partners and service delivery actors at all levels involved in decentralization
- Design and operationalize sectoral decentralization programs
- Periodically evaluate the achievements made in decentralization and conduct forward planning to ensure that there is no slippage in the process

Outputs:

- Empowered population capable of shaping their destiny
- Transparent mechanisms and accountable leadership
- Good efficient collaboration between central and local governments.
- Strengthened capacity at central government and local government levels to sustain decentralized democratic governance.
- Laws that are in harmony with the decentralization laws.
- Coordinated sectoral decentralization programs

Effective and efficient coordination and harmony of policies and actions of government

Purpose

The overall purpose is to ensure harmonious and coordinated analysis, formulation, decision, implementation, monitoring, and evaluation of government policies and government action

Objectives

- To review laws that spell out functions and structures of different government institutions and remove overlaps and malfunctions
- To design systems and structures that facilitate coordination of government action
- To design and operate communication systems that facilitate flow and sharing of information for coordinated and harmonious planning, implementation, monitoring and evaluation of government policies, programmes, and programs.

Constraints

- Some overlaps in some of the institutions
- Inadequately trained personnel
- Inadequate flow and sharing of information among the various government institutions



Strengthen capacities for coordinated and harmonious analysis, formulation, decision, communication, implementation, monitoring, and evaluation of government policy and action

Actions

- Review the laws that govern various government institutions and remove overlaps
- Strengthen the capacities of personnel to ensure availability of knowledge, skills, attitudes and networks necessary for coordination
- Design communication systems that facilitate sharing and flow, collection, analysis, storage, retrieval and use of data and information
- Provide equipment and facilities that promote the application of modern information technology and communication in government business

Outputs:

The major outputs will be:

- Reviewed government laws that contain no overlaps
- Strengthened personnel capacity in Ministries especially in the Office of the Prime Minister, President's office and all coordination ministries
- Appropriate communication systems that facilitate sharing of information
- Electronic computerised government operations

Enforcing transparency and accountability and fighting corruption

Purpose

- The overall purpose is to ensure transparent and accountable management of public affairs, discourage unethical behaviour and safeguard the legitimacy and credibility of government and its institutions in the eyes of the Rwandan people as well as the international community

Objectives:

- To strengthen the capacities of institutions responsible for enforcing transparency and accountability such as the Office of the Auditor General, the Inspector of government, the Media, etc to enable them execute their functions effectively
- To enact laws and codes of conduct that support the enforcement of transparency and accountability in Public offices
- To design information systems and communication and management practices that open Public offices to scrutiny to promote transparency

Constraints

- Inadequate capacities in terms of personnel (skills, knowledge, attitude, networks etc), systems, institutions, etc for enforcing accountability
- Inadequate laws and codes of conduct to enforce certain aspects of transparency and accountability
- Inadequately developed media especially investigative journalism

Actions

Strengthen the capacities of institutions responsible for enforcing transparency, accountability and unethical behavior, including the media

- Review all institutions of transparency and accountability in order to remove overlaps and inconsistencies
- Strengthen the capacities of institutions charged with promoting and enforcing transparency, accountability, and ethical behaviour in the Public service.
- Enact laws and codes that facilitate the enforcement of transparency and accountability and support the fight against corruption
- Strengthen the capacity of the media especially in Public information and investigative journalism
- Sensitize the general Public on the dangers of corruption
- Design a comprehensive and integrated strategy to promote transparency, accountability, fight corruption and mainstream ethics in all organizations and sectors.

Outputs:

- Strengthened capacities of Institutions responsible for transparency and accountability

- Laws and codes to enforce transparency and accountability
- Strengthened capacity of the media in public information and investigative journalism
- Sensitized public on the dangers of corruption
- An integrated comprehensive national strategy to promote transparency, fight corruption and mainstream ethics and integrity in all organisations in all sectors

Human resource Development

Purpose:

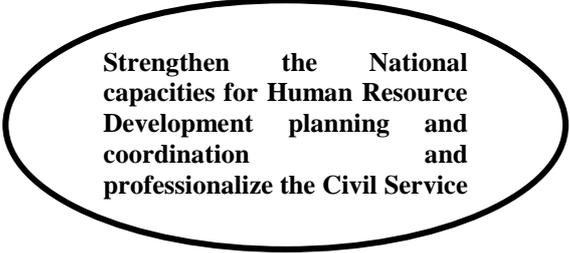
The purpose is to ensure that the country has at its disposal a pool of human resources who are knowledgeable, skilled, motivated, and well equipped to support the analysis, planning, implementation, management, monitoring, and evaluation of Public policies and service delivery and support the overall development effort in all sectors and at all levels

Objectives:

- To ensure quality and appropriate formal education and training in Rwanda
- To streamline, coordinate and harmonize the efforts and activities of HRD in the country
- To ensure the availability of a high quality effective, efficient, responsive, accountable and performance oriented Public Service both at central and local government levels.

Constraints:

- Shortage of qualified personnel in all fields
- Lack of a clear policy to guide Human resource development in the country
- Lack of effective and efficient training institutions (including management development institutions)
- Poor remuneration and career development for Public servants including teachers
- Inadequate facilities and equipment

Actions:

Strengthen the National capacities for Human Resource Development planning and coordination and professionalize the Civil Service

- Identify the needs Human resource development needs.
- Reviewing the orientation of formal education and training institutions with a view to align them with the current and future needs of the nation
- Sustaining the civil service reform process with focus on creating a stable professional Civil Service
- Encouraging continuing education, distance learning, for professional development
- Preparing a medium and long-term strategy for human resource development
- Strengthening the capacity of the Information and communication technology Agency to support the development of ICT in the country
- Establishing the Human resource development agency to spearhead the development of coherent human resource development policies in the country
- Strengthen the capacity of training institutions (including management development institutes such as the RIAM and KIST)

Outputs:

- Identified national human resource development needs that are expressed in an overall human development strategy
- Strengthened capacity of the Information and Communications Technology Agency
- Established and strengthened Human Resource Development Agency
- Strengthened capacity of the public Service at all levels

2. Priority Strategic Areas related to National Unity, reconciliation, peace and security.

The rule of law and elimination of impunity

Purpose

The purpose is to instill the culture of the rule of law in the country and ensure the elimination of the culture of impunity that led to the genocide in the country

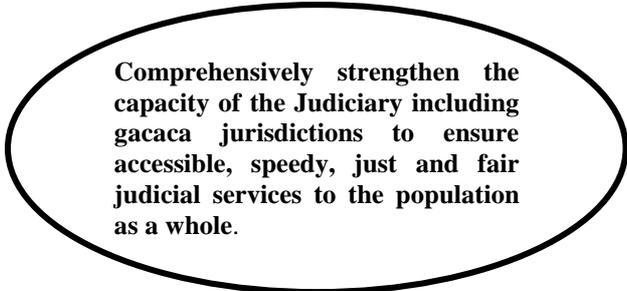
Objectives:

- To strengthen the capacity of the Judiciary and ensure effective delivery of fair, speedy and accessible justice
- To review and reform laws to ensure just and enforceable laws that are in line with good governance
- To strengthen the capacity to enforce popular and participatory justice through the gacaca jurisdictions
- To review the structure of the judiciary to promote its responsive management and accountability

Constraints

- Inadequate judicial personnel in terms of numbers and quality
- Inadequate facilities (e.g. some buildings are not yet rehabilitated) and equipment
- Inadequate financial resources
- Inadequate logistical and administrative support for the running of the gacaca jurisdictions

Actions



Comprehensively strengthen the capacity of the Judiciary including gacaca jurisdictions to ensure accessible, speedy, just and fair judicial services to the population as a whole.

- Recruitment and training of the personnel of the Judiciary including those to manage the Gacaca jurisdictions

- Sustain rehabilitation of the facilities and provide new ones
- Review and revise legal system and laws
- Restructuring of the Judiciary

Outputs:

- Sufficient and trained personnel in the Judiciary and in Gacaca jurisdictions
- Rehabilitated and constructed facilities of the Judiciary
- Reviewed and revised legal system and laws
- Restructured Judiciary

National Unity and Reconciliation

Purpose:

The purpose is to ensure that the people of Rwanda are reconciled, united and trusting to one another so as to re-channel their energies and work together for poverty reduction and general development

Objectives

- To promote on a sustained basis the unity and reconciliation of the Rwandan people
- To sensitize the population on unity and lay a permanent foundation for a united Rwanda
- To provide advice and view into making of laws that promote unity and reconciliation
- To monitor the observance and respect of policies of national unity and reconciliation
- To develop capacity for conflict transformation and management in all sectors

Constraints

- Lack of a common vision of unity and reconciliation on the part of most Rwandans including leaders
- Negative attitudes regarding unity and reconciliation work.
- The legacy of the 1994 genocide and the problems related to it.
- Lack of a clear status of the NURC

Actions

Strengthen and develop capacity at institutional, policy, and community levels to engage in promotion of National Unity and reconciliation taking advantage of decentralization, democratization and community development programmes

- Capacity building for the National Unity and Reconciliation Commission
- Strengthen and intensify Civic education
- Capacity development for Conflict transformation, management and mediation
- Promoting community initiatives
- Amend the NURC law

Outputs:

- Strengthened capacity of the National Unity and Reconciliation Commission
- Amended NURC law
- Civic education

Respect for and protection of Human Rights

Purpose

The purpose is to have a Rwandan society in which each individual lives in peace, harmony and fully enjoys his / her Human Rights

Objectives

- To ensure that the Rwandan population understand and appreciate their Human Rights and obligations so as the culture of respect for human rights is gets rooted in Rwanda
- To prevent Human Rights violations
- To investigate the causes of past Human Rights violations
- To ensure that the national and international principles of human rights are upheld and that the culture of impunity is banned
- To eventually prosecute against Human Rights violations

Constraints

- A legal framework for the Human Rights Commission that is too general leaving the role not clear
- A Status of the members of the Human Rights Commission that is not clear

- Inadequate financial and material resources

Actions

Strengthen the capacity of the Human Rights Commission and support the implementation of its action programmes of Human Rights protection, promotion, and monitoring:

- Amend the law establishing the Human Rights Commission to improve its effectiveness in executing its roles.
- Provide adequate financial and material resources to permit the Human Rights commission execute its functions and implement its action programme of Human Rights protection, Human rights Promotion and Human Rights monitoring.

Outputs:

- An amended law establishing the Human Rights commission
- Strengthened capacity of the Human Rights commission
- Sensitized population about Human Rights

Peace and Security

Purpose

The purpose is to ensure a peaceful and secure environment, for both people and property, in which national and foreign resources can be mobilized for investment and poverty reduction initiatives.

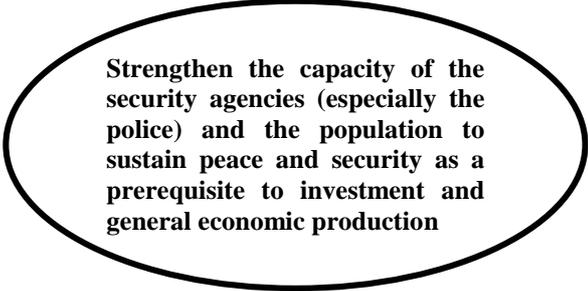
Objectives

- To strengthen the capacity of the Security Agencies (especially the police) to sustain the peace and security of Rwanda
- To engage the demobilized soldiers in development and poverty reduction activities
- To engage the Rwandan population in matters of ensuring their security and maintaining peace
- To sensitize the population on matters of peace and security and community policing

Constraints

- Inadequate capacity of security agencies
- Inadequately sensitized population
- Inadequate involvement of the population in matters of peace and security
- Inadequate resources to effectively conduct civic education
- Inadequate resources to train and integrate demobilized soldiers into production

Actions



Strengthen the capacity of the security agencies (especially the police) and the population to sustain peace and security as a prerequisite to investment and general economic production

- Reinforce the human training for security agencies,
- Initiate, introduce, sensitize and reinforce, in collaboration with the police and through, local and regional cooperation the fight against crime,
- Develop a good integrated strategy for demobilization and re-integration
- Encourage the Commission on Demobilization and re-integration to collaborate with stakeholders in order to involve demobilized soldiers in developmental activities,
- Promote grass-root consultations on values of peace and tolerance,
- Develop a new strategy concerning the reintegration of all ex-combatants,
- Encourage the population to be involved and participate in community police work,
- Mobilize resources required to improve the skills and provide equipment for the police,
- Strengthen the capacity of the police and provide infrastructures and facilities,
- Reinforce civic education programs.

Outputs:

- Strengthened Human capacity of the security agencies (Police and the Military)
- An integrated strategy for demobilisation and re-integration
- Increased grass-root consultations on values of peace and tolerance

- Community participation in police work
- Strengthened capacity (materials, facilities, equipment) of the police

3. Priority Strategic Areas related to the Social Welfare and Empowerment of the Rwandan Population

Building Human capital

Purpose

The purpose is to ensure that the Rwanda population is healthy, well educated, informed, knowledgeable and skilled to support and manage the poverty reduction and development process.

Objectives:

- To ensure accessibility to high quality and relevant formal education and significantly reduce illiteracy
- To ensure accessibility to quality and relevant professional and vocational training to various social group.
- To ensure accessibility to quality health services for all
- To mainstream the fight against HIV/AIDS in all sectors, institutions and all levels in governance and poverty reduction programs
- To combat malaria and malnutrition across different population groups.
- To engage the youth and other economically active groups tap their energies and creativity into poverty reduction activities

Constraints

- Inadequate capacities for providing quality education and health for all
- Insufficient capacity to mainstream HIV/AIDS in all policies and programmes of good governance and poverty reduction
- Inadequate mechanisms for assisting vulnerable groups
- Inaccessibility to ICT by both rural and urban communities, especially the poor.

Actions

Develop and strengthen national, local and grass-root capacity to access education, health and ICT for all especially the poor and to mainstream the fight against HIV/AIDS in all policies, programmes and projects of good governance and poverty reduction

- Reinforce access to quality and affordable education and health at all levels (facilities by strengthening organizational capacity at the grass-root mutuelles de sante, private schools, education cost-sharing),
- Improve and empower human capacities through better articulated methods of functional literacy, professional and vocational training.
- Intensify the fight against HIV/AIDS and mainstream it into all policies, programmes, and projects of good governance and poverty reduction
- Improve measures to prevent malaria,
- Promote ICT and make it accessible to urban and rural populations,
- Create strong mechanisms for assisting vulnerable groups in emphasizing strong mutual interactions such as the tontines, alternative loans, etc.
- Provide functional literacy reading materials and establish resource centers at community level and create a culture of reading.

Outputs:

- Increased accessibility to quality and affordable education and health at all levels
- Increased and improved functional literacy and professional vocational training
- Mainstreamed HIV/AIDS activities in all governance programmes and projects
- Accessible ICT in urban and rural areas
- Improved malaria prevention
- Strong mechanisms (e.g. tontines and alternative loans) for assisting vulnerable groups
- Established and strengthened resource centers at community level.

Land use, Environment, Resettlement and Management of Natural Resources

Purpose

The purpose is to ensure resettlement patterns, land use planning and methods, environment and Natural resource management that will ensure productivity, sustainability and equity while at the same time permitting the population to fully engage in poverty reduction activities.

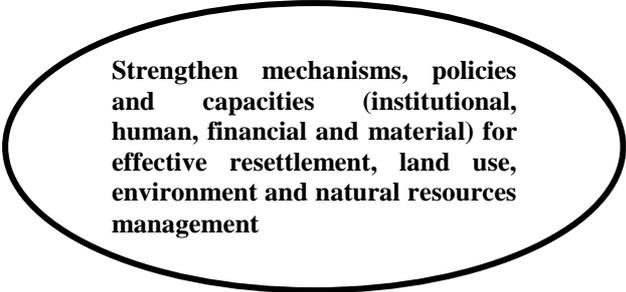
Objectives:

- To ensure settlement patterns which will facilitate effectiveness, efficiency, and accessibility in infrastructure and service delivery and free land for economic production
- To develop opportunities for off farm employment
- To avail agricultural land as collateral for credit
- To strengthen mechanisms for environmental management and conservation
- To strengthen capacities for land use planning and environment management

Constraints

- A culture which is not generally conducive to respect of the environment
- Agricultural methods that are largely traditional which facilitate soil erosion
- Lack of guidance for the population in matters of environment management and protection
- Inadequate relevant human resources
- Inadequate financial resources
- Demographic pressure

Actions



Strengthen mechanisms, policies and capacities (institutional, human, financial and material) for effective resettlement, land use, environment and natural resources management

- Settle and resettle the Rwandan farmers into grouped village settlements popularly known as “IMIDUGUDU”,
- Develop opportunities for off-farm employment,
- Make available more land for agricultural production,
- Avail agricultural land for use as collateral for credits,

- Facilitate provision of infrastructure and services such as water, roads, schools, health facilities to rural areas,
- Facilitate improved security and resettle the returnees as well as those internally displaced during war and genocide.,
- Improve the above taking into account gender mainstreaming perspectives.
- Strengthen institutional mechanisms and promote environmental management mechanisms,
- Sensitize people about importance of environmental protection,
- Create and set up two institutional frameworks to address the daily implementation and management of environmental and related issues, and for the protection of environment (Rwanda Environment Management Authority –REMA-, and the Survey Mapping and Cadastre),
- Strengthen institutional mechanisms to carry out the national master plan for land use and management.
- Mainstream environment concerns in policies, programmes, and projects of good governance and poverty reduction
- Control population pressure on the environment through relevant population programs
- Put in place a legal framework that ensures security of tenure and use of land

Outputs

- Increased and improved grouped village settlements popularly known as “IMIDUGUDU”,
- Opportunities for off-farm employment
- More land available for agricultural production
- Agricultural land used as collateral for credits
- Increased and improved infrastructure and services such as water, roads, schools, health facilities to rural areas,
- Improved security and resettled returnees as well as those internally displaced during war and genocide
- Gender main-streamed in all governance poverty reduction policies, programs, projects and activities.
- Sensitized population about importance of environmental protection
- Created and strengthened Rwanda Environment Management Authority (REMA), and the Survey Mapping and Cadastre mechanisms
- A legal framework that ensures security of tenure and use of land
- Mainstreamed environment concerns in policies, programmes, and projects of good governance and poverty reduction

Gender and empowerment of women

Purpose

The purpose is to ensure gender equality and empower women to participate fully in and enjoy the fruits of development

Objectives

- To increase women's effective representation in decision-making organs at all levels of society
- Increase women's access to and control over resources
- To develop norms and values that foster a gender sensitive society
- To strengthen the capacity for gender analysis and planning
- To ensure that gender concerns are mainstreamed in all policies, programs, and legal instruments.

Constraints

- Low representation of women in decision-making positions
- Inadequate data that is desegregated by sex
- Relatively lower rates of literacy of women
- Inadequate technical capacity to integrate gender in planning and budgeting
- Social, cultural values that perpetuate resistance to gender equality
- Inadequate financial resources
- Relatively higher rates of poverty among women

Actions



Strengthen national, institutional, social, technical, financial, and material capacities for mainstreamed gender equality and women empowerment

- Support the Ministry responsible for gender to coordinate and facilitate the implementation of the National gender policy.
- Strengthen the capacity (human, material, financial, facilities, equipment, ICT etc) of institutions responsible for championing the promotion of gender equality and empowerment of women

- Continue ensuring gender equality and promote gender equity in all domains,
- Promote women education and training at all levels
- Sensitize the population on gender concepts as a development tool.
- Build the capacity of women to effectively participate in the decision making processes and structures
- Mainstream gender equality in all policies, programs, and projects of good governance and poverty reduction
- Promote research and documentation on gender issues and develop a data bank
- Continue to support micro-credit schemes targeting women at District and Sector levels.

Outputs:

- Strengthened capacity of the Ministry responsible for gender
- Strengthened capacity of all institutions responsible for championing gender
- Increased and improved women training at all levels
- Sensitized population about gender concepts
- Strengthened capacity of women to effectively participate in decision-making
- Gender equality mainstreamed in all policies, programs and projects of good governance and poverty reduction
- A databank on gender issues
- Increased and improved micro-credit schemes targeting women at District and Sector levels.

Information Communication and Technology (ICT)

Purpose

The purpose is to modernize governance of the Rwandan society using information and communication technologies (ICTs) as a tool for speedy, cost effective, coordinated and efficient planning, implementation, monitoring, and evaluation of development and enable the country to tap the benefits of globalization via ICT and become competitive.

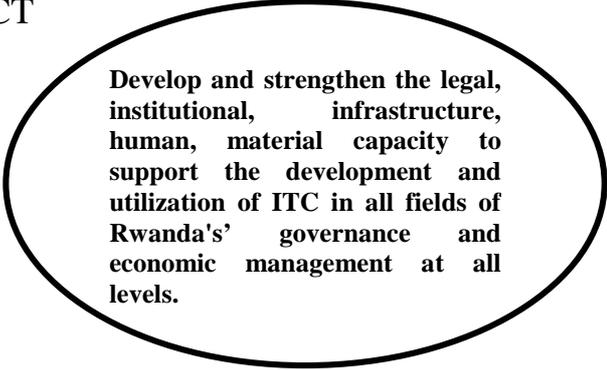
Objectives

- To transform Rwanda into an IT literate nation,
- To promote and encourage the development and utilization of ICTs within the economy and society,

- To facilitate the process of national reconciliation and reintegration by promoting social and cultural interactions within the society using ICT

Constraints

- Inadequate ICT infrastructure
- Inadequate Human capacity to champion the development and utilization of ICT
- Inadequate legal and institutional environment to support the development and utilization of ICT



Develop and strengthen the legal, institutional, infrastructure, human, material capacity to support the development and utilization of ITC in all fields of Rwanda's' governance and economic management at all levels.

Actions

- Train and develop the necessary human resource to spearhead the development of the utilization of ICT
- Improve the information and communication infrastructure of Rwanda,
- Transform the educational system using ICT with the aim of improving accessibility, quality and relevance to the development needs of Rwanda so as ,
- Improve the human resources development capacity of Rwanda to meet the changing demands of the economy,
- Develop the legal, institutional and regulatory framework and structures required for supporting the deployment and utilization of ICTs within the economy and society,

Outputs:

- Trained human resource for developing utilization of ICT
- Improved information and communications infrastructure
- A legal and institutional framework for supporting development and utilization of infrastructure

4. Priority Strategic Areas Related to the Promotion of the Private Sector and Involvement of Civil Society

Involving Civil Society Organizations and the media

Purpose

The purpose is to encourage and promote the growth of civil society organizations including the media as a way to foster democratization, public information, accountability and participatory planning and service delivery.

Objectives

- To foster civic participation in policy planning processes
- To promote the growth of civil society organizations as a way of encouraging economic initiatives at grass-root level and to supplement government efforts in service delivery
- To encourage civil society organizations to target their services in a more focused and specialized manner
- To liberalize the media and promote the development of its professionalism, responsibility, and accountability to society
- To provide for a for frank exchanges and accommodate various views and opinions

Constraints

- Incomprehensive and some contested areas in State/civil society relations.
- Inadequate own financial resources for national and international civil society organizations working in Rwanda leading to dependence
- Lack of managerial and negotiation capacities for national civil society organizations.
- Lack of effective coordination for a
- Lack of focussed missions and mandate

Develop and strengthen the capacity of CSOs including the media to enable them play their role in democratization, accountability, public information, education, mobilization and service delivery.

Actions

- Develop a centralized and integrated database containing comprehensive information on Rwandan CSOs including their current areas of activities, expertise and proven capabilities,
- Engage consultation and dialogue to identify areas in the law on association for revision on the basis of mutual interest,
- Establish Coordination forums with agreed mandates to bring together CSOs on a regular basis and to enable them participate more in drafting and debating public policies.
- Encourage the reinforcement of capacity in CSOs, to organize, to be informed, and to participate in policies and laws relating to their mandates and activities,
- Support local associations and encourage their efforts to mobilize local resources so as to reduce dependency on external financing,
- Speed up the finalization of the media legislation which foresees the liberalization of radio broadcasting.
- Avail more radio air space (if necessary a new channel) for enabling CSOs to get greater opportunity to broadcast.
- Put in place a national communications policy

Outputs

- Central integrated data bank on civil society organisations in the country
- Revised law to promote mutual interests of Public sector and civil society
- Civil society Organisations Coordination forums
- Legislation liberalizing the media
- More radio space for Civil society organizations to broadcast
- A national communications policy

Facilitating the development of the private sector

Purpose

- The purpose is to ensure that the Public sector and the private sector have a common understanding and vision whereby the Public sector plays the role of facilitating the growth and development of the private sector as the engine of economic growth.

Objectives

- To constantly bring together the private sector and the Public sector into dialogue on policies of mutual concern
- To remove the bureaucratic obstacles that slow down or hinder investment initiatives
- To strengthen the capacity of the Public service to respond to the needs of private sector development and business promotion

Constraints:

- Weak understanding and contradictory interests between the public and private sector,
- Lack of facilitation mentality in the public sector,
- Low skilled personnel
- Insufficient creative spirit in the private sector
- A private sector that is not developed enough to absorb the people that are leaving the Public Service
- A narrow domestic market
- Over concentration of investment in urban sectors at the expense of the rural sectors

Actions

Develop and strengthen the national capacity of both public and private sector to respond to the needs of private sector development as an engine for economic growth

- GOR will create an enabling environment for private sector to facilitate investments
- Develop the capacity of government Public Servants to dialogue with and be responsive to the needs of the business and industry for private sector development

- Strengthen the capacity of the Rwanda Investment Promotion Agency (RIPA),
- Improve the education system by incorporating in the curriculum the teaching of entrepreneurship, business management and ICT
- Encourage private sector entrepreneurs to promote regionalization in economic production and tap the benefits of the comparative advantages of different regions of the country.
- Encourage the private sector to engage in programs of human resource capacity building.

Outputs:

- An enabling environment for private sector to facilitate investments
- Strengthened capacity of government Public Servants to dialogue with and be responsive to the needs of the business and industry for private sector development
- Strengthened capacity of the Rwanda Investment Promotion Agency (RIPA)
- Improvement in the curriculum to include the teaching of entrepreneurship, business management and ICT
- Regionalization in economic production to tap the benefits of the comparative advantages of different regions of the country.
- Strengthened programs of human resource capacity building in private sector enterprises

5. Priority Strategic Areas related to Strengthening Economic Planning and Financial Management

Coordinated and Integrated National Planning

Purpose

The purpose is to ensure economic stability, transparency, and effective coordination, mobilization, and deployment of scarce resources so as to achieve coherence with overall development strategy

Objectives

- To ensure that planning is taken as priority at all level of governance
- To strengthen the capacities of agencies responsible for planning
- To strengthen the statistics, data gathering and information for supporting the planning process

- To ensure effective monitoring and evaluation of governance and poverty reduction programs
- To ensure proper integration of all planning tools

Constraints

- Inadequate Human capacity for planning
- Lack of reliable data and information to support planning
- Lack of indicators to track performance on good governance
- Insufficient participation of stakeholders in the planning process
- Lack of understanding of the overall planning framework
- Inadequate information sharing among government departments and agencies on various initiatives



Develop and strengthen capacities for participatory, coordinated and integrated national planning with monitoring indicators for good economic governance

Actions

- Adopt planning as a national priority
- Strengthen capacities at all levels, setting up and implementing follow-up and evaluation mechanisms to monitor and harmonize central and local plans and ensure participation of all stakeholders,
- Ensure that all the planning processes will be integrated within the framework of Rwanda's Vision 2020,
- Reinforce capacity of the national statistics to provide relevant information to support formulation of policy, monitor and evaluate policy and program impact on good governance and to collect and analyze poverty trends,
- Development of 'economic good governance indicators' to enable tracking of the progress regarding the implementation of good governance policies within the PRS framework.
- Develop mechanisms to ensure integration of planning tools

Outputs:

- Planning as a national priority
- Strengthen capacities for planning, implementation, monitoring and evaluation at all levels
- Strengthened capacity for national statistics
- Indicators of economic good governance

- Strengthened mechanism for integrating all national planning tools.

Aid management and coordination:

Purpose

The purpose is to ensure transparent, effective, efficient, and economic coordinated mobilization, deployment, utilization and accountability of the aid received by the country

Objectives

- To put in place mechanisms for implementing coordination of aid and partnership.
- To strengthen capacity for mobilization and management of aid
- To ensure transparency and accountability in the utilization of aid
- To build up donor confidence to allow use of sector wide approaches and budget support

Constraints

- Inadequate coordination of aid
- Insufficient human capacity at various levels of central and local governments to manage aid
- Inadequate partnerships in implementing aid financed projects and programs
- Poor donors' understanding of the Rwandan context
- Poor coordination amongst donors
- Donors' practices and bureaucracy which cause difficulties in accounting and coordination

Action



Develop and strengthen capacities for effective and efficient mobilization, deployment, coordination, and management of aid

- Strengthen capacity at all levels of institutions dealing with resource mobilization, coordination and management,
- Strengthen coordination mechanisms among donors and between government and the donor community,

- Support and operationalize the community development fund by promoting rapidly and urgently a related legal framework,
- Encourage investments initiatives related to income generating programs and activities.
- Develop a shared understanding of the complexity of the country's situation between the government and aid providers
- Support the creation of a framework for regular consultations between all development stakeholders including mechanisms for external intervention in the context of PRSP and MTEF,
- Support the design, development and elaboration of sectoral policies and strategies coherent with the PRS and the establishment of coordination mechanisms within principal sectors,
- Encourage decentralized development cooperation (North-South and South-South).

Outputs:

- Strengthened capacity for resource mobilization coordination and management
- Strengthened coordination mechanism among donors and between government and the donor community
- Legal frame work and operationalization of the Community Development Fund
- Framework for regular consultations between all development stakeholders
- Appropriate mechanisms for external intervention in the context of PRS and MTEF
- Sectoral policies and strategies coherent with PRSP
- Increase in decentralized North-South and South-South development cooperation

Financial Management

Purpose

The purpose is to ensure appropriate use of funds flowing through government systems in order to have transparency and accountability and to build the confidence of stakeholders to engage more in providing resources for developing the Rwandan economy

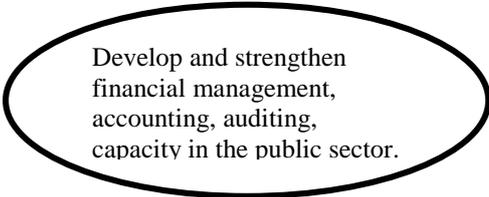
Objectives

- To strengthen government accounting and auditing systems
- To supply timely, accurate and up-to-date financial information to stakeholders and facilitate their planning, monitoring and evaluation.

Constraints

- Inadequate personnel that are skilled in accounting and financial management
- Inadequate financial management systems
- Lack of sharing of financial information amongst stakeholders
- Inadequate facilities and equipment

Actions



Develop and strengthen financial management, accounting, auditing, capacity in the public sector.

- Review existing financial management and accounting systems in government
- Design and operate appropriate financial management and accounting systems
- Strengthen the capacity for internal and external audit
- Train accounting and financial management personnel
- Provide facilities and equipment that support and facilitate effective financial management and accounting in government.
- Review the fiscal and financial framework for decentralization
- Promote computerized accounting and financial management in the entire public sector.

Outputs:

- Appropriate financial management and accounting systems
- Strengthened capacity of internal and external audit
- Trained financial management and accounting personnel
- Strengthened capacities (facilities, equipment and infrastructure that support financial management and accounting in government
- Appropriate financial and fiscal framework for decentralization
- Computerized accounting and financial management in the public sector.