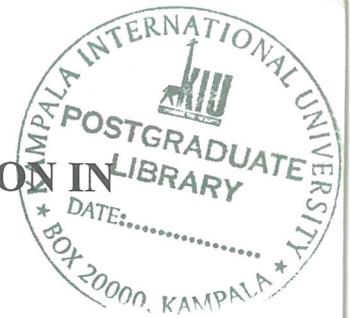


**DECENTRALIZATION AND POVERTY REDUCTION IN
BUTARE PROVINCE; RWANDA.**



**BY
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MADAM/8693/51/DU**

A dissertation submitted to the school of postgraduate studies in partial fulfillment of the requirements for the award of a degree of masters' in Development Administration and Management of Kampala International University.

KAMPALA 2006.

Declaration

I Atwiine Bernard Diisi do hereby declare that to the best of my knowledge, this is an original work of my research, it has never been presented to any university or any institution for any academic award.

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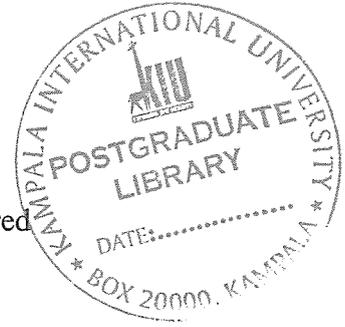
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Dedication

Firstly, to my father and mother Mr. and Mrs. KANUUMA Fred



Secondly, to my son MWINE Emmanuel.

I dedicate this work.

Acknowledgements

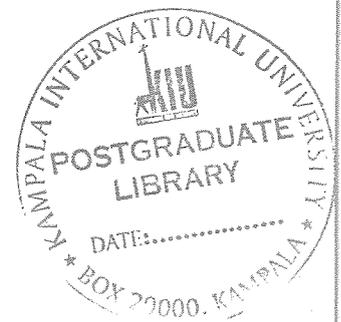
First and fore most, I thank God for the protection he has rendered to me till now. I also thank the people who have helped me to bring this work into a reality. Without your efforts this work would not have been produced.

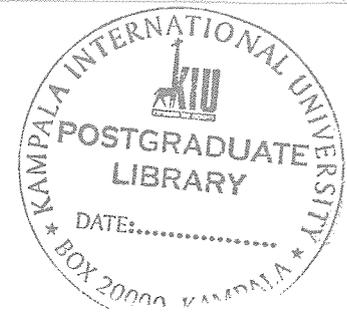
I must record my special thanks to Dr. MAWA Michael and Dr. OTANGA Rusoke for the untiring efforts to guide and supervise this work.

I would like to express my sincere appreciation to Prof. Opio. John Peter, the Director School of Postgraduate Studies, Mrs. Atwiine Emelda the Administrator School of Postgraduate Studies for the academic support in various ways.

I must also record my appreciation to my friends with whom I shared academic challenges during my stay at this university. Also, thanks go to all my friends who have directly or indirectly helped, and rendered great moral encouragement to me.

I wish to extend my sincere gratitude to my dear brothers, sisters, relatives and friends for their love, prayers and faith in me.



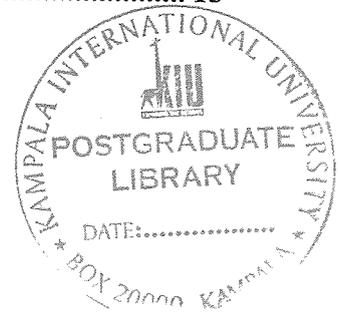


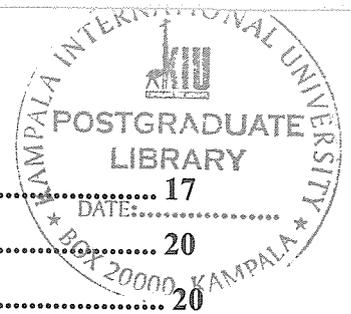
List of abbreviations

AULA:	African Union of Local Affairs
CDC:	Community Development Committee
CPA:	Comité Politico-Administratif (Politico-Administrative Committee)
DMU:	Decentralization Management Unit
FAO:	Food and Agricultural Organization
ICT:	Information and Communication Technology
MINALOC Sociale	Ministère de l' Administration Locale, Information et des Affaires (Ministry of Local Government, Information and Social Affairs)
MINAGRI:	Ministère de l'Agriculture (Ministry of Agriculture)
MINIJESPOC :	Ministère de la Jeunesse, des Sports et de la Culture (Ministry of Youth, Culture and Sports)
MINEDUC :	Ministère de l' Education, de la science, de la technologie et de la recherche scientifique (Ministry of Education, science, technology and scientific research)
MINISANTE :	Ministère de la Santé (Ministry of Health)
MIGESPROFE:	Ministère de Genre et la Promotion Feminine (Ministry of Gender and Promotion of Women)
MINICOM :	Ministère du Commerce de l'Industrie et du tourisme (Ministry of Commerce, Trade, Industry and tourism)
MINITERE :	Ministère des Terres de la réinstallation et de la protection de l'environnement (Ministry of Lands human Resettlement and environmental protection)
MIFOTRA :	Ministère de Fonction Public et du Travail (Ministry of Public service, Vocational Training and Labour)
MININTER:	Ministère de Intereur (Ministry of Internal Affairs)
MINECOFIN:	Ministère de l' Economie et des Finances (Ministry of Finance and Economic Planning)
NTSC:	National Transformation and Steering Committee
NPRP:	National poverty Reduction Program
NGO:	Non-Governmental Organization
NTB:	National Tender Board.
OSSREA:	Organization of Social Science Research in Eastern and Southern Africa
PRSP:	Poverty Reduction Strategy Paper.
PEAMR :	Projet Eau et Assainissement en Muriel Rural (Water, Environment and Sanitation Project)
PREPAF :	Projet de Réduction de la Pauvreté et d'Action en faveur des Femmes (Poverty Reduction Project and Action in Favour of Women)
RRA:	Rwanda Revenue Authority
PPA:	Participatory Poverty Assessment

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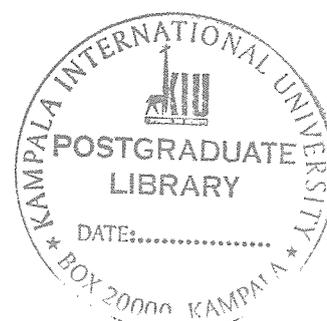
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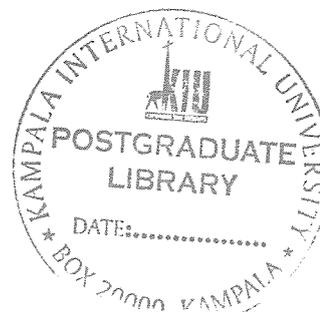
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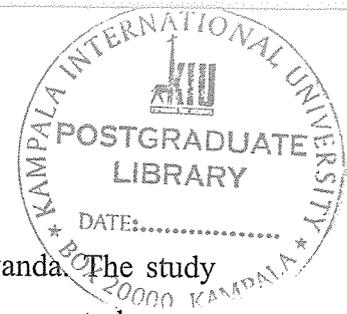
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Abstract

The present study was about decentralization and poverty reduction in Rwanda. The study was carried out in Butare province taking Butare town and Save district as the case study.

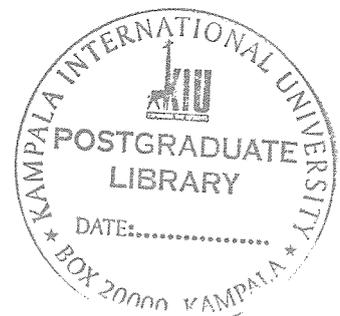
The conducted study is in line with the formulated hypothesis that : Will decentralised Administration with Devolution of Power from Central Levels to the Lower Units of Administration lead to Poverty Reduction in Rwanda? This study was guided by the following objectives; to examine factors that lead to poverty in Rwanda, to establish the institutions of decentralized planning that are intended for poverty reduction, to determine the linkage between decentralization and poverty reduction and to find out best practices of decentralized planning that can lead to poverty reduction in Rwanda

To conduct a study of this nature, district, sector and cell officials as well as the local people at grassroots levels were selected as the sample population. A total of 82 respondents were selected to answer the research questions. The researcher employed the "comparative" approach to conduct this research study. The study is based on both primary and secondly data. The primary data obtained was grouped into qualitative and quantitative sections for a thorough analysis. The study used multi-stage sampling technique in the identification of categories in the sample unit whereas the purposive sampling technique was employed in the identification of individual respondents. Data was collected by use of documentary analysis, observation, interview and questionnaire techniques. The study used simple statistical tools for data processing.

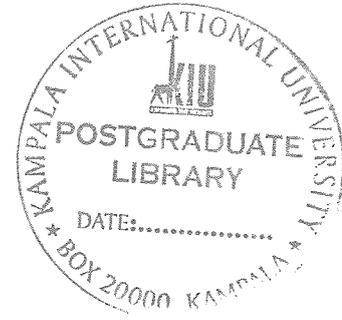
The findings obtained show that decentralized administration of planning is being implemented in both Butare Town and Save District. The findings also revealed that there existed clear coordination between decentralized planning and poverty reduction strategies. The study therefore established that decentralization can be a better approach to poverty reduction. However, the study suggests that more efforts are needed to gear up the process of decentralization for poverty reduction.

Recommendations such as; rural development and agricultural transformation through agricultural extension programs by the ministry of agriculture, local officials should be trained

in participatory planning tools, local people should be sensitized on how to become active participants and improve on administrative infrastructure are therefore suggested in chapter five for this program to become a success in the direction of poverty reduction.



CHAPTER ONE: GENERAL INTRODUCTION



1.0. Background to the problem

In Africa and especially in the sub-Saharan Africa, development has been taking place at a slow rate. This has been basically because African nations are faced with the problem of poverty. Rwanda is one of the poorest countries not only in Africa but also in the whole world. Rwanda has an area of 23338 km² with a population of 8.1 million, which increases at a rate of 2.9 annually. Today, 60% of its population is living below the poverty line. This remains to be too high, but can be attributed to the legacy of its recent history, years of economic decline and bad governance. (Rwanda Development indicators: 2000)

The colonial and post colonial periods in Rwanda were characterized by authoritative regimes with a highly centralized type of administration. The system did not allow the Rwandan population to participate in the determination of their political, economical and social well-being. The consequence of that political and administrative history was the cataclysmic genocide of 1994 a genocide planned and effectively executed by the communities and the agents of the state. The 1994 war and genocide worsened poverty the more. (PRSP 2002).

It is important to remember that the experiment and effects of poverty are unique for every individual, household and community and that no two people experience it the same way. This is in line with Kisamba's (1992), argument that "there is no precise and agreed definition of poverty. He states that one can only rely on proxy variables to present a reasonable picture of poverty". To him, "Poverty is basically the inability to provide one self with basic requirements for living a decent life" Kisamba (1992:8). The National Participatory Assessment (NPA) for Rwanda has provided the following definitions for poverty:

At an individual level man or woman is considered poor if they:
-Are confronted by a complex of inter-linked problems.
-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 un able to look after themselves.
-Their households have a total of less than 6400 FRW per equivalent adult in 2000 prices, or if their food expenditure fall below 45000FRW per equivalent per anrum. At the household level, land owned, household size and characteristics of the head of households were important criteria for poverty. At the community level, the shortage of economic and social infrastructure and natural resources were important criteria for poverty (PRSP 2002: 16).*

In the world today there has been a growing need for poverty reduction and this is why most of the poverty stricken countries have adopted different policies that are intended to reduce poverty.

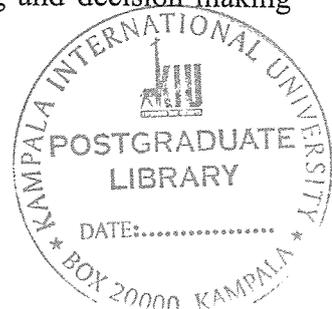
The Rwandan government of national unity in particular launched various programs and policies to address the problem of poverty. Decentralization policy is one of the policies in this direction.

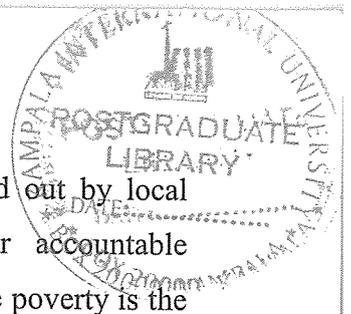
According to Nsibambi (1998), decentralization is not easy to define. To him, decentralization is a term that means different things to different people depending on their area of focus. It is a word that therefore carries several facets (p. 5). In his view therefore:

Decentralization is a term that pre-suppose a centralized and a unitary state and describes the process by which power (political decision-making and financial management) are transferred from the center to the local government (corporate bodies) giving them autonomy and liberty to manage their local affairs within the frame work of a unitary state (Nsibambi 1998:5).

The practice of decentralized administration is not new in Rwanda. According to Bugingo.E, et al (1992), decentralized administrative planning is believed to have been introduced in Rwanda in the 1970s. However, the policy remained onore of a theory and not practiced well. As such therefore, the planning and decision-making process remained in the hands of the central government under respective ministries.

The presidential decree law No: 37 /01 /98 of 23 December (1998) on decentralization aimed at empowering the people at district, sector and cell levels in decision making process. Therefore, it is considered as a better way to reverse the old political order. Planning and decision making





process which was formally done by high administrative levels is now carried out by local people according to their needs. Thus, decentralization apart from better accountable administration also is likely to implement better poverty reduction programs since poverty is the most challenging issue affecting the people at the grassroots levels.

Decentralization is one of the strategies intended to reduce poverty by improving the quality of governance in the country, promoting the mobilization of energies and resources of the local people to participate directly in the determination of their political, economical and social well-being.

1.1. Statement of the problem

Since Rwanda's independence in 1962, the respective governments in Rwanda have been experimenting different policies aimed at eradicating poverty, but with limited results. There is no doubt that eradication of poverty needs a strong action in form of policies from the government. Decentralization is one of these policies that have been adopted in Rwanda in this direction. Decentralization is a national reform policy that the government of Rwanda decided to take after grassroots consultation in 1996-1997 and presidential consultations in 1998-1999 and was approved by cabinet on may 26 2000 (MINALOC 2001). It is therefore seen as necessary action towards poverty reduction. It is also a part of the wider national unity and reconciliation process that is under way to consolidate unity among the Rwandans especially after the 1994 war and genocide.

The researcher is therefore motivated to carry out a study on decentralization with the intention to examine its implementation process and its results on poverty reduction in Butare province taking into consideration Butare town and Seve district as the case study. The researcher also wanted to find out whether the Rwandan population is likely to exit out of poverty by maintaining a properly implemented decentralized administrative structure. The researcher also wanted to verify whether decentralization by achieving its objectives would play a big role in poverty reduction in Rwanda.

1.2. Research questions

This study was guided by the following research questions:

1. Is there a relationship between decentralization and poverty reduction in Rwanda?
2. Is decentralized administration likely to strengthen good governance in the country?
3. Will decentralization play a vital role in poverty reduction?

1.3. General objective

This study determines the relationship between decentralization and poverty reduction in Butare Province, Rwanda.

1.4. Specific Objectives

1. To examine factors that lead to poverty in Rwanda
2. To establish the institutions of decentralized planning that are intended for poverty reduction.
3. To determine the linkage between decentralization and poverty reduction.
4. To find out best practices of decentralized planning that can lead to poverty reduction in Rwanda

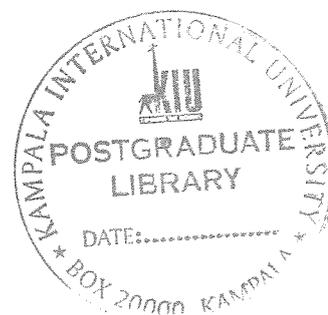
1.5. Hypothesis

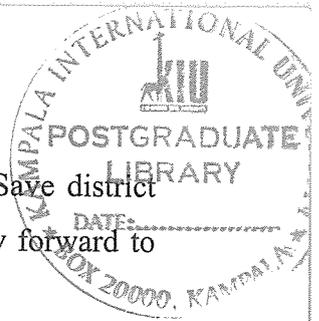
Will decentralized administration with devolution of powers from the central levels to the lower units of administration leads to poverty reduction in Rwanda?

1.6. Significance of the Study

The policy is deemed to ensure empowerment of local population to participate in planning, decision-making and management of development process for their growth and well-being.

The focus of this study therefore aims at examining the viability of decentralized administration from the point of view of peoples' participation in decision-making on matters concerning their development especially in implementing poverty alleviation policies.





This study is of great importance to the people living in Butare town as well as Save district since it highlights major causes of poverty and discusses decentralization as a way forward to poverty reduction from the point of view of the responses as obtained from the field.

The study will be helpful to both the policy makers and the respective policy implementers for it provides basic data related to the area under study.

Scholars interested in research in this area will also find this study useful for consultation since it is the first of its kind.

1.7. Scope of the Study

The scope of the topic under this study is the decentralized administration of planning in relation to poverty reduction in Butare Province Rwanda. For the purpose of this study, the researcher selected two units of administration i.e. Butare town and Save district under the jurisdiction of Butare province. Butare province is made up of 10 districts of which two are designated townships i.e. Butare town and Nyanza town. Butare province has both urban and rural characteristics. The urban characteristics are due to the presence a few industries located predominantly in Butare and Nyanza town-ships. Nevertheless, the rest of its districts are considered to be rural districts with little economic resources.

In terms of geographical location, Butare province borders with the Republic of Burundi in the south, Gikongoro province in the west, Gitarama province in the north and Kigali-Ngali province in the east.

The selection of Butare Province for this study was because of its dual characteristics. Since the province has both urban and rural characteristics, it can be considered as a representative province from the point of view of the research problem. Its accessibility to the researcher was another consideration for its selection. This is because it helped the researcher to get enough information in a limited time.

Butare town was considered suitable for the topic because of its urban characteristics. Butare town was selected because it is bigger in terms of business than Nyanza town. Save district was chosen from among the 8 rural districts of Butare Province by the use of a lottery method to avoid personal bias in the study.

Thus, it was advantageous to make a comparative analysis of development of these two different locations (one urban and another one rural) in terms of devolving decision-making authority and empowering local authorities under decentralized administration.

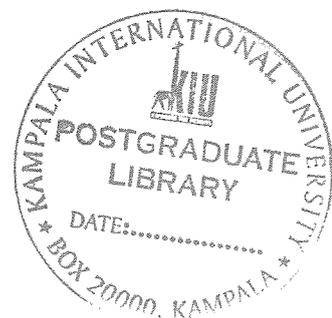
1.8. Limitations of the study

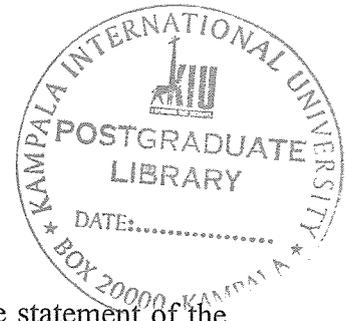
Even though the data collection exercise was successful, some problems were encountered during the research study.

In the first place, most respondents complained of having no time to answer the questionnaire. The reason was that they are busy in doing their official duties. The researcher solved this by being patient and accommodative until such respondents were available to answer the questions.

Further more, the researcher faced the problem of information hoarding. This was because the respondents feared that researcher may need the information for other reasons not academic. This was sorted out by explaining to the respondents that the purpose of research is a purely academic and that the information given would be treated only for this purpose

Finally, the inadequate finances was another problem faced by the researcher right from the time he started searching for information, transport, buying necessary materials as papers, typesetting the work, the cost of the questionnaire etc. However, the researcher solved this by borrowing some money from friends and getting financial support from relatives.





1.9. Organization of the Study

The research study is composed of 5 chapters.

The first chapter is the introduction. It shows the background of the study, the statement of the problem, research questions, objectives of the study, the hypothesis the significance of the study and the conceptual framework.

The second chapter reviews the related literature, which involves scholarly contributions of different authors on the study topic. It cover the concept of decentralization, forms of decentralization, objectives of decentralization the process and concept of decentralization in Rwanda, the linkage between decentralization and poverty reduction, definition and forms of poverty, poverty in Rwanda: a situational analysis, causes of poverty in Rwanda, decentralization: Rwanda's strategy to enhance poverty reduction and conclusion.

The third chapter deals with the methodological part of the study. It shows the methods and ways for conducting this research. It show the research design, survey population, sample size, the selection of respondents, sampling techniques used for the selection of respondents, data collection sources, data collection sources, data collection techniques, data quality control, data processing and analysis.

The fourth chapter deals with data presentation, data analysis and presentation of the summary of the findings. It shows the demographic characteristics of respondents, factors leading to poverty in Butare town and Save district, the linkage between decentralization and poverty reduction, benefits of decentralization in relation to poverty reduction, the participation of the people at grassroots levels in matters pertaining to development, analysis of decentralization and poverty reduction in Rwanda and conclusion.

The fifth chapter makes conclusions, recommendations and suggestions for further research. It shows summary of major findings, general conclusion, recommendations and suggestions for further research.

1.10. Conceptual framework

A review of the related published and unpublished literature renders credibility of the view that there is a linkage between decentralization and poverty reduction. This is supported by the fact that a highly centralized administrative structure denies local peoples' initiatives. In addition to misappropriating revenues collected from local population, centralized bureaucratic administration promotes inefficiency in the utilization of resources. It provides fertile ground for the survival of dictatorship.

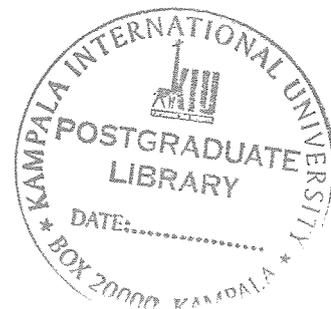
This implies that decentralization offers opportunity to citizens to have confidence and initiate measures for poverty reduction. It also ensures citizens' participation in decision-making process, in addition to making the local leaders accountable to the people and more responsive to their needs. Hence, the closer the government is to the people, the more responsive it will be to citizens' demands.

It is from this viewpoint that, many African governments are currently implementing grand decentralized initiatives involving the devolution of responsibility and means to the local people. Such initiatives therefore, are in response to poverty reduction and can be achieved through a cohesive policy of decentralization. This clearly implies that decentralization of local administration creates a conducive atmosphere for poverty reduction.

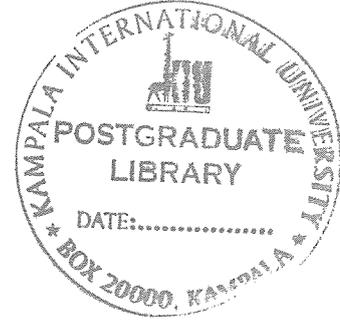
However, in many cases decentralization has failed to deliver the desired results as far as poverty reduction is concerned. This may be the case if power is decentralized at one level and only to be centralized at the next level.

Decentralization therefore must be done at all levels from the center to the grassroots. The other reason for the failure of decentralization to reduce poverty significantly is the lack of capacity of the system both in terms of infrastructure and finances to meet the numerous challenges that come with devolution of substantive powers in addition to lack of adequate managerial and financial resources.

Despite the handicaps discussed above, there are substantial evidences in the literature to support the view that decentralization could pave way to poverty reduction.



CHAPTER TWO: LITERATURE REVIEW



2.0. Introduction

In Africa and especially in the sub-Saharan Africa, development has been taking place at a slow rate. This has been basically because African nations are faced with the problem of poverty. Rwanda is one of the poorest countries not only in Africa but also in the whole world. It is on the basis of this that this chapter on literature review points out the key issues in the existing literature both published and unpublished pertaining to the topic. The key issues for which literature has been reviewed concern the concepts of decentralization and poverty. Therefore, the goal is to draw the link between the two and their significance for development.

2.1. Centralization versus Decentralization

In order to set a clear view of the decentralized administrative set up it is justified to analyze the concept of centralization and its negative effects from the point of view of developmental administration. An analysis of the relationship and relevance of each of these theoretical concepts at various stages in this chapter is vital for the concept of decentralization cannot be better understood without a clear understanding of the concept of centralization. This is because the two terms (centralization and decentralization) are viewed as opposite extremes of a single continuum.

According to the International Encyclopedia of Social Sciences, (1968:370) centralization is possession, gaining or non-sharing of substantial power by the upper level of an administrative hierarchy within the capital. The above definition implies that centralized administration imposes its will and interest on lower level administrative units even against their interest. The upper administrative units possess enormous powers but do not relinquish or transfer any of these powers to the lower administrative units.

According to Katorobo (1996:25) when applied to institutions of society, the two terms (centralization and decentralization) are attempts to describe patterns of distribution of political, economical, and administrative powers.

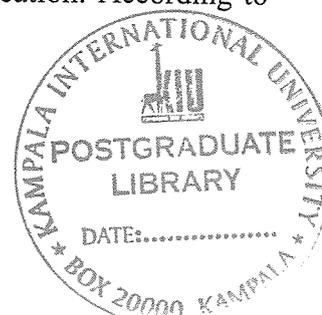
This means that centralization and decentralization are two concepts used to describe various patterns or degrees of distribution of political, economical, social and administrative powers. The choice among the two along the same continuum is therefore left for the actors and their clients.

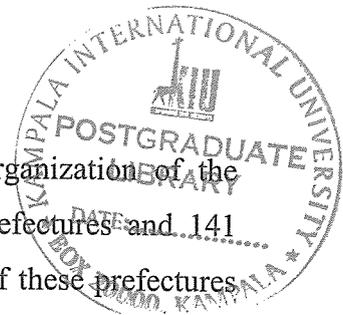
Katorobo (1996) goes further and notes that in a centralized system, power and authority limit the involvement of people to the decision making process thereby reducing the human resource development in the management of public affairs (p: 26).

Karuhanga (1993:16) argues that centralization denies the people their right to democracy and makes administrators to be accountable to the appointing officers rather than to the people.

According to Workmen (1959:12) under centralized administration the local authorities are denied of their discretionary powers and direction. They are made to work on the directives of the top administrators whether right or wrong. The top administrators always threaten the lower subordinate administrators of the loss of jobs if they did not abide by their directives. Centralized political systems are according to this line of reasoning inherently unresponsive. As such, centralization has become an unpopular approach in addressing people's needs and problems. It is therefore asserted that centralized administration structure is not appropriate for developing countries hence most of the developing countries in the present have started making moves away from it in favor of decentralization. It was first attempted in different phases between the 1960s and 1980s with varying objectives. However, to determine the level of decentralization, it is necessary to pinpoint the degree of autonomy, the amount of power, resources and functions that are transferred to local governments in the management of their local affairs away from central hierarchy.

The administrative system adopted in Rwanda had its roots from the colonial legacy. This administrative legacy continued even after independence with little modification. According to





MININTER (1987), through the law of April 15, 1963 on Territorial Organization of the Republic of Rwanda, the then government divided the country into 10 prefectures and 141 communes. This law also modified the geographical boundaries and names of these prefectures and communes (Legislative Order No: 221 /277 /229 of 15th April 1963). Further more, this law gave communes a legal personality with administrative and financial autonomy. This was the first theoretical decentralization put in place.

In 1974, the Decree of September 26 divided communes into sub-administrative zones known as “sectors”. Today, there are 12 provinces, 106 districts, and 1557 sectors in the country. From the above discussion therefore, it can be concluded that the pre-colonial, colonial and the respective post-colonial administrations were characterized by a centralized system of administration.

2.2. The concept of decentralization

The concept of “decentralization” is wide and it entails many issues of varying dimensions. It is therefore imperative to address the following issues under the concept of decentralization: the definition of decentralization; the forms of decentralization; the objectives of decentralization and the concept of decentralization in Rwandan context.

2.2.1. Definition of decentralization

It is not easy to define decentralization. According to Nsibambi, decentralization is a term that means different things to different people depending on their interest and area of focus. It is therefore a word that carries several facets:

Politically, decentralization is a concept that evokes a variety of fantasies, liberty, self-government, autonomy, and democracy. Yet decentralization is not synonymous with any of them.

Administratively, decentralization is referred to as deconcentration, which is as a result of the imperative of the practical necessity of centralization entailing giving certain powers to local authorities linked to the central powers by the principle of hierarchical subordination.

Technically, decentralization refers to the process by which some sections, departments etc of the central government are given corporate body status and considered independent to carry out certain functions.

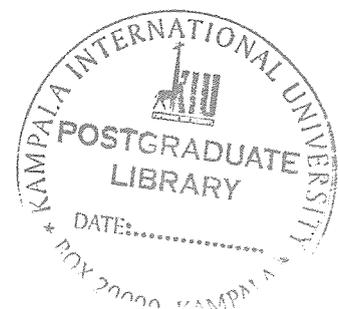
Devolutionally, decentralization refers to a situation when central government transfers authority to independent units of local authority, which are based on corporate status either to the national constitution or legislative or both.

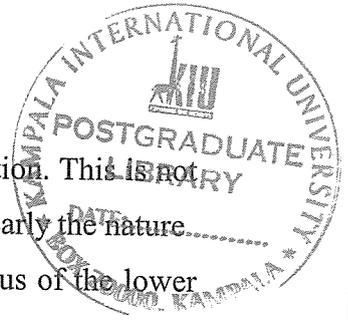
Conceptually, decentralization is a term that pre-supposes centralized and unitary state and describes a process by which powers (political decision making and financial management) are transferred from the center to local government (corporate bodies) giving them autonomy and liberty to manage their local affairs within the frame work of a unitary state (Nsibambi, 1998:5).

The above definition implies that unless one analyzed the concept of decentralization from different facets, it would be difficult to understand it fully. Among the four elements of decentralization cited above, political decentralization is the type of decentralization that aims to empower citizens and their elected leaders in public decision-making and thereby impart greater influence in the formulation and implementation of policies that affect their interests. The major argument in its favor is that it can narrow the gap between the citizens and policy makers and thereby improve their relationship.

According to Barrington (1975:3), in simple terms “decentralization means transfer of government functions from the center.” This can be by way of either deconcentration or devolution. Deconcentration involves transfer of central government functions to field or regional units of government departments while devolution is the transfer of central government functions to local authorities.

In effect Barrington (1975:3) says, one should centralize only what he needs to be centralized and decentralize the rest. In fact, Barrington’s definition of decentralization implies that any action that involves transfer of functions and / or responsibility to perform particular functions





from the central level to the lower level units or the private sector is decentralization. This is not necessarily true. He asserts that there is transfer of functions, but does not state clearly the nature of authority and the functions transferred. Also he does not define the legal status of the lower level units to which the functions and authority have been transferred.

The most comprehensive definition of the concept of decentralization is that given by Mutahaba (1998). He defines decentralization as,

The transfer of legal, administrative and political authority to make decisions and manage public functions from the central government to field organizations of those agencies like subordinate units of the government semi-autonomous public corporation, area wide development authorities, autonomous local governments or non- governmental-organizations (Mutahaba 1998, cited in Nsibambi 1997:9).

Most definitions of decentralization do not explain how decentralization can transform the livelihoods of poor communities in general. For example, few studies clearly show how decentralization can reduce poverty, or increase participation in decision-making or other affairs that concern the poor. However, the definition by Mutahaba seems to be relevant. It states the nature of authority, the functions and the legal status transferred, and to whom they have been transferred (i.e. the subordinate units). The researcher has adopted this definition for reference in this research study.

2.2.2. Forms of Decentralization

It is necessary to point out different forms of decentralization, because the form of decentralization adopted determines the amount of authority or power that the central government transfers to the lower level units. Rondinelli (1981:138) gave four forms of decentralization. They include the following: Deconcentration, Devolution, Delegation and Privatization.

Deconcentration involves minimum power transfer. It amounts to shifting workload from the center to local authorities but in it, the functions at the local level are still controlled by the

officials from the center. This implies that the field agencies are simply extensions of the center and are neither independent nor have any autonomy. They rely on directives from the center and must adhere to specifications from the top when carrying out specific functions transferred to them. The center therefore has enormous supervisory and decision-making powers.

Manor (1995:1) defines the concept of *devolution* as:

The transfer of resources, tasks and decision-making power to lower level authorities, which are: Largely or wholly independent of the central Government and Democratically elected people (Manor1995: 1).

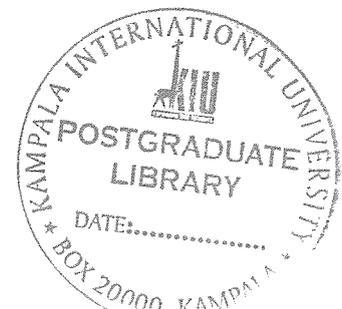
According to this definition, the lower level authorities to which resources, tasks and decision - making powers are transferred must have the capacity to act independently from the central control. This is not necessarily true in developing countries.

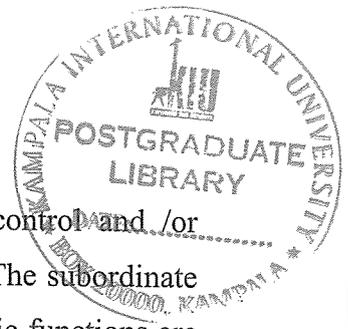
Rondinelli (1981:138) indicates that, devolution is characterized by local governments that are independent of central government's direct control. Local governments have a certain degree of autonomy from the center. Thus, devolution entails the creation of units of governments whose activities are substantially outside the direct control of central government.

According to Nsibambi (1989:6) devolution is a term used when central government transfers authority to independent units of local authority, which are based on corporate status either the national constitution or both.

Therefore, under decentralization by devolution, local governments operate within legally reorganized and clearly defined geographical boundaries. However, in developing countries although they are autonomous, the central authorities may frequently exercise some indirect supervisory control over the local governments.

Delegation according to Rondinelli (1981:139) unlike devolution, does not involve transfer of substantive powers and authority to lower level subordinate units of central government. The central government transfers responsibility for decision-making and management authority for specific functions to organizations that are only under the indirect control of the central government ministries.





A thorough analysis shows that, under delegation there is some degree of control and /or supervision exercised by the central authority over the lower level institutions. The subordinate units to which authority is delegated are therefore semi-autonomous, only specific functions are delegated to them.

Privatization is the transfer of tasks from the government to the private sector. In the case of decentralization, power transferred from the center to districts could be further transferred to the private sector by contracting out services for effectiveness and efficiency. For example, markets belonging to districts could be hired out to efficient private businessmen. Privatization constitutes decentralization, because power is passed from the central government to private firms. Privatization as a form of decentralization gained prominence out of the need for governments to divest themselves of the responsibility for performing certain functions or delivering some services. Governments either allow private organizations to perform these functions or transfer them to voluntary organizations as NGO's, Community groups, cooperatives, or associations.

However, critics of this view argue that private firms, which take over tasks from the state, are often so large that far from being decentralized, power is actually passing from one major power to others (Manor 1995). It is also argued that privatization increases choice for customers who receive services; but it is also counter argued that user charges which often come with privatization exclude many poorer people and do not necessarily increase choice.

In brief, the different forms of decentralization indicate varying degrees of transfer of power and authority from the central to different agencies or units of the very central government.

2.2.3. Objectives of Decentralization

Objectives of decentralization vary according to problems, needs and aspirations of different countries. Different countries have implemented decentralization to achieve varying objectives. According to Bidus (1995) many countries of Central America adopted the policy of decentralization long ago with the aim of empowering people to participate in development of

their areas. In Africa, many countries have adopted the policy each with its own objectives. For example, the decentralization of authority in Mozambique is part of the wider national reconciliation and rehabilitation process aimed at consolidating the 1994 Rome Peace Accord (Tunner and comedy1995).

According to Nsibambi (1998:2) the general objective of Uganda's decentralization policy is to empower the local population through democratization, participation, accountability, responsibility, efficiency and effectiveness. Decentralization has played an important role in poverty reduction in Uganda. According to UNDP (2000: 126) Nepal's development is linked to the program of decentralization and local empowerment. The decentralization program has been an important tool in poverty reduction in Nepal mostly during the period between 1997-2000.

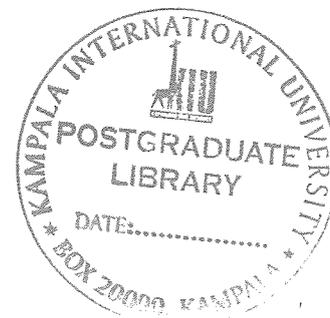
According to Hambleton and Hogett (1986:5) decentralization has four overlapping yet distinct objectives, viz: improvement of public services, accountability, distribution and raising peoples' political awareness. Similarly, African Union of Local Affairs (1985:3) identifies three main objectives of decentralization that any decentralization policy may aim at achieving, viz; political, organizational/managerial, and economic objectives.

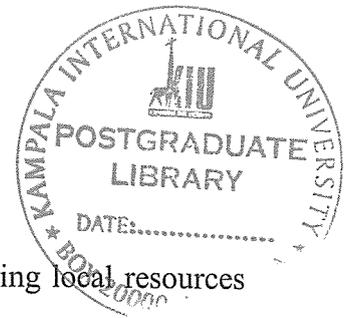
i) Political objective

Political objective is to democratize the government, to empower the people and promote local participation, to encourage participation of interest groups outside the government system, to promote political accountability, and to reduce their inter and intra district sided allocation of resources.

ii) Organizational / Managerial objective

The objective is to build capacity at the local level. It is also aimed at nationalizing and reorganizing civil society to promote efficiency, effectiveness and enhance transparency and accountability.





iii) Economic objective

The economic objective aims at enhancing local absorptive capacity, increasing local resources mobilization and introducing local choice in priority setting. This is done to reduce dependency syndrome.

2.3. Concept and the process of decentralization in Rwanda

The 1994 genocide is considered as a turning point in the history of Rwanda. The genocide was well planned and executed by the communities and the agents of the state who killed and destroyed property, which they regarded as state owned. In the process of putting right what had been wrong, the government of national unity tried to make significant reforms in the political administration with the hope to increase citizens' participation in decision-making thereby bringing up administrative reforms in the country.

The current political, economical and social situation of Rwanda is a direct consequence of the political and administrative history of the country the apex of which was the cataclysmic genocide of 1994, a genocide well planned and effectively executed by the communities and the agents of the state. The inappropriate highly centralized dictatorial governance system adopted by the colonial as well as by the respective post independence regimes in the country excluded the Rwandan population from participating in the determination of their political, economical and social well-being. All the efforts of the Rwandan government of the National Unity and reconciliation since 1994 have been dedicated to reversing the situation it inherited from its past legacy.

To redress this situation and to achieve the expected gains, the government launched democratic decentralization as an administrative policy targeting poverty reduction by improving the quality of governance in the country.

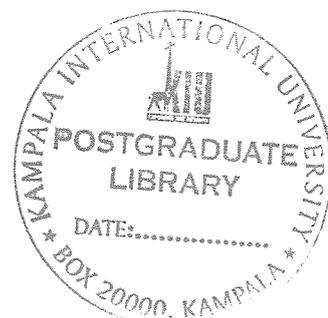
2.3.1 Objectives of decentralization policy in Rwanda

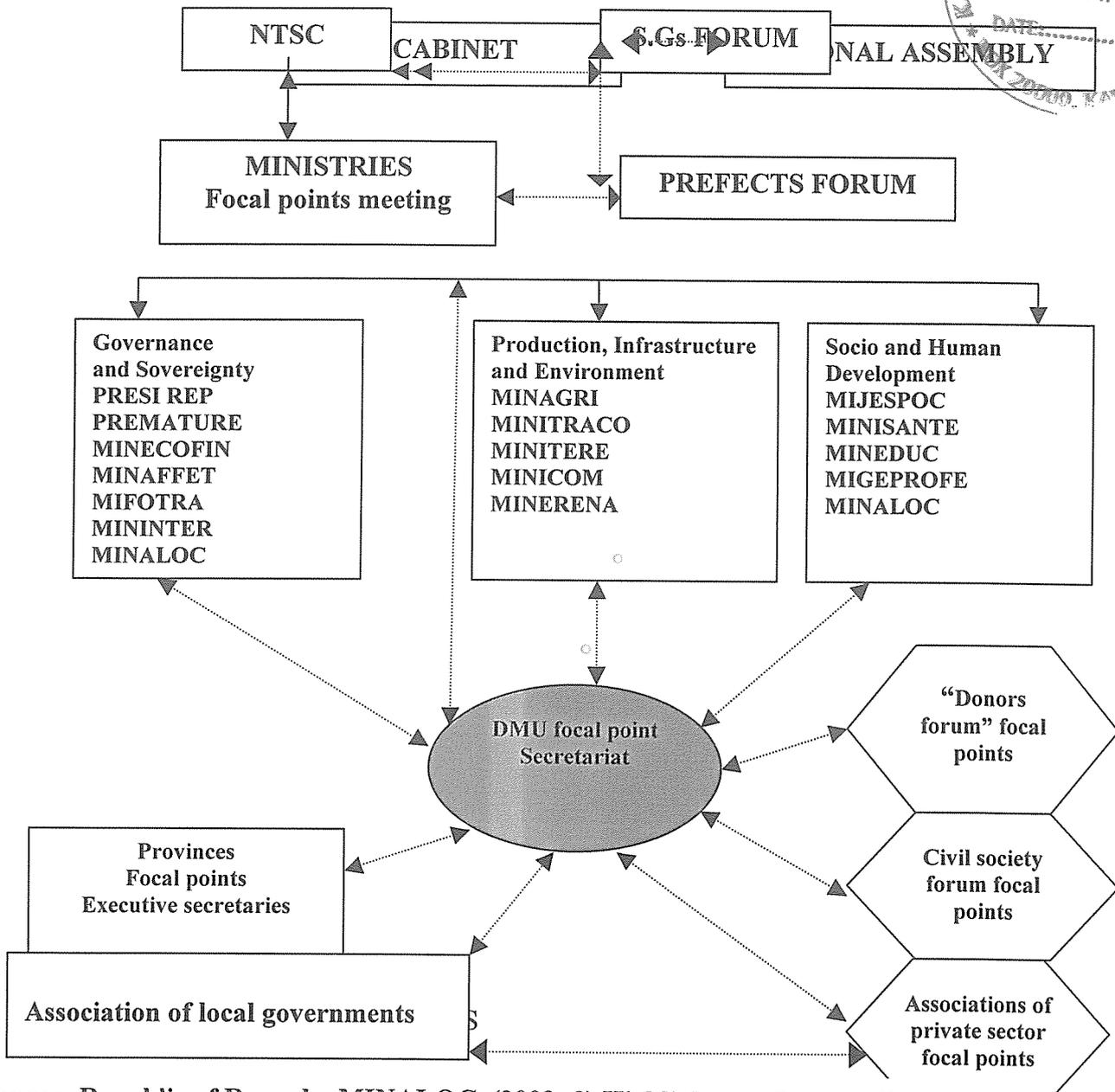
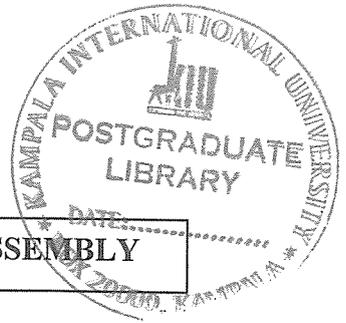
Decentralization is central to the creation of democratic structures of governance in Rwanda. Encouraging people to work together at a local level is central to overcoming the divisions that have been so destructive in the past. Decentralization allows local Governments to respond to local needs, and can increase the accountability of government to the people. Therefore, decentralization policy in Rwanda is guided by the following objectives;

The general objective of decentralization policy in Rwanda is to ensure empowerment of the local population in planning and management of the development process for poverty alleviation and better service delivery.

The specific objectives of decentralization policy in Rwanda are; Enabling and reactivating local people to participate; Strengthening accountability and transparency; Enhancing the sensitivity and responsiveness of public administration to local environment; Developing sustainable economic planning and management capacity at local levels, and Enhancing effectiveness and efficiency in the delivery of services (MINALOC: May 2000).

As earlier mentioned decentralized administrative framework in Rwanda is as far back as the 1970s but remained more of a theory than practical. The presidential decree N°37 /01/98 of 23 December 1998 was just to revive the process that had been in place but dormant. The new law puts emphasis on administrative empowerment of the cell and the sector rather than the district itself. The strengthening of the cell and the sector is considered as an indirect way of strengthening the district. The decentralized administrative system as envisaged for the country has various organs at different levels. This can be easily illustrated from the figure below:





Source: Republic of Rwanda. MINALOC. (2002: 3) Highlights on Decentralization policy and its implementation

The process of decentralization in Rwanda in general and Butare in particular is a continuous one that will eventually give power to the people for better and accountable administration in the country.

Decentralization can therefore be a means to poverty reduction with such facilitation and involvement of people at grassroots levels in their own development by initiation and innovation of their own convenient means.

2.4. Decentralization and Poverty Reduction

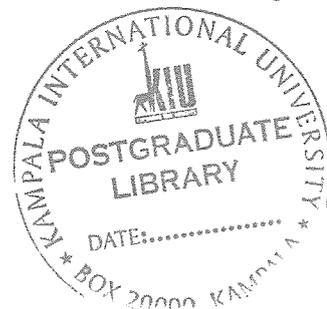
Since poverty appears to be in varying degrees, it is important to find out the kind of poverty that the decentralized type of administration is likely to address and subsequently help in its reduction. It is also important to remember that the experience and effects of poverty are unique for every individual, household and that no two people experience it in the same way. From this angle it is important to understand the concept of poverty. A brief presentation of poverty is therefore crucial in this research study.

2.4.1. Definition of Poverty

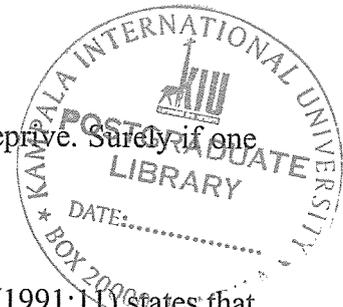
There is no general and common consensus on one meaningful definition of poverty. Kisamba (1992:8) argues that there is no precise and agreed definition of poverty. He states that one can only rely on proxy variables to present a reasonable picture of poverty. To him (Kisamba), “poverty is basically the inability to provide oneself with the basic requirements for living a decent life Kisamba” (1992:8).

Ravallion (1992) indicates that, poverty exists when one or more persons fail to attain a level of well-being (usually material) that is deemed to constitute a reasonable minimum by the standards of that society (Ravallion quoted in FAO 1993: 3).

Maxwell (1992:2) describes poverty using the following terms: income or consumption poverty, human under development, social exclusion, ill being, lack of capacity and functioning



vulnerability, livelihood un sustainability, lack of basic needs and relative deprive. Surely if one lacks one of the above mentioned he / she is in a state of being poor.



Related to the above a development report of Federal Germany Government (1991:11) states that people affected by poverty are unable to lead a decent life. In the same report the following aspects on poverty are listed:

- i) Poverty means not having enough to eat, a high rate infant mortality rate, a low life expectancy, a few educational opportunities, inadequate health care and lack of active participation in local decision-making process.
- ii) Poverty is not just a failure to meet minimum subsistence levels but rather a failure to keep up with the standards prevalent in a given society.

From the above definitions, it can be rightly asserted that poverty does not only involve the lack of physical needs, but also basic needs as clean water, sanitation, employment, education, good health etc.

2.4.2. Forms of poverty

It is important to remember that the experience and effects of poverty are unique for each individual, household and community and that no two people experience poverty in the same way. The experience and effects of poverty depends on the form/ type of poverty. Below are the forms of poverty.

Faussil (1985:4), defines *relative poverty* as “some people being poor than others.” In fact, this is the difference between the richest and the poorest. The poor is deprived of the many goods and services, which others take for granted. People are poverty stricken when their income even if adequate for survival, falls radically behind that of community. However, it can be said that this situation is not so acute since these people can secure basic needs.

Similar to the above idea, Kisamba (1992:12) says “relative poverty refers to a situation where a country, person or groups of people stand relative to another on the poverty scale.”

According to the study carried out by Faussil (1985), revealed that *absolute poverty* is the state of existence in which the individuals are not satisfied due to the lack of enough purchasing power and /or means for self provision (p:24). It is a condition in which it is not possible to obtain basic needs of life at a minimum level required for survival. Absolute poverty is also a condition of life so degraded by disease, illiteracy, and malnutrition, which deny the victims of life's basic needs.

Faussil gives the characteristics of absolute poverty as:

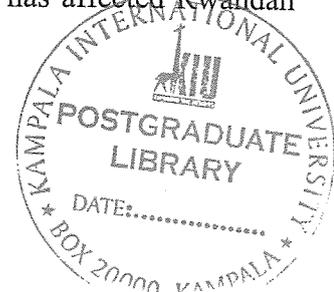
Physical weakness reflected in the lower body, neglect vulnerability to irreversible ratchets of impoverishment such as the mortgage or sale of assets or the incurring of debts because of sickness, famine, disease, dowry bride price or other costs powerlessness both in political and in terms of lack of control of invests and relationships (1985:24-25).

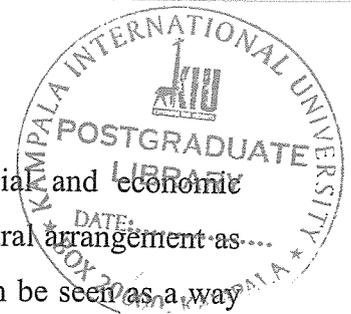
The absolute poor persons may also be victims of isolation in terms of access to knowledge and information services such as health, transport and education. Socially, they may have fewer relationships on which they can rely. Rural poor families tend to be in remote areas far from urban centers, away from the main roads.

To Kisamba (1992), "absolute poverty" is characterized by severe deprivation of basic needs and most importantly inadequacy of nutrition.

Therefore, absolute poverty can be viewed, as inability to secure the minimum basic needs for human survival. This means that there is no minimum provision of food to keep oneself alive and to be able to earn one's livelihood.

As part of the program of decentralization, the ministry of local government in collaboration with the national Poverty Reduction Program is extending project planning and its implementation down to the cell level. As part of this program, people at the grassroots provided information and defined social categories for their households in the pilot study carried out by the PPA (2001). It is evident from the above study that the poverty that has affected Rwandan





population for decades is poverty that originates from the political, social and economic structures, and this situation can only be tackled appropriately through structural arrangement as envisaged in the decentralization program. In this regard, decentralization can be seen as a way out to address the forms of poverty related to: lack of self determination, lack of planning skills, lack of effective leadership, lack of information, lack of service delivery systems, to mention but a few. The legal and administrative framework of the decentralization program in the context of Rwanda addresses all these concerned issues in the direction of poverty reduction.

2.5. Poverty in Rwanda: A situational Analysis.

According to Rwanda's PRSP (2002:2), 60 percent of the Rwandan population lives below the poverty line. Rwanda is predominantly an agricultural country, and over 90 percent of the population depends on agriculture, which has frequently been affected by the vagaries of nature as drought and other disasters.

According to a paper on "The Challenges of Reconstruction, Economic Recovery and Sustainable Development for Rwanda-1999", it was indicated that poverty has been a structural problem in Rwanda for decades. Poverty worsened drastically by the genocide of 1994.

PRSP (2002) also indicates that majority of the population in Rwanda is poor as per the standard international definition. Most people are small-scale producers of crops and livestock, who consume most of what they produce. The small-scale and low productivity of their firms make it hard for them to make an adequate living. Many people are suffering frequent or chronic illness. Many people are frustrated by the shortage of new economic opportunities; others are heavily over burdened such as the widows, who are caring for several children. Basic domestic goods are limited, for instance, most households do not own a bed. Rwandans who live below the poverty line are still many (60 percent of the total population). Below, table 2.1 indicates movements in poverty in Rwanda since 1985 (PRSP 2002:16).

Table 2.1: The situation of poverty since 1985

YEAR	Percentage Below Poverty Line		
	RURAL	URBAN	TOTAL
1985	48.4	16.1	45.7
1990	50.3	16.8	47.5
1994	82.4	27.5	77.8
1995	76.6	25.5	72.4
1996	75.3	25.5	71.1
1997	74.1	24.7	70.0
1998	70.7	23.6	66.8
1999	69.3	23.1	65.4
2000+	67.9	22.6	64.1

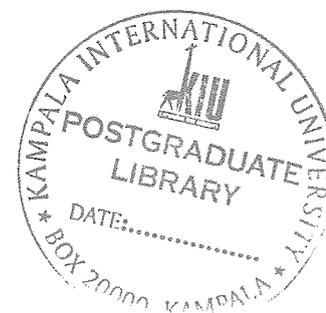
Source: Republic of Rwanda. MINECOFIN. Poverty Reduction Strategy Paper (2002:16)

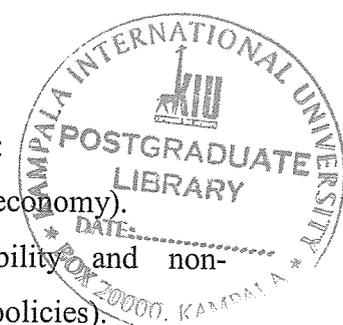
As indicated from table 2.1 above, the level of poverty increased significantly in the 1980s and early 1990s. As the result of the genocide, poverty rose dramatically in 1994. However, since 1994, poverty has fallen in every year, but it remains too high and therefore constant efforts need to be made for its eradication.

2.5.1. Causes of poverty in Rwanda

According the same paper, “The Challenges of Reconstruction, Economic Recovery and Sustainable Development for Rwanda (1999)”, the root causes of poverty in Rwanda are four fold:

- i) The stagnation of the economy from 1986-1994 worsened by the stop-go policy reforms.
- ii) The declining agricultural productivity in context of rising population and diminishing land resources.
- iii) The low level of human resource development skills.
- iv) The impact of the genocide in 1994 that dismantled the human resource base, confidence and the economic and social infrastructure.





MINECOFIN (2001) outlines the following major causes of poverty in Rwanda:

Structural problems (e.g. predominantly traditional agrarian /subsistence based economy).

Bad governance (e.g. non-participatory, non-transparent, non-accountability and non-decentralized governance system plus lack of long term vision and appropriate policies).

Sectarian /un just legal system, poor service delivery and limited freedom.

Genocide effects (e.g. loss of capacity, increase in vulnerable groups, traumatized society, insecurity and loss of property).

Lack of access to information and weak civil society.

The experience of poverty in Rwanda therefore shows that the poor do not constitute a homogenous group. This means that the situation calls for non-homogenous packages of interaction.

As poverty in Rwanda is essentially but not exclusively a rural phenomenon, it is primordial to revitalize the rural economy by increasing agricultural productivity, a market base agriculture, and generally non-agricultural employment. Today the government of Rwanda fully adheres to this agenda.

According to Vision 2020, Rwanda's central overriding goal is to exit from the category of the least developed countries by the year 2020. Achieving this goal will be synonymous with the eradication of widespread poverty through the assurance of equitable economic growth.

2.5.2. Decentralization: Rwanda's Strategy to enhance Poverty Reduction

The government of Rwanda has adopted a time bound strategy for poverty reduction and so far the following have been done.

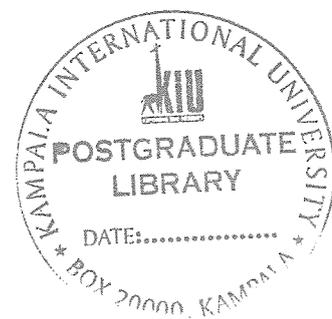
Rwanda has strengthened grassroots political participation. Decentralisation is also being pursued below the District level, under the community action planning or *ubudehe mu kurwanya ubukene* approach, which is currently being developed. *Ubudehe* is the traditional Rwandese practice and cultural value of working together to solve problems, and refers primarily to collective action at the harvest.

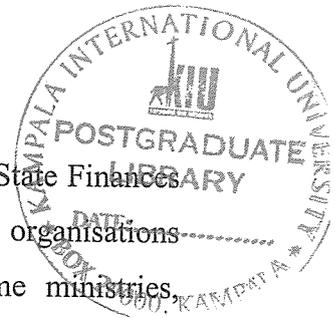
The objective of the *ubudehe mu kurwanya ubukene* approach is to revive and foster collective action at community level. This is achieved by developing bottom-up budgeting and planning systems that articulate communities' needs, and by building upon local Government structures of Community Development Committees. This cellule level action planning exercise is seen as becoming the direct basis for decentralised planning and budgeting through the district level Medium Term Expenditure Frameworks. This linkage has already been established with joint budget and poverty assessment training at the District level in 2001.

Each cellule go through a process of collectively defining and analysing the nature of poverty in their community. This will be done using a number of standard analysis tools including social mapping, seasonality, preference scoring and process techniques, all of which have been tested in Butare province. The first step is to look at local categories of poverty, the characteristics of each category, mobility between categories, the causes and impacts of poverty, the role of security, risk and vulnerability, social cohesion, crime and conflict and social exclusion. The cellule will then go on to identify and analyse the characteristics of the problems that they face. This list of analysed problems is then ranked in terms of priority, and the one that the community wants to spend the most of its own time, effort and resources to resolve selected. From there, they develop action plans to address the problems they have prioritised. This will promote the development of community-led problem solving and rural recapitalisation. A central information centre, in cooperation with sectoral ministries, will develop packages of information for specific problems that the cellules encounter; cellules will be encouraged to contact the information centre. For instance, a cellule facing a problem of soil erosion or fertility decline will be able to access technical information about the best methods to tackle this problem.

Cellules are allocated around US \$1000 each year, for which external funds will be allocated for at least the next two years. The details of the mechanisms by which cellules will access funds are currently under discussion. Cellule representatives to supervise the programme will be trained, using a cascade system.

The Government is committed to strengthening accountability and transparency. In Rwanda, this is more than just a technical matter; basic freedoms and human rights depend on making Government accountable and transparent. The achievement of reconciliation and the development of trust require a culture of openness.





Since 1998, the National Tender Board and the Office of the Auditor General of State Finances have been established. This has been a considerable achievement, as comparable organisations have not existed in Rwanda before. The Auditor General's reports on some ministries, Government agencies and projects have been submitted to the President, and copied to Parliament and the Supreme Court. Action has been taken against some officials as a result, and a study has also been mounted to examine off-budget transactions and integrate them into the budget. Just as importantly, the work of the Auditor General has highlighted the relatively poor capacity in ministries to exercise proper financial management. As a result, greater emphasis on training has been given, and the establishment and strengthening of internal audit units undertaken. Several further audit reports are to be delivered before the end of the year.

As decentralisation proceeds, there needs to be better public information about fiscal flows. For instance, if funds are sent to schools, this fact needs to be publicised so that parents can hold the headmaster accountable for the use of the funds.

Formal accounting mechanisms at the level of the district need to be established, in a manner that is realistic given the available human resources. The decentralisation policy allows for internal auditors at the district level and periodic audits by the Auditor General.

It has institutionalized a decentralized system to facilitate service delivery and to reduce corruption. Decentralisation is central to the creation of democratic structures of governance in Rwanda. Encouraging people to work together at a local level is central to overcoming the divisions that have been so destructive in the past. We are creating a sense of local ownership of public programmes, which has been lacking. Decentralisation also allows local Governments to respond to local needs, and can increase the accountability of Government to the people.

The decentralisation policy and law have been published in 2001. The main unit of local Government will be at the level of the district (formerly called the Commune), with another administrative layer at the level of the province (formerly the Prefecture). There are 106 districts and 11 provinces and the City of Kigali. Elections have been held at the District level, replacing the former system where officials at the District level were centrally appointed. .

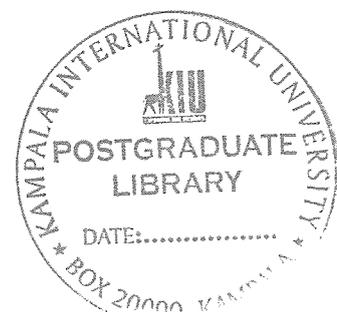
The Common Development Fund (CDF) has been set up which will eventually commit 10% of government revenue to fund development programmes identified by the districts. The draft law on the operational modalities is being finalised and under this law a portion of government revenue (2.5% in 2002 rising to 5% percent in 2003) will be dedicated to the CDF. To avoid disruption to the functioning of the central Government, the pace of implementation will depend on the availability of fiscal resources and the time required establishing the administrative mechanisms for CDF management. In 2001, provinces and districts have developed budgets in the MTEF format including proposals for the Common Development Fund. It is envisaged that in the future this will be extended to allocating resources to cellule level through the community action planning methodology being developed in the *ubudehe mu kurwanya ubukene* approach outlined below.

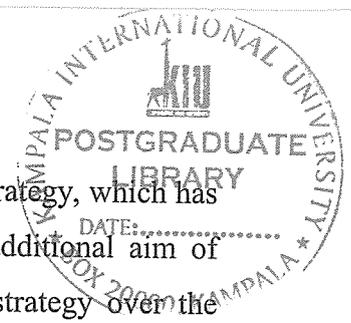
Decentralisation will change, but not reduce, the responsibility of sectoral ministries. Most sectoral ministries will shift from being implementers to providing policy guidance to the provinces and the districts.

It has established a Unity and Reconciliation Commission, and the Gacaca Judicial System to reconcile the Rwandan people. The National Unity and Reconciliation Commission (NURC), created in March 1999, has the task of leading national efforts to promote unity and reconciliation, essential for sustainable human development and lasting peace.

Since its creation, it has conducted a series of local and national consultations and civic education at provincial and district levels, as well as at the national level. The first round of consultations found that poverty, bad governance and leadership, and lack of justice were the main causes of disunity in Rwanda. The first national summit on unity and reconciliation, held in October 2000, discussed and endorsed these findings.

The NURC also organises training sessions or *ingando* aimed at promoting unity and reconciliation. These have been targeted at specific groups including youth, opinion leaders and, recently, ex-rebels and other returnees from the DRC (Democratic Republic of Congo). The decentralisation process also presents an opportunity for the NURC to strengthen reconciliation efforts at the grass-roots level.





The NURC has developed a three-year draft Action Plan and implementation strategy, which has been presented to donors and NGOs for comment and feedback, with the additional aim of identifying financial commitments. The Action Plan outlines an ambitious strategy over the coming years, including programmes related to the decentralisation process and the monitoring of *gacaca*, to ensure that reconciliation efforts are maximised through both of these processes.

The government of Rwanda has also firmly launched and institutionalized the PRSP as a strategic planning framework paper (MINALOC 2002)

As part of the program of decentralization, the ministry of local government in collaboration with the national Poverty Reduction Program is extending project planning and its implementation down to the cell level. As part of this program people at the grassroots provided information and defined social categories for their households in the pilot study carried out by the PPA (2001). The six categories defined are presented in table 2.3 below.

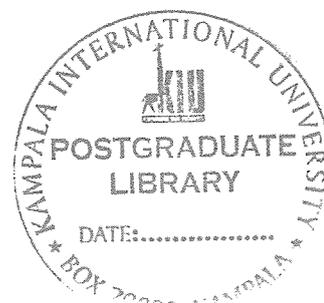
Table 2.2: The characteristics of households in Rwanda

Category of household	Characteristics
<i>Umutindi nyakujya</i> (those in abject poverty)	Those who need to survive. They have no land or livestock and lack shelter, adequate clothing and food. They fall sick often and have no access to medical care. Their children are malnourished and they cannot afford to send them to school.
<i>Umutindi</i> (The very poor)	The main difference between the <i>umutindi</i> and the <i>umutindi nyakujya</i> is that this group is physically capable of working on land owned by others, although they themselves have either no land or very small landholdings, and no livestock.
<i>Umutindi</i> (The poor)	These households have some land and housing. They live on their own labor and produce, and though they have no savings, they can eat even if the food is not very nutritious. However, they do not have a surplus to sell in the market, their children do not always go to school and they often have no access to health care.
<i>Umutindi Wifashije</i> (The resourced poor)	This group shares many of the characteristics of the <i>Umutindi</i> but, in addition, they have small ruminants and their children can go to primary school.
<i>Umutindi</i> (The food rich)	This group has large landholdings with fertile soil and enough to eat. They have livestock, often have paid jobs, and can access health care.
<i>Umutindi</i> (The money rich)	This group has land and livestock, and often has salaried jobs. They have good housing, often own a vehicle, and have enough money to lend and get credit from the bank. Many migrate to urban centers.

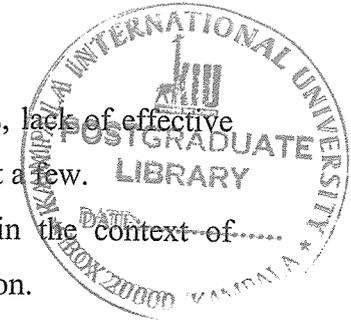
Source: Republic of Rwanda. MINECOFIN. Poverty Reduction Strategy

Paper. (2002:17)

It is evident from the above study that the poverty that has affected Rwandan population for decades is poverty that originates from the political, social and economic structures, and this situation can only be tackled appropriately through structural arrangement as envisaged in the decentralization program. In this regard, decentralization can be seen as a way out to address the



forms of poverty related to: lack of self determination, lack of planning skills, lack of effective leadership, lack of information, lack of service delivery systems, to mention but a few. The legal and administrative framework of the decentralization program in the context of Rwanda addresses all these concerned issues in the direction of poverty reduction.



2.7 Role of Government and Civil Organizations in poverty Reduction

The publication, *The Guide for Harmonized Participatory Development Planning and Management for Lower Local Council* (2001), recognizes the role of government, NGOs/CBOs/CSOs as key allies of local councils in participatory planning and delivery of goods and services to the communities. It is argued that such organizations have the skilled personnel, logistics, and experiences of working with communities as well as their own resources for service delivery. Thus their involvement in planning and budgeting meetings within their area of operation would bring in their expertise to facilitate local council planning and budget process where possible and would make available their plans and budgets for integration into local plans and budgets.

Matovu et al. (1996) argued that NGOs could identify local needs and aspirations, crystallize local energies and channel technical and financial aid to local groups in a way that official agencies may not. Tikare (2002) describes the relationship between NGOs and the government as lukewarm. NGOs are perceived as fronts for the sole benefit of the founders. Government is called upon to establish a realistic coordinating framework that could harmonize NGOs, CBOs, and other development actors at the grassroots level. Communities need to be encouraged to play a leading role in identifying NGOs that can support their initiatives.

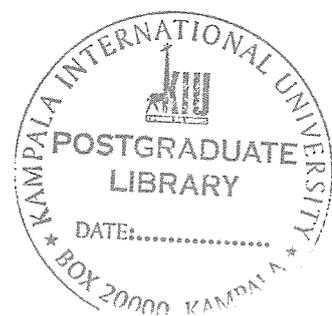
Drabo (2000) argued that CBOs enlist traditional structures at the village level; as the core development entities, thereby demonstrating recognition of traditional values and empowering local communities to take charge of their own development. This is considered to be a potential catalyst to popular participation in decision making. Through self-management, communities gain self-confidence to take rational decisions. The decentralization effort should call for close

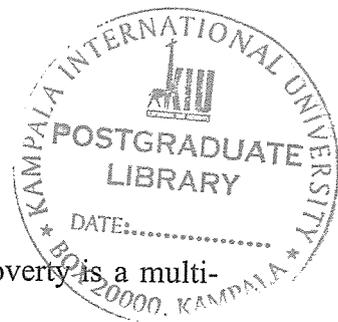
interaction among the many parties involved in poverty alleviation efforts, as NGOs could act as conduits or intermediaries to close the gap between the centre and the local communities by encouraging local communities to participate. However, Chilowa and Gaynor(1992), reported that NGOs had been increasingly moving away from project focus to problem-solving approach to development. In Malawian case, some NGOs acknowledged the tendency to tell people what they need, rather than help them articulate their needs.

Tikare (2002), contended that negotiation of roles and responsibilities with civil society can help generate agreed on standards for performance, transparency and accountability which would lead to broader ownership and more widely accepted consensus, which are a necessity for sustainability of any strategy. they argued that negotiation could provide a forum for frank discussion about expectations, roles, and responsibilities and desired outcomes, which could lend an initial credibility of the process. However, Governments should inform a wide range of stakeholders as early as possible about the process and content of their policy making and implementation. This will enable governments to have greater credibility with their constituencies and to implement their programmes more effectively by building trust between various stakeholders both within and outside the government.

National level civil engagement could allow governments to reach a wider range of stakeholders and initiate a dialogue with small civil society organizations such as farmer's associations, cooperatives, unions, women groups that represent the poor and vulnerable through umbrella organizations or networks of NGOs; such membership organizations could act as conduits for reaching local level stakeholders and could provide a mechanism for increasing information exchange and building consensus on poverty reduction efforts.

It was found that consultation and broad participation models facilitated sustainable development in its most positive sense. He contended that more involvement of Community Based Organizations and NGOs in decision making promoted sustainable development and stimulated participation in local governance.





2.8. Conclusion

In conclusion, it should be clear as has been reviewed in the literature that poverty is a multi-faceted problem, which includes material and non-material deprivation.

Decentralization that provides elements such as decision-making authority, planning authority as well as participation opportunities to the ordinary people can therefore be treated as a better way to enable Rwandans to exit out of poverty. Effective decentralization that provides substantial transfer of powers to the local administration is crucial for the creation of strong local administrative units especially for introducing poverty reduction strategies at the local level.

The empowerment of the people and the subsequent strengthening of local administrative units, leads to increased popular participation in decision-making, accountability of local leaders to the people, transparency in execution of public affairs and increased responsiveness of local leaders to the peoples' needs.

The empowered local people are advised to work closely with NGOs both local and international, because these (NGOs) possess organizational capacity and financial resources from which they can benefit adequately.

However, the benefits that accrue from decentralization to poverty reduction will not come in a single day. It requires enough time. To adapt to this system, local authorities require a lot of professional training under decentralized administration in order to be re-oriented and guide the citizens to be able to utilize the new power and resources, which are needed to uplift their respective communities.

CHAPTER THREE: RESEARCH METHODOLOGY

3.0. Introduction

This chapter deals with the methods that were used in obtaining the needed data and the data analysis techniques that were used in order to come up with the findings of the study as shown in chapter four of this research work. Therefore various approaches and techniques were used to conduct this study. It further discusses the area of the study, the targeted population, the sample size, the techniques of sampling and the techniques of data collection.

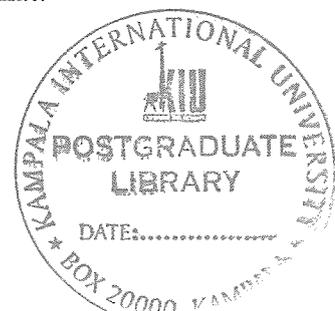
3.1. Research Design.

This study used basically descriptive research design which also used qualitative and quantitative research methods. The qualitative methods were used because they show the real experiences necessary in providing a more profound understanding and analysis of all related aspects. Since qualitative methods are information driven, they provided amore holistic picture and analysis of decentralized administration of planning and poverty reduction. The quantitative methods are dealing with the tabulation, presentation of data analysis in frequencies and calculation of percentages.

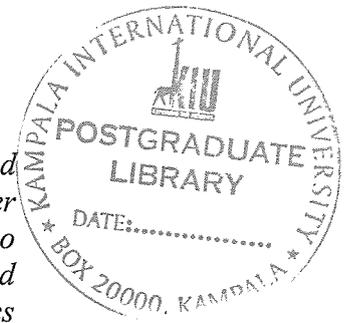
3.2. Comparative approach

Comparative approach was adopted by the researcher because of the nature of the study. The study demanded a comparison between two administrative units that is Butare town and Save district. This approach helped the researcher to identify the similarities and differences between the two administrative units, in the relation to decentralized planning and poverty reduction. This is in line with the argument that was advanced by Manheim and Rich (1996:213) who contended that, comparative approach offers a broader range of information about the issue the researcher wants to study for this can increase the chances of reaching varied conclusions.

While dealing with the comparative approach of research, Dye (1991) holds that:



"Comparative study which is comparing political institutions and behaviors from state to state and community to community in order to identify and explain similarities or differences helps us to answer the question why". Dye adds that, "states and communities are not alike in social economic conditions, in politics and or in public policies". Hence, these differences justify the need for using the comparative approach in this study (p: 2).



Therefore, the comparative approach was used in this study because of its nature, which required making comparisons between two sets of units (Butare town and Save district).

3.3. Survey population, sample, sample size, and selection of Respondents

3.3.1. Survey Population

The study population comprised of both males and females residing in Butare town and Save district. However, as the study required information about the projects and programs as implemented under the decentralized system, it was considered appropriate to select the respondents from amongst the district officials, the sector and the cell coordinators and the representatives of the local people at the cell level from the selected districts. Therefore, a sample population of 94 people was selected.

3.3.2. Sample

The ideal practice in a research is to obtain information from the entire population. This would ensure maximum coverage of the population concerned in the research. However, due to resource limitation the entire population of this research could not be covered and a sample population of 94 people was considered appropriate to carry out the study.

3.3.3. Sample Size

Considering the limited resources in terms of finance and time, data was collected from the selected sample of 82 respondents out of the 94 people that comprised the total sample population

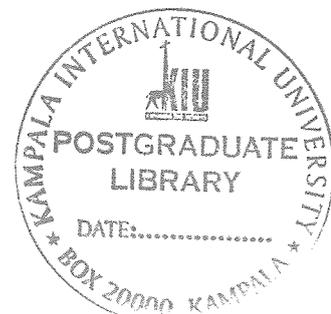
This is in line with Duttolphy et al. (1986:138), that “if the sample is selected properly, the information collected about the sample may be used to make statements about the whole population”. Therefore, a reasonable sample of 82 respondents was selected to represent the whole population.

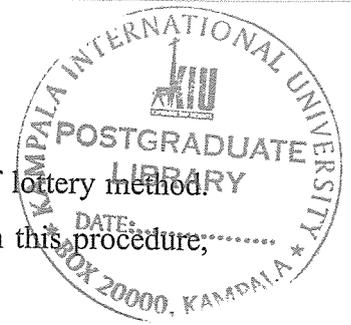
3.3.4. Sampling Techniques

The process of selecting the respondents for this study was the major taxing exercise. Since the researcher was dealing with a population of different categories, one of the techniques employed to select the sample size was “a multi-stage sampling technique.” The multi- stage sampling technique was used in response to the large geographical area i.e. Butare Town and Save District. Under this technique, the researcher obtained his sampling unit through a succession of two stages:

In the First Stage, Sampling was done from the various sectors in the selected districts. Save District has 20sectors: Gasharu, Kinteko, Bwinyambo, Buremera, Munanira, Kiziguro, Gatoki, Karama, Cyamukuza, Gisagara, Makande, Burashi, Ndora, Kinazi, Kinyereri, Bweya, Kamudahunga, Zivu, Kayenzi and Muzenga. Due to financial hardships and short time schedule, the researcher undertook a random sample and selected two sectors by use of the lottery method. The selected sectors were Kamudahunga and Munanira. Butare Town has 18 sectors: Butare-Ville, Cyarwa-Sumo, Matyazo, Ngoma, Nkubi, Sahera, Tumba, Kaburemera, Mpare, Mpungwe, Musange, Nkima, Nyanza, Rukira, Rukara, Vumbi and Mbazi. Here again, by use of lottery method, the researcher took a random sample of two sectors i.e Matyazo and Sahera.

In the second stage, sampling was done from the various cells in the selected sectors. The reason for considering sectors and cells was to enable the researcher to identify sector and cell coordinators to act as respondents and to assist in locating the local population.





After identifying cells of each selected sector, two cells were chosen by use of lottery method. The lottery method was employed to avoid bias in the selection. Thus, through this procedure, every sector or cell had an equal chance of being selected.

The cells of Kamudahunga (Save district) were 3: Kiruhura, Rwaza, and Nyagacamu. Rwaza and Kiruhura were chosen. The cells of Munanira (Save district) were 3: Kimishibu, Bankende and Rugarama. Kimishibu and Bankende were the ones chosen. The cells of Matyazo (Butare town) were 2: Tonga and Rurenda. Since two were needed, they were all taken. The cells of Sahera (Butare town) were 4: Akabiziko, Akaniga, Iceru and Akarehe. Akabiziko and Akaniga were chosen.

3.3.5. Choice of Respondents

After the selection of the districts, sectors and cells, the researcher moved to the final stage (third stage) of sample selection. This stage involved the actual selection of individual respondents.

The researcher used the purposive sampling to select the key informants. According to Stacey, in purposive sampling “the researcher uses his / her own judgment about which respondents to choose, and picks those who best meet the purpose of the study (Stacey cited in Bailey 1982:94). In light of the above the following respondents were selected:

Out of five district officials i.e. the mayor, the vice mayor in charge of finance, the vice mayor in charge of social affairs, the vice mayor in charge of youth, the vice mayor in charge gender, the following three officials were purposively selected and these include; The mayor of the district; The vice mayor in charge of social affairs and The vice mayor in charge of youth.

Since the study selected two districts, 6 respondents i.e. 3 respondents from each district in a similar manner were selected at this level.

At the sector level, each sector coordinator was considered to be appropriate from the point of this study and therefore selected in the representative sample. Since there were 4 sectors in all, a total number of 4 respondents were selected at this level.

Every cell coordinator from each selected cell was also chosen for the sample. Since the selected cells were 8, therefore 8 cell coordinators were selected.

The process of selecting the respondents from the local population at the grassroots level was the most challenging exercise in this research study. However, the researcher was determined to complete this mission as cogently as possible. Since the local people have their elected representatives at the cell level, the researcher decided that their presence could serve the purpose of this research. The cell is represented by 10 people: The cell coordinator, the secretary of the cell, Youth representative, Women representative, Person in charge of security, Person in charge of finance, Person in charge of education, Person in charge of social affairs, Person in charge of health, and the person in charge of information.

The following eight were purposively selected at this level: Youth representative, Women representative, Person in charge of security, Person in charge of finance, Person in charge of education, Person in charge of social affairs, Person in charge of health, and the person in charge of information.

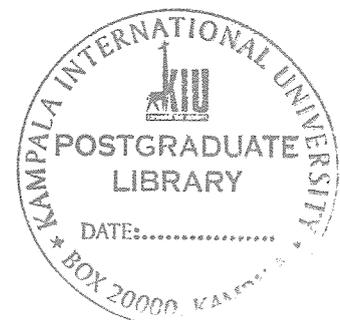
Since the total selected cells were 8, the total number of respondents from this category became 64. This type of selection facilitated a thorough comparison of the views advanced by the officials and those advanced by the representatives of the local people as required from the point of this study.

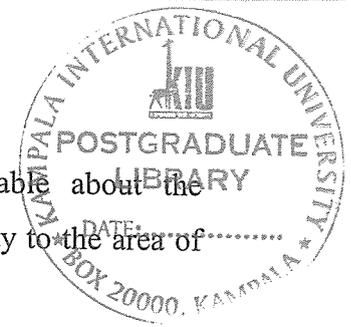
Reasons for the Use of Purposive Sampling

According to Williamson et al. (1982:106) a major advantage of purposive sampling is that it is a way to ensure that we get at least some information from respondents who are hard to locate and crucial to the study.

Stacey (1969) makes purposive sampling more admirable in conducting action research. To him, key selected informants (purposively selected respondents) know a great deal about the subject of the research.

In view of the above, purposive sampling was found suitable in this study for the following reasons:





- a. The selected respondents are found to be more knowledgeable about the information required due to their direct affiliation or responsibility to the area of concern.
- b. More reliable and valid data is likely to be given by the respondents.
- c. The respondents have permanent address.
- d. Respondents may take it as their obligation or duty to answer questions.

Thus, by the use of purposive, the researcher selected a total number of 82 respondents.

3.3.6. Presentation of Respondents

The presentation of respondents on the basis of job and geographical location can be cited in table 3.1 below.

Table 3.1: Presentation of Respondents

Respondents	Butare town	Save district	Total
-Mayor of the district.	1	1	2
-Vice mayor in charge of social affairs.	1	1	2
- Vice mayor in charge of youth.	1	1	2
-Sector coordinator	2	2	4
-Cell coordinator	4	4	8
- Representative of Local people	32	32	64
Total	41	41	82

Source: Primary Table

3.4. Data sources

The data collection sources according to this study are categorized into two types. That is primary data and secondary data and below is how they were used.

3.4.1 Primary data

This where the researcher asked people's views in relation to decentralised administration of planning and poverty reduction. The questionnaires and interview guide were used in order to get

the primary data. Also the used his own sense of seeing in order to observer what was on the ground in relation to programmes that are intended to reduce poverty among the people of Butare town and Save district.

3.4.1.1. Observation

The researcher also used observation technique in data collection. The researcher attended meetings at district sector, and cell levels. While moving in the area under study the researcher also observed that there existed a few developmental activities in Save District compared to Butare Town.

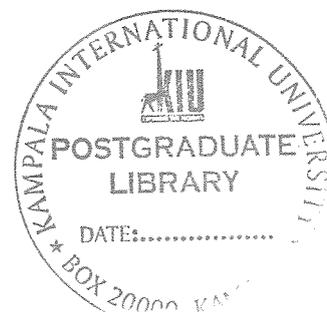
3.4.1.2. Questionnaire

The questionnaire was another technique used by the researcher to collect data. This questionnaire technique was employed in obtaining views and opinions of individual respondents in this study. Questionnaires were administered to selected respondents to get the required information. The administered questionnaires were in two forms; un-structured questionnaire in a sense that, the researcher had to leave the blank space to be filled by the respondent and structured in a sense that here in, the researcher required a definite answer like YES or NO. All the questions were in line with the study hypothesis and the objectives of the study.

3.4.2. Secondary Data/ library Search.

In order to get the background of this study and to collect appropriate data, the researcher relied on reading books published and unpublished documents, reports, legislation, and policy papers related to the study. Bearing in mind the advantages of documentary analysis, the researcher carefully scrutinized and analyzed the documents consulted in this study. This method helped the researcher to get the background to the problem as well as the literature related to the research topic.

The techniques applied in collecting data respond to ‘the how’ of the study as for the preceding chapter two where documentary was used like a method in data collection of the present study. Therefore, research techniques were used as a practical means of attaining or achieving special



relevant information related to impact of community participation on rural development. This study based on questionnaires, interview guide, as techniques of data gathering



3.4.2.1. Documentary Research.

This is the technique where the Newspapers, Articles, Journals, books both published and unpublished and electronic documents were used. Thus in the present research, review of published documents, reports, and policy papers relevant to the study were used from both private and public University libraries. This was useful for attaining qualitative information regarding the impact of community participation on rural development. This technique reviews the literature and tries to convey both global and national perspective so that the reader could have a comparative analysis and evaluation.

Categorization of Questionnaires

Questionnaires were categorically divided into two sections as shown in the table (3.2) below.

Table 3.2 : Questionnaire sections

Sections	Respondents
Questionnaire one	District administrators Sector administrators Cell administrators
Questionnaire two	Local elected people at the grassroots Levels

Source: primary Table

Table 3.2 above indicates the target groups from whom the questionnaire(s) were addressed and these include; Administrators at the district, sector and cell levels, and the local elected people at the grass roots levels.

3.5.4. Interview

This was another important technique that employed by the researcher in obtaining data from the field. Interview is a face-to-face conversation between an interviewer and a respondent conducted for the purpose of obtaining information (Mbaga 1990:38). This method was intended to add quality to the provided by the questionnaire. Face to face interview conducted with the

help of the interview schedule during data collection. Structured and non-structured interview questions were asked and answers were carefully recorded down. Under unstructured interview, the respondents were given the subject of the whole issue in general and respondents were asked to elicit the information in the way they deemed necessary. On the other hand under structured interview schedule the respondents were given answers from which to choose. The researcher employed both structured and unstructured interviews purposely to avoid limitations in their responses.

Thus, through the observation, questionnaire and the interview techniques the researcher managed to get concrete primary data in addition to the secondary data that was obtained through the documentary analysis.

3.6. Data quality control

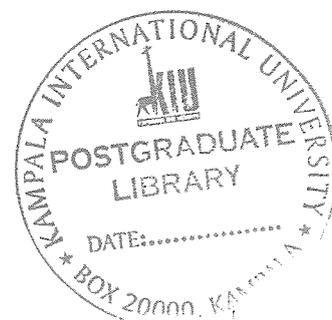
For any research, it is necessary to control its quality to minimize errors. As regards this research study, the questionnaire was first tested before distributing it to the final respondents. A pre-test was done among 6 colleagues, who after a thorough screening and recommended some modifications in the nature of the questions. The modifications were made accordingly. Finally, the listed questionnaires were administered to the selected respondents.

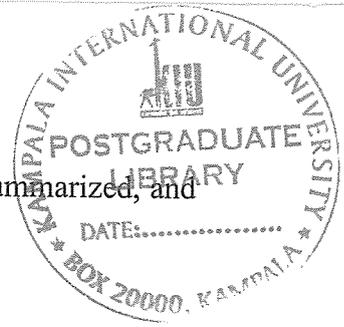
3.7. Data processing

It is important to show the various tools used to process the data that was collected from the field. It is on the basis that this was processed and interpreted to get the meaningful results. Tools of data processing used include; editing, and tabulation.

3.7.1. Coding

The main reason as to why coding was used in this study was to summarize the data by classifying the different responses which were given into different levels for easy manipulation. It consisted of two activities; construction of the coding frames and coding answers. Coding in this study was done after gathering the data, so as to summarize the collected raw information by





classifying responses given into categories for easy manipulation and data was summarized, and frequency counts were made, and data was then reduced for easy tabulation

3.7.2. Editing

The importance of editing technique was to remove the unnecessary information and correcting the mistakes. According to Kakinda (1990:155), “editing is the process whereby errors in a complete interview schedule and the questionnaire are identified where possible”. Data was properly analyzed, scrutinized and verified in order to remove errors and repetitions. This type of data processing made analysis simple and easy.

3.7.3. Tabulation

This was according to the responses to a particular question, tabulation and tables were sorted out depending on the anticipated required data. After editing, coding and manual tabulation of data in accordance to categories of codes, preparing the final analysis of data was done.

3.8. Data Analysis

This would depend on the responses received from the field. The responses were organized in different measurements, which were the major determinants for analyzing the data. The analysis was both qualitative and quantitative.

CHAPTER FOUR: PRESENTATION OF THE FINDINGS

4.0. Introduction

The purpose of this study was to find out how decentralized local administration of planning contributes to poverty reduction. This chapter is concerned with data presentation and interpretation of the findings from the field. This was arranged purposely so to ensure clear understanding of the findings from the field as per the nature of the study. The findings are analyzed and interpreted using information received from the selected respondents in accordance with the following objectives of the study:

1. To examine factors that lead to poverty in Rwanda
2. To establish the institutions of decentralized planning that are intended for poverty reduction
3. To determine the linkage between decentralized planning and poverty reduction.
4. To find out best practices of decentralized planning that can lead to poverty reduction in Rwanda.

4.1. Demographic Characteristics of Respondents

Respondents were identified by gender and area distribution of respondents. No data analysis on age and education level of respondents was considered owing to the nature of the study. In interpreting data from the field, the role of women participation is however highlighted with respect to poverty alleviation programs under decentralized administration.

4.1.1. Gender

The researcher wanted to investigate the sex composition of the respondents and their deferring perception about the policy of decentralization and poverty reduction. The details are presented in table 4.1 and pie chart 4.1 below.

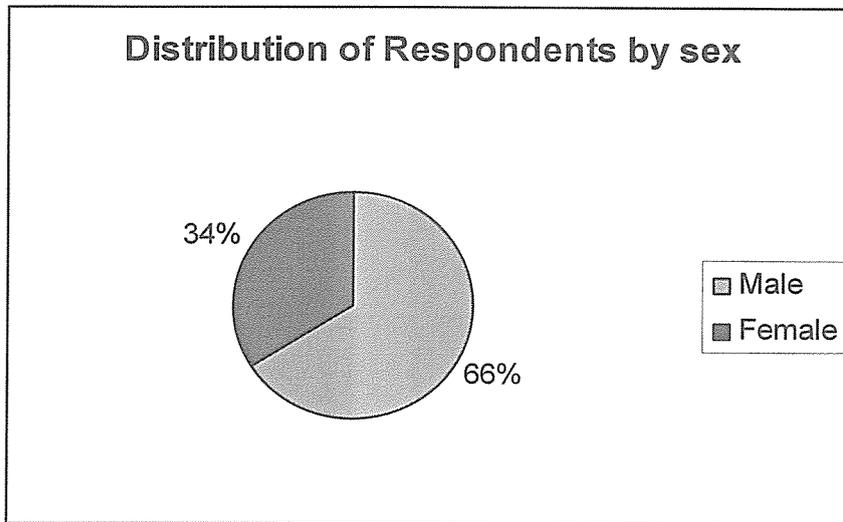


Table 4.1: Distribution of Respondents by gender

Gender	Butare Town	Save district	Total	Percentage
	Frequency	Frequency		
Male	26	28	54	66
Female	15	13	28	34
Total	41	41	82	100

Source: Primary Data

Pie chart 4.1. Distribution of respondents by gender



Source: primary Data

Table 4.1 and pie chat 4.1 shows that the majority of the respondents (26 in Butare Town and 28 in Save District) were males comprised of 66% as compared to females 34% (15 in Butare Town and 13 in Save District) out of the 82 total respondents. This implies that among the officials and public leaders males out number their female counterparts. However, a reasonable number of women participation in administration shows that they are also equally involved in the community work in their respective areas of jurisdiction.

4.1.2 Occupation and Area distribution of respondents

The presentation of respondents by their occupation and area distribution by the local administrative units is shown in table 4.2 below.

Table 4.2: Presentation of Respondents by occupation and area.

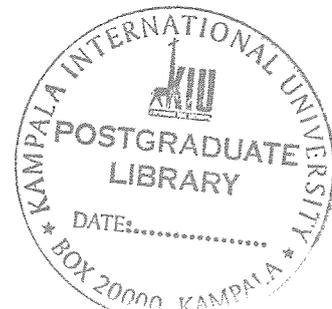
Respondents	Butare town	Save district	Total
Mayor of the district.	1	1	2
Vice mayor in charge of social affairs.	1	1	2
Vice mayor in charge of youth.	1	1	2
Sector coordinator	2	2	4
Cell coordinator	4	4	8
Representatives of Local people	32	32	64
Total	41	41	82

Source: Primary Table

Table 4.2 above shows that the majority of the respondents (64) were representatives of the local people; this is because, these representatives were elected by the local people, and therefore they represent the views of the people who elected them. The researcher considered the views from these representatives of the local people to represent the views of the local people.

4.2. Factors Leading to Poverty in Butare town and Save district.

According to responses obtained from the respondents, the following were cited as the common factors leading to poverty in the area under study. Table 4.3 summarizes them as follows:



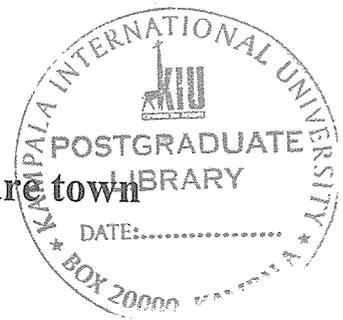


Table 4.3: Factors Leading to Poverty as Common to Butare town and Save district

Factors leading to poverty	Butare Town	Save District
	Responses	Responses
Poor soils	21	30
Unemployment	32	22
Climatic changes	20	32
Shortage and Exhaustion of land	25	30
Poor technology	32	32
Genocide of 1994	15	18
Ignorance	31	20
Disease	26	30
Over population	20	22
Lack of qualified personnel in administration	24	18
Lack of income generating activities	23	18
Influx of Refugee Returns	6	10
Lack of infrastructure	10	12

Source: Primary Data.

It is clearly evident from table 4.3 that the factors leading to poverty are common to both Butare town and Save District. However to the residents of Butare town, unemployment, and poor technology were cited as the most important issue relating to their poverty, while to the respondents of Save district, it was climatic changes, poor technology and the exhaustion of cultivable land for it limits their capacity to increase food production. Lack of technical skill was also cited as a basic cause of poverty common to the residents of both districts. However, there were those who cited to unpredictable climatic changes and over population as causes of their poverty. It is important to note that almost all the factors as mentioned above as the main causes of poverty to the people are considered under the government’s stated decentralized policy objectives in the ‘Decentralization Policy Document’ of May 2001. It is therefore concluded that

if all these programs are properly, implemented these districts under the decentralized administration would be in a position to alleviate poverty of their people. Below is a detailed discussion and proposed solutions on how decentralized administration may help in solving those problems. They are categorized as follows;

4.2.1. Shortage of Land and Poor Soils

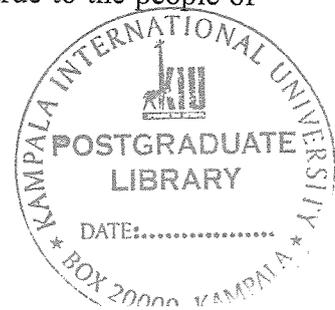
Shortage of land and poor soil were cited as the most important causes of poverty. This was highlighted during the interview with the vice-mayor in charge of youth for Save district. He revealed that people do not have enough land for cultivation. He further added that, "in general the soil in the district is not fertile". Similar responses were also got from the officials of Butare Town. Officials revealed that most of the people possess of small plots of land, which are inadequate for high yield products. The officials were in agreement that alternative jobs be provided to local residents in order to overcome their poverty. Officials however, informed the researcher that under decentralization, CDCs and Ubudehe programs are working closely in this direction, providing loans and other facilities to people to start small-scale businesses or to form cooperatives for the production and sale of their products. They argued that these programs would help in reducing poverty in the area.

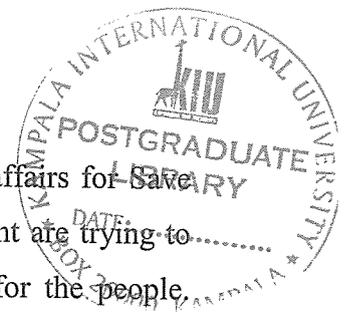
4.2.2. Poor Technology

Poor technology was cited as another factor that causes poverty to the people. Officials argued that better seeds and fertilizers are distributed to farmers and efforts are also made to train them with the help of NGOs and technical experts for better farming techniques. With modern methods of farming based on modern technology, better yields are expected even in the limited land. According to the officials the distribution of seeds and fertilizers is arranged under decentralized planning at the district, sector and cell levels.

4.2.3. Unemployment

Unemployment was cited as another factor leading to poverty especially in Butare Town. According to the vice mayor in charge of social affairs for Butare town, most of the people remain poor for they have no jobs yet they still live in town. This was also true to the people of





rural areas having no land for cultivation. The Vice-Mayor in charge of social affairs for Save District informed the researcher that NGOs with the help of the local government are trying to establish developmental projects in order to create employment opportunities for the people. According to the Vice-Mayor in charge of social affairs for Butare Town, the residents are being taught how to form cooperatives to sell their products at competitive prices. Through the CDC and Ubudehe programs, people are expected to setup various self-help projects for the production and better distribution of their locally manufactured products.

4.2.4. Ignorance

Ignorance was cited as another factor leading to poverty in the area under study. The mayor of Save District on this issue had this to say, "our people are poor because they are ignorant (injiji). If people are poor the district also remains poor". The District Executive Secretary for Butare Town also shared the same view. He told the researcher that; "people have remained poor for they are still ignorant about what to do and how to do it." When the researcher asked what could be done to come out from this situation, he was informed that sensitization programs to educate the people are under way to educate people about various projects and programs for their benefit under decentralized administration. Officials also revealed that there are certain specific programs for women emancipation and development under local administration about which they are not properly informed.

4.2.5. Women Involvement in Decision-making Process

Officials from both districts also showed their concern on the plight of women and emphasized that unless women are empowered and educated the proper development of the society is not possible. According to them, women account for 54% of the total Rwandan population and they make up 65% of the total working population. In spite of this dominant demographic and labor size, women with decision-making and authorities both in public and private domains are still exceedingly disproportional. This is also evident from table 4.1. This situation is said to be a major cause hindering women's contribution to the development process of the country in general and Butare province in particular and hence frustrating efforts to fight poverty. It is in

this background that women are given due representation in different local bodies of administration under decentralization.

4.3. Decentralization and Poverty Reduction

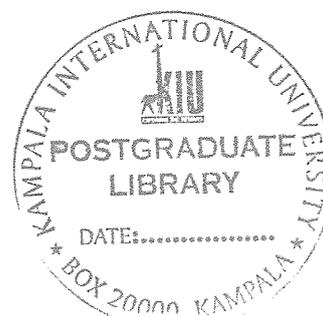
The researcher was also interested in knowing the views of the respondents at the grassroots level to find out whether they feel confident that the policy and programs under decentralization would be helpful in poverty reduction from their respective districts. This was to judge their involvement and faith in the system.

As shown in the table 4.4 and pie chart 4.2 below the majority of the respondents believed that decentralization with its various programs for community development through peoples participation is a possible way for poverty reduction.

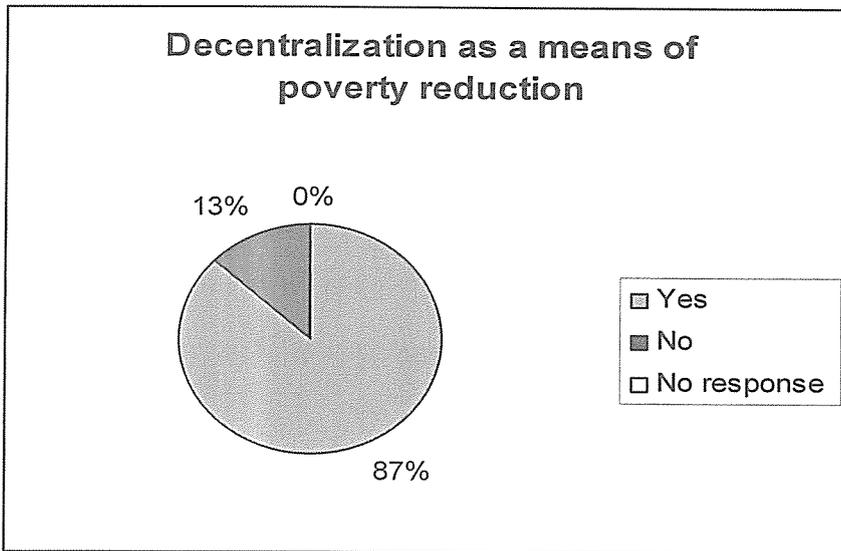
Table 4.4: Decentralization as a means of Poverty Reduction

Responses	Butare Town	Save District	Total	Percentage
	Frequency	Frequency		
Yes	35	36	71	87
No	6	5	11	13
No response	0	0	0	0
Total	41	41	82	100

Source: Primary Data



Pie chart 4.2, Decentralization as a means of poverty reduction.



From table 4.4 and pie chat 4.2 above, it can be concluded that various programs under decentralization are working satisfactorily in addressing various issues related to poverty in Rwanda. 87% of the respondents (35 and 36 respondents from Butare and Save respectively) showed their satisfaction and confidence in this new system of administration. In support of their views, respondents pointed out to many programs that are now in place helping people financially and technically under decentralization. These include; Ubudehe, CDC, PREPAF and PEAMR.

4.3.1. CDCs as the focal Program under Decentralized Administration.

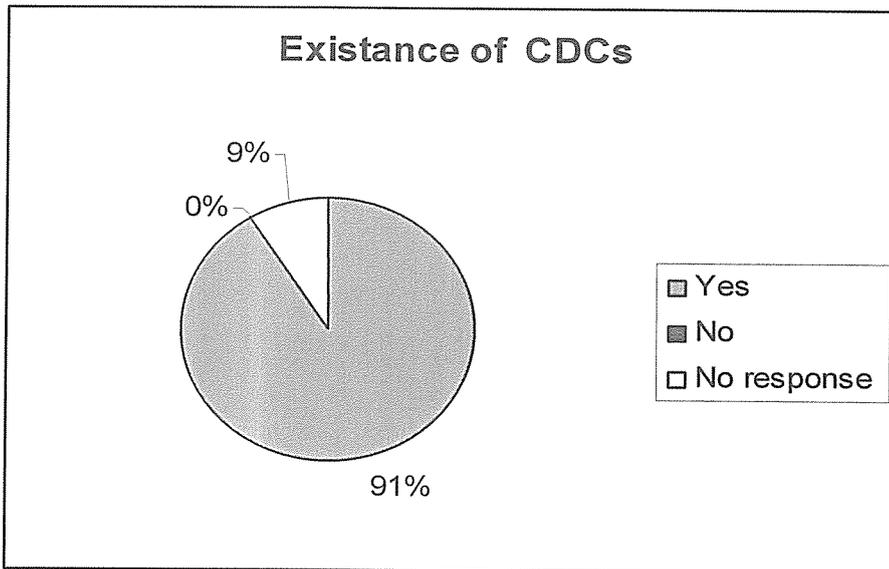
Community Development Committee (CDC) means a technical representative unit made up of elected members, right from cell, sector and district level to provide various kinds of help to the residents of the area under decentralized administration. The researcher was interested in knowing about its various functions and programs designed for the benefit of the people. The respondents showed their satisfaction on its functioning. Responses are shown in the table 4.5 and pie chart 4.3 below;

Table 4.5: Existence of CDCs

Responses	Butare Town	Save district	Total	Percentage
	Frequency	Frequency		
Yes	38	37	75	91
No	0	0	0	0
No response	3	4	7	9
Total	41	41	82	100

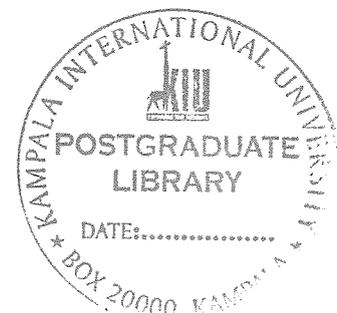
Source: Primary Data

Pie chart 4.3, Existence of CDCs

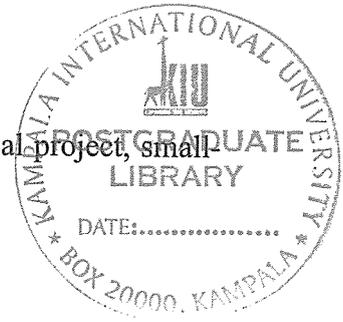


Source: Primary Date.

As revealed from table 4.5, and pie chart 4.3 above, 91 % of the respondents (38 in Butare Town and 37 in Save District) acknowledged about its proper functioning in their respective districts. However, 9 %(3 from Butare town and 4 form Save District) did not respond to this question. From the table 4.4 above, it can be concluded that the local people at the grassroots are aware about the functions and activities of CDCs. According to the respondents, CDCs provide guidelines and solutions to various problems in terms of loans and technical assistance. They



also claimed that through CDC, the local people are getting loans to set up local project, small scale business etc.



4.3.2. National Poverty Reduction Program and PRSP

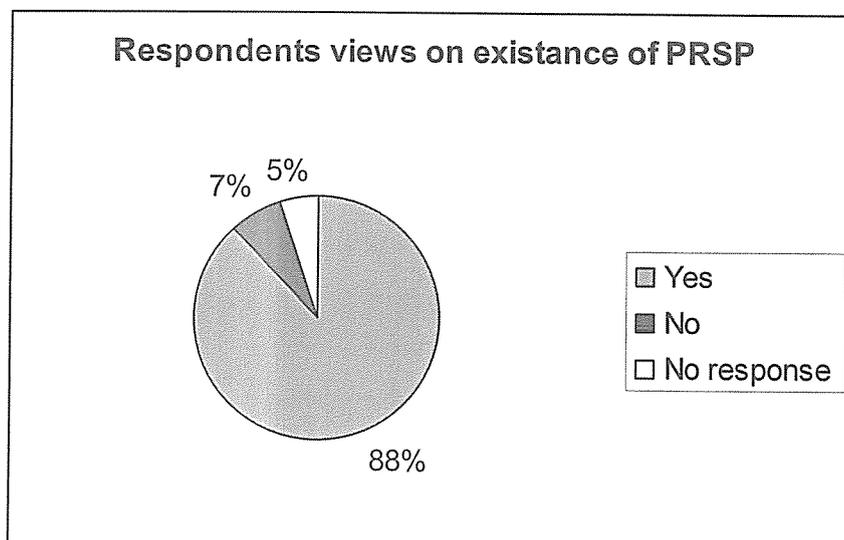
It was also important to judge respondent’s knowledge about Government’s National Poverty Reduction Program strategy as part of PRSP. The Poverty Reduction Strategy Paper (PRSP) as policy guideline for poverty reduction in Rwanda has already been widely and intensively discussed by different organs of state, the prefectures, the sectors, civil society, NGOs and the donors. It is generally considered as an important reference document for designing appropriate sectoral poverty reduction programs under decentralized administration. Majority of the respondents had knowledge of PRSP and its initiated programs as indicated in table 4.6 and pie chart 4.4 below.

Table 4.6: Respondents’ view on the existence of the PRSP

Responses	Butare Town	Save District	Total	Percentage
	Frequency	Frequency		
Yes	38	34	72	88
No	2	4	6	7
No response	1	3	4	5
Total	41	41	82	100

Source: Primary Data

Pie chart 4.4, Respondents views in existence of PRSP



Source: Primary Data

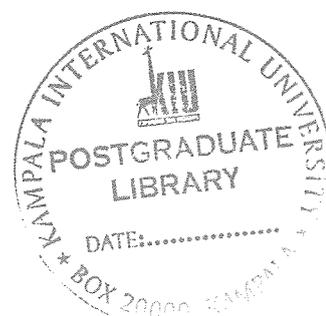
It was very satisfying to note that majority of the respondents as table 4.6 and pie chart 4.4 indicates, were aware of government's poverty reduction strategies from the point of view of PRSP. Those who responded to have known about its existence constituted 88% of the total respondents (38 from Butare Town and 34 from Save District).

From the responses, it can be generalized that the Rwandan population is now aware of the National Program for Poverty Alleviation in the context of decentralization as was put in place by MINECOFIN in its policy document (PRSP: 2000).

Respondents argued that they either heard about it on the radio or in the public meetings organized by their respective district officials. They further emphasized that the on going programs for sector development in their respective districts are based on the PRSP guidelines.

4.3.3. The linkage between decentralization and poverty reduction

On the research question whether there exist a linkage between decentralization and poverty reduction, local people's representatives acknowledged that government's poverty reduction strategy is in the framework of decentralized policy planning. This can be seen from their responses indicated in table 4.7 and pie chart 4.5 below.



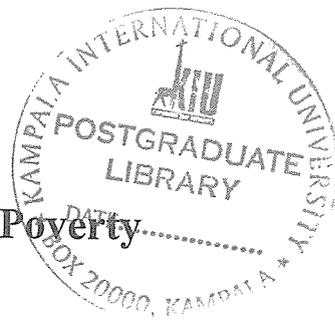
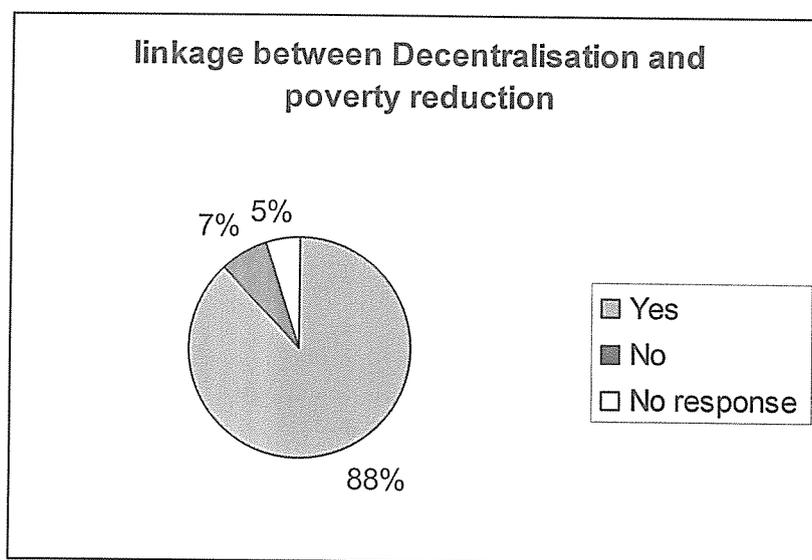


Table 4.7: The Linkage between Decentralization and Poverty Reduction

VIEWS	Butare Town	Save District	Total	Percentage
	Frequency	Frequency		
Yes	37	35	72	88
No	2	4	6	7
No response	2	2	4	5
Total	41	41	82	100

Source: Primary Data

Pie chart 4.5, Linkage between decentralization and poverty reduction.



Source: Primary Data.

In table 4.7 and chart 4.5 above, 88% of the total respondents agreed that there existed a linkage between decentralization and poverty reduction. Only 7 % opposed to this idea, while 5 % did not answer to this question. In support of their responses, the following policy objectives of decentralization for poverty reduction are highlighted: Strengthening the country's institutional, legal economic management and infrastructure especially in the rural areas.

Accelerate modernization and development of agriculture with specific focus on rural agriculture, production and employment as a basis for poverty reduction.

Introduction of modern agriculture, farm management practices to assist address land fragmentation and over exploitation of available land etc.

Basing on the above responses in table 4.7 and pie chart 4.5, the researcher concludes that there exists a linkage between decentralization and poverty reduction.

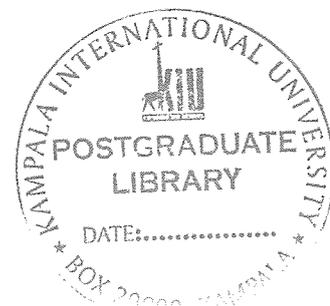
4.3.4. Benefits from Decentralization in relation to Poverty Reduction.

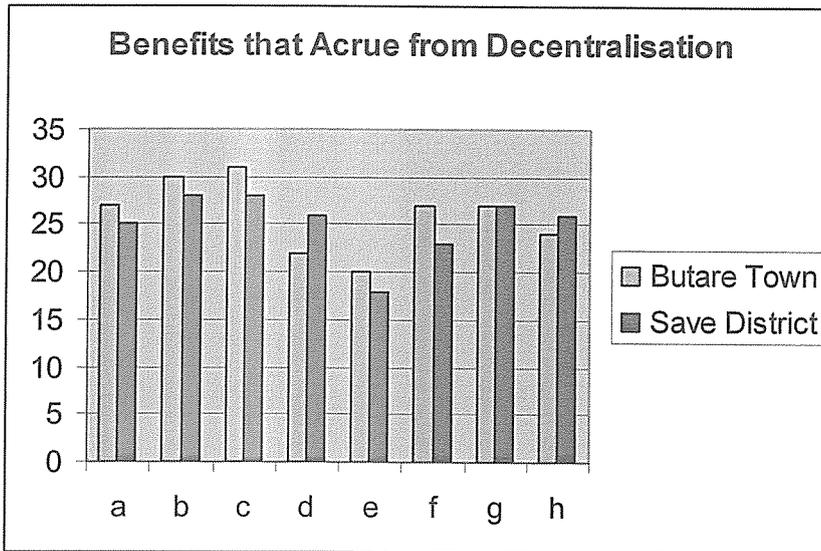
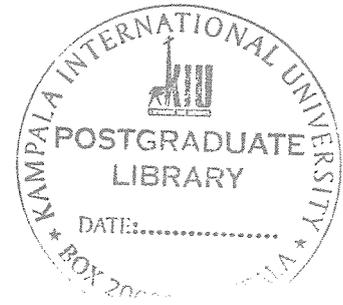
Respondents were also asked to point out the benefits that may accrue from decentralization to poverty reduction. The results are presented in the table on the next page.

Table 4.8. Benefits that May Accrue from Decentralization to Poverty Reduction

Benefits	Butare Town	Save District	Total	Percentage to benefits.
	Agree	Agree		
a. Improvement in public services	27	25	52	68
b. Accountability of public services	30	28	58	76
c. Raising peoples' awareness	31	28	59	78
d. Development of rural infrastructure	22	26	48	63
e. Political and Economic stability leading to development	20	18	38	50
f. Distribution of public services	27	23	50	66
g. Power in hands of the people rather than the leader	27	27	54	71
h. Popular participation	24	26	50	66

Source: Primary Data





Source: Primary Data

From the table 4.8 and pie chart 4.6 above, majority of the respondents agreed to statement c (raising peoples' awareness with 78%). Those who were in agreement with statement b (accountability of public services) constituted 76% as indicated in the table 4.8. Economic stability as listed statement e got the lowest percentage (50). However this is very important to note that 50% of the respondents under study found to be convinced that decentralized administration would provide more political and economic stability. In a country like Rwanda, this concept of ownership in terms of policy planning is very important for the success of government's initiated programs for poverty reduction. Further analysis of the above is that, the awareness of the local people makes them involved in the government activities such as planning and decision making that is recognized as crucial to the legitimacy and responsiveness of government, the quality of public policies and programmes, and the effectiveness of services. In a modern democracy, there is an expectation that public officials will facilitate the contribution of citizens and communities in government planning and decision making processes. There is also an expectation that government agencies will report on the results of their engagement with citizens and communities.

Citizen's participation in decision-making can lead to improved governance and the delivery of services that reflect local preferences. But poor people are un able to influence decisions and negotiate better terms for themselves with governments, financials traders and civil society because of limited economic, social and political empowerment which constrains their capability

to accumulate assets and rise out of poverty. Effective participation can only be achieved if the poor are empowered through access to information because informed citizens are better equipped to take advantage of opportunities, access services, exercise their rights and negotiate effectively. The ability of the poor to work together, organize themselves, and mobilize resources to solve problems of common interest is critical to effective participation. Organized communities are more likely to have their voices heard and their demands met than communities with little organization. There is need to strengthen poor people's organizations through education, access information, financial assistance (credit).

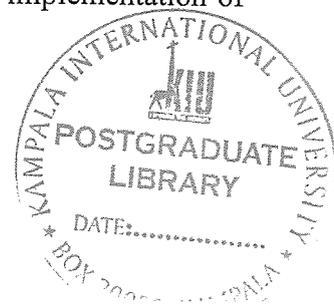
4.4. The participation of the people at grassroots levels in matters pertaining to development

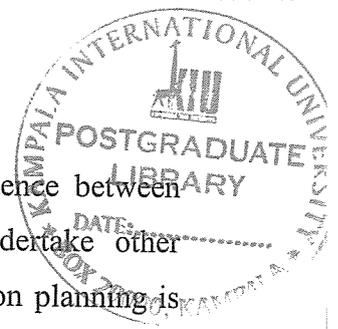
The district officials were further asked to comment on the level of participation of the grassroots people in developmental projects carried out in their area under decentralization. This aimed at identifying how the people at the grassroots conceive decentralized administration as a viable means for poverty reduction. Their responses can be analyzed as follows:

4.4.1. Level of Participation in Decision-making

According to the officials of Save District, there is a high level of peoples' participation in decision-making process sometimes directly or some times indirectly through their elected representatives at the cell and sector levels. According to these officials people are encouraged to actively participate and take decisions in the projects concerning the development of their areas. According to the officials, they simply provide guidelines and decisions are taken collectively by the local people or by their respective leaders. As part of the programme of decentralisation the Ministry of Local Government, in collaboration with the National Poverty Reduction Programme, is extending project planning and implementation down to the cellule level. The approach involves the direct funding of each cellule for the implementation of a project that they have identified and analysed themselves.

The objective of the approach is to put in place a durable system of intra-community cooperation through collective action which creates communal discussion forums for the implementation of





long-run development activities. These forums will strengthen trust and confidence between members of the community and reinforce the ability of the cellule to undertake other development activities in the future. The chosen Kinyarwanda name for the action planning is *ubudehe mu kurwanya ubukene* – which makes use of the traditional Rwandese concept of communal action in the fields, although here the approach is for the entire community for any project they choose to fight poverty. The secondary objective, which was carried out in the Butare Pilot, was to put in place a system of empowerment for selected poor families identified by the community (one per cellule). This creates an analysis of poverty carried out by the poor themselves, which deals with realistic issues of their own situation within their own existing opportunities and skills.

Thus, the action planning process aims to strengthen the concepts of local governance, accountability, transparency and empowerment at the community level. It highlights people's capacity at the grass-roots level for problem analysis and strategy formulation and implementation. The strategies must be community defined with majority participation. This builds in accountability and encourages community dialogue and participation in local governance

4.4.2. Participation in Elections

During the interview with the officials, it was also highlighted that people in large numbers participated in local body's elections of 1999 and 2000 respectively where they elected their local representatives. In this new arrangement, People are also empowered to remove their elected representatives in case they did fail to carry out their duties. According to the Mayor of Save District, in Kimishibu (a cell in Munanira Sector in Save District), an elected official in charge of security was given a vote of no confidence in 2001 by the people as he was charged of taking bribes from the people for small favors. Local people also participated fully in the 2003 constitutional referendum, presidential as well as Parliamentary elections.

4.4.3. The Ubudehe Committee

On the specific question about the programs designed under decentralized planning, the officials in Butare Town as well as Save District informed the researcher about the Ubudehe program.

Ubudehe is a program put in place by MINECOFIN in conjunction with MINALOC authorizing the local people on the cell level to elect people for a committee to study peoples' problems. According to the officials, this committee is formed to help the local people to get loans on cheap interest rates. The Ubudehe committee is also instrumental in providing technical assistance to the people.

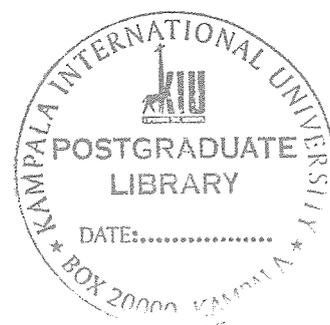
4.4.4. Community Development Committee (CDC) and other Projects

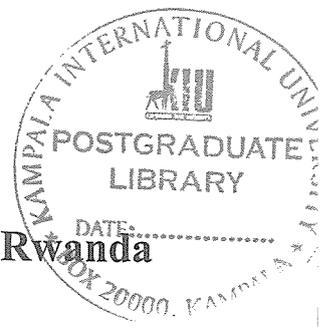
During the discussion with the district officials, they also informed the researcher about the establishment of the CDC. According to the Mayor of Save District, CDC is a peoples' representative body through which people's problems are studied and solutions are suggested. According to her, this is a soft window from which people can get loans on easy terms and conditions.

Officials also mentioned about the other projects put in place as a result of decentralization. The projects put in place under decentralized planning for the benefit of the people are namely: PREPAF and PEAMR.

According to officials particularly from Butare Town, *Projet de Réduction de la Pauvreté et d'Action en Faveur des Femmes* (PREPAF) is a project designed to provide better access to people to form self-help projects for their own development. It also provides loan to groups of individuals or single individuals who approach it with concrete proposals for financial assistance. PREPAF is also instrumental in financing different developmental activities as building new markets, construction of roads, facilitating projects in providing drinking water to far off places.

Similarly, *Projet Eau et Assainissement en Muriel Rural* (PEAMR) is also initiated to provide pure drinking water to the people living in far off places. Officials of Save District revealed to the researcher that pure water extension services had already started in an area known as Kiyovu (in Save District). PEAMR is also providing better health services to the people living in rural areas through establishing health centers.





4.5. Analysis of Decentralization and poverty reduction in Rwanda

On the specific operational terms, the programs under decentralization concerning to poverty reduction aims at addressing a diversified range of socio-economic concerns outlined below:

Need to increase income; employment opportunity; Raise labor productivity; recapitalization of rural areas in particular and the country in general; support rural credit schemes and rural infrastructures including rural roads, water supply and other facilities.

Promote better living standards of the poor through encouraging economically viable resettlement schemes; health care; education; energy and water supply made easily accessible to the people.

Facilitate sustainable support of the vulnerable groups especially in rural areas.

Facilitate training and employment opportunities for the youth; income generating activities and acquisition of appropriate technical skills by the youth.

Enhancing peoples' participation in the decision-making process in socio-economic activities that affect their lives.

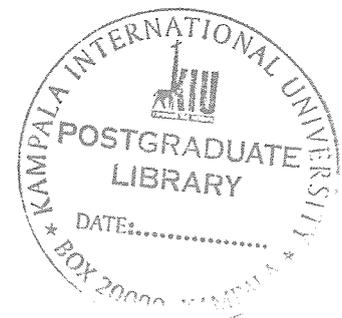
Thus, the devolution of power to local government through the implementation of various programs as mentioned above has created conditions for local governments to gain visibility and influence in Rwanda. As part of institutional development, government has recognized local government's role in poverty reduction program with a mission to speak on behalf of their people, to negotiate with government, to influence policy formulation and implementation to popularize best practices within and between local governments, and to provide services to the members. However, local governments have a challenge to complement government efforts in developing responsible local, professional and accountable administration, and mutually support networking initiatives. In this mould, the local governments such as that of Butare town and Save district will be part of civil society and by so doing help in poverty reduction in Rwanda.

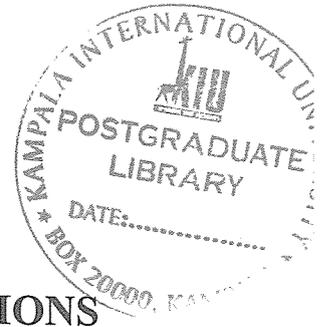
4.6. Conclusion

From the responses (both quantitative as well as qualitative), it is observed that programs as designated under decentralization are going on well in both the respective districts under consideration.

There are however, a number of actions that need to be initiated to consolidate the gains so far made in the direction of poverty reduction program under decentralization. These include: organizational autonomy, financial autonomy, and organizational cohesion in views, popular legitimacy of the elected people's representatives.

Basing on the research hypothesis that decentralized administration with devolution of power to the lower units of administration would lead poverty reduction in Rwanda, one can conclude that there was no sufficient evidence to reject this hypothesis. Nonetheless, it would not be wrong to ascertain that the policy of decentralization in Rwanda is still in its preliminary stages and the pace of implementation of various developmental programs under its planning and jurisdiction is slow. These shortcomings must be addressed to ensure the success of local government development programs and consolidate the process of decentralization.





CHAPTER FIVE:

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.0. Introduction

Chapter five of this research work shows the summary, conclusion and recommendations of the study. This chapter presents the summary of the major findings and conclusion that are in line with the objectives of the study. It also provides recommendations, which are expected to be helpful to both the policy makers and public servants to understand better the working of decentralized administration from the field with specific reference to poverty reduction initiatives in Rwanda. At the end of this chapter, topics for further research are also presented.

5.1. Summary of Major Findings

It is observed that poverty is the most challenging issue in both Butare Town and Save District. From the field survey, it was revealed that the local people recognize that programs designed under decentralization will be helpful in poverty reduction.

There are different programs in place such as CDCs and *Ubudehe* under decentralized administrative planning to empower local people to make their own decision, to promote popular participation by providing necessary financial assistance and technical expertise necessary for implementation of poverty reduction policy program.

Unlike the centralized system of administration which did not allow Rwandans in making decisions on matters concerning their political, economic and social well-being, decentralized administration enables people to participate in decision-making and monitor activities concerning to the development of their locality.

It was however observed that decentralized administrative planning is still in its preliminary stage in Rwanda and thus requires more support in terms of finance and high caliber personnel to

assess local development needs to carry out local development programs effectively and efficiently.

The decentralized policy planning needs to initiate various programs in order to meet the overall goal of equitable growth which includes:

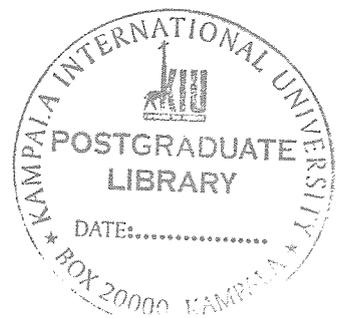
Promoting growth in sectors, which will directly benefit the poorest. Such sectors include; agriculture and environment, land, supporting off-farm employment, credit, rural energy, small scale rural infrastructure and labor intensive rural public works.

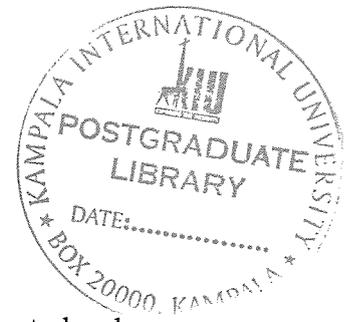
Ensuring that legal and institutional frameworks for economic activities favor access by poorer households. These include; constitutional reform, the justice system and gacaca, security, sectoral strategies, accountability and transparency, and civil service reform.

Equipping poor households with the skills and knowledge necessary to access new economic opportunities. This covers; health, family planning, skills development, education, water and settlement. Settlement is included because it is linked to water supply.

Providing the social and economic infrastructure necessary to support the movement of poorer households into non-agricultural employment, in particular through improvement in urban infrastructure and services. This includes the development of roads, energy, and communications to support economic development both in urban and rural areas.

Its success however, will depend on its organizational strength i.e. degree of autonomy from the central government, both in material and functional form; the amount of resources needed to carry out whatever project at the local level and political support that the system of local administration enjoys both from their subject and local leaders.





5.2. General conclusion

It should be clear from the discussion as presented in this research paper that poverty has been a major challenging issue in Rwanda. To date majority of the Rwandan population (60%) lives below the poverty line. Butare in particular is one of the most poverty stricken provinces of Rwanda. Causes of poverty in this area are many; poor soils, unemployment, shortage and exhaustion of agricultural land. Thus, decentralized administrative arrangement in involving the local people at the local levels in matters concerning their political, economic and social well-being is a concrete action of the government to address the endemic poverty situation of the country.

5.3. Recommendations

In order to increase the participation of the population under decentralized administrative structure in implementing poverty reduction strategies, it is recommended that;

There should be rural development and agricultural transformation through agricultural extension programs such as provision of fertilizers, insecticides and improved seeds by the ministry of Agriculture. This includes the actions which directly affect poor people's ability to raise their incomes; it also includes agriculture and environment, land, supporting off-farm employment, credit, rural energy, small- scale rural infrastructure and labor –intensive rural public works.

Local officials and other development agents should be trained in modern methods of agriculture, such as irrigation methods, harvesting methods in addition to strengthening financial and administrative skills at local level. This will improve the life of the poor in terms of; health, family planning, skills development, education, water and settlement. Settlement is considered because it is operationally so linked to water supply.

The government and other stakeholders should sensitize the local people on how to become active participants in the decentralization process. This can be done through; Radios, television, local news papers, seminars and workshops. This is intended to develop a sense of ownership of

developmental projects. Popular participation is crucial for the success of decentralization and poverty reduction. It is also suggested that sensitization campaigns in form of seminars be extended to the administrators especially those at lower levels more precisely at the cell and sector levels.

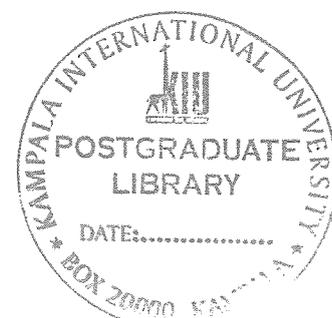
Mechanisms such as; accountability and transparency, civil service reform, constitutional reform, the justice system and gacaca should be used for the regular assessment and evaluation of the success and challenges of decentralized administration must be put in place. These will ensure that the degree of success of the process can be ascertained, shortcomings identified and collective measures or policy adjustments made.

Income generating activities both agricultural and non-agricultural in nature should be started in these areas either by the local people themselves or by the districts from their meager resources. The government and or investors both national and foreign should be directed to invest in these areas.

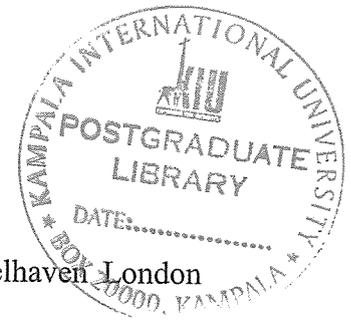
Improvement in administrative infrastructure is another recommendation to be considered if decentralization is to achieve its aims. Such facilities include: the development of infrastructures in terms of rural roads, the rehabilitation of main and feeder roads as well as local markets to link the local communities to larger markets.

5.4. Suggestions for further research

The study was limited in scope and geographical area covered because of the limited time and financial constraints. Therefore, it has been suggested that a wider research on the same topic covering the whole country be undertaken. Also a topic like fiscal decentralization and its impact on poverty reduction should be widely researched on.



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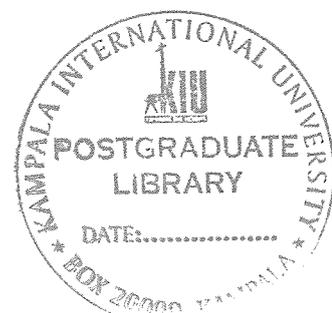
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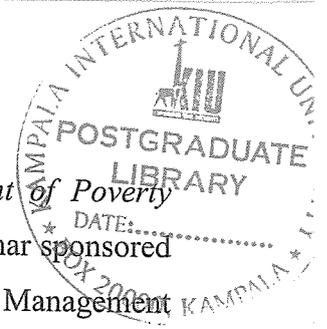
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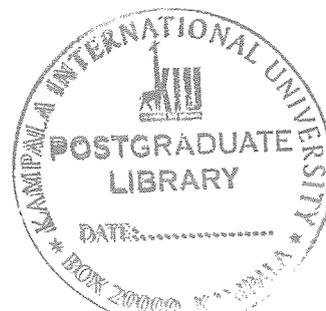
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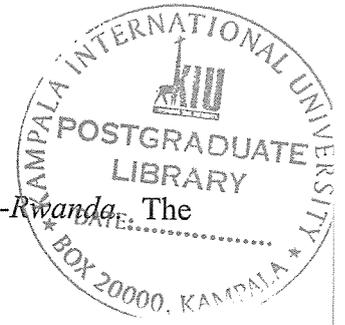
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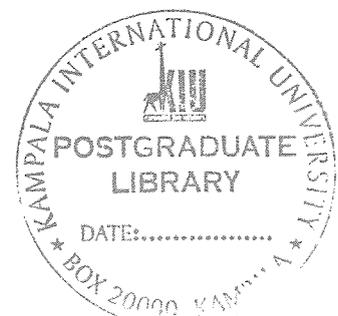
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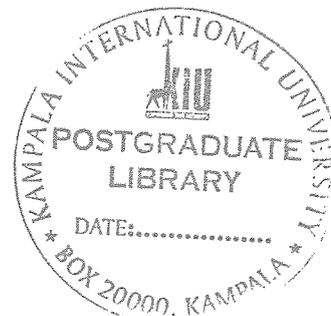
<http://www.minaloc.gov.rw>

<http://www.minecofin.gov.rw>



Annexes

Annex I: Interview guide



1. a). What are the causes of poverty in your district / sector / cell/?

District level-----

Sector level-----

Cell level-----

b). Suggest possible solutions to the above mentioned problems-----

- Does the community Development Centers (CDCs) initiate solutions to problems facing your area?
- Do you think that decentralization can be a way forward to solving problems facing your area? Explain.
- Is there a linkage between decentralization and poverty reduction? Explain.
- Do the people at grassroots participate in matters pertaining to their own development? Explain.
- Do the local people know their role in the decentralization process? If yes explain their role.
- What are the benefits that may accrue from decentralization to poverty reduction?
- Do you find fault in the government policy of decentralization or in its implementation?
- What has the government done to develop your area and reduce poverty especially at the household levels?
- Give your opinion on how decentralization with a view to poverty can best be implemented?

Annex ii : questionnaire.

Introductory Letter

ATWINE Bernard Diisi
Kampala International University
School of Postgraduate Studies
P.O. Box 20000 kamapala
Uganda
June 10, 2006

Dear Sir / Madam,

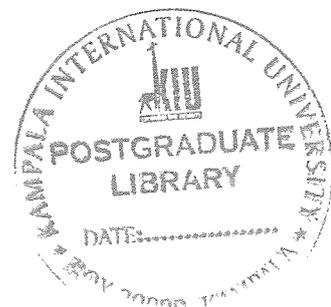
I am a student of Masters in Development Administration and Management at Kampala International University, School of Postgraduate Studies. I am doing a dissertation entitled "*Decentralization and Poverty Reduction in Butare province, Rwanda. A Case Study of Butare Town and Save District.*"

This is to seek your help by asking you to please fill in the questionnaires pertaining to the research topic. The study is purely an academic exercise and the responses given will be treated with confidentiality.

Yours sincerely,

ATWINE BERNARD DIISI

Attachment: Copy of the questionnaire.



Questionnaire

Instructions:

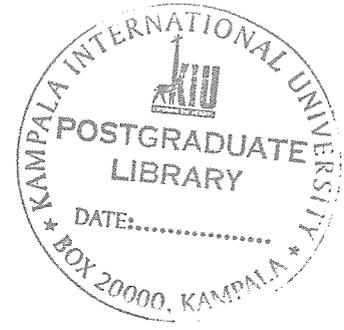
Please put a tick mark (✓) reflecting your response or opinion.

Where the question requires you to explain, please write in the space provided for this purpose.

If you don't know what response to be given or have no opinion on what is asked, leave it blank and just go to the next question.

To ensure the validity and reliability of data, you are kindly requested to answer the questions as truthfully as possible and according to your independent opinion.

You may or may not disclose your name.



Section I

PERSONAL IDENTIFICATION

Background characteristics

Names

First name:.....

Last name:.....

Occupation and job designation.....

Sex

Male

Female

Age group

Below 20

21-25

26-30

31-35

36-40

41-45

46-50

51-55

56-60

61-65

66-70

70 +

Educational qualification

No education

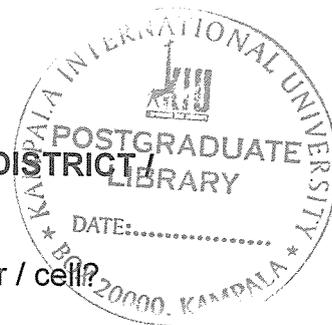
Primary

Secondary

Technical /Vocational

University





A QUESTIONNAIRE FORMAT ADDRESSED TO OFFICIALS AT THE DISTRICT/ SECTOR AND CELL LEVELS.

1. (a) What do you think are the causes of poverty in your district /sector / cell?
- District level -----
- Sector level -----
- Cell level -----

(b) Suggest ways through which such problems could be solved.

2. (a) Do the newly created community development centers (CDCs) under the decentralized administration function in your district/sector/cell?

Yes No

b) If yes, are they (CDCs) allowed within the policy guidelines to initiate solutions to problems facing your area? Yes No

3. Do you have the Decentralization Policy Document with you?

Yes No

4. Do you think that decentralization can be a way forward to solving some problems facing your district / sector / cell?

5. Do you have Poverty reduction Strategy Paper (PRSP) with you ?

Yes No

6. Do you think there is a linkage between decentralization and poverty reduction ? Yes No

7. In your own experience do people at the grass root participate in matters pertaining to development ?

Yes No

- 8.a) Do you think that Decentralization has made it possible for new programs concerning poverty reduction start in various parts of the districts sectors and cells in Butare province ? Yes No

b). If yes mention these programs-----

9 a) Have the local people known their role in the decentralization process?

Yes No

b) If yes, give reasons for this choice -----

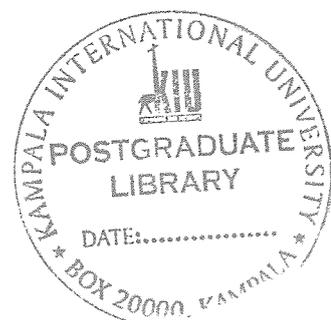
10 .What is your opinion on the following statements ?” use a tick (√)

Statement	Agree	Disagree	not sure
Decentralization ensures increased participation of the people in decision making process and finding solutions to the problems they face.			
Decentralization ensures that leaders are accountable to the people.			
In a decentralized system local leaders are more responsive to the needs of the people.			
Decentralization increases people’s political awareness.			

11. What has the government done to solve poverty related problems in your area?-----

12. Give your opinion on how decentralization with a view to poverty reduction in Rwanda can be best implemented.-----

THANK YOU





A QUESTIONNAIRE FORMAT ADDRESSED TO THE LOCAL PEOPLE AT THE GRASSROOTS LEVEL.

1. What are the major factors that lead to poverty and low incomes in your area?

- b Suggest solutions to the above mentioned problems-----

2. Are you aware of the decentralization process that is taking place in Rwanda?
Yes No

3. Do you think there were sufficient consultations of the cross section of the people for the implementation of the decentralization policy in Rwanda?
Yes No

4.a. Have you ever heard about the poverty reduction strategy paper PRSP?
Yes No

b. If yes how did you come to get to know it ?

- Radio
- Leaders
- Newspapers
- Others (specify)

5.a) Do you think there is a linkage between decentralization and poverty reduction? Yes No

b) If yes , put a tick mark on a benefit suggested below that may accrue from administrative and fiscal decentralization to poverty reduction.

- a)The improvement in public services.
- b) The accountability of public services.
- c) Public service delivery.
- d) Raising peoples political awareness.
- e) Development of rural infrastructure.
- f)Economic stability hence development.
- g) power in hands of the people rather than the leaders.
- h) popular participation.



6. What has the government done to develop your area and reduce poverty especially at household level?

7. Do you find fault in the government policy or in their implementation?

Fault is found in the government policy.

Fault is found in the implementation of the government policy.

8.a. Do the newly created development centers (CDCs) function in your area?

Yes

No

If yes, how do they (CDCs) help in poverty reduction

I-----II-----

III-----IV-----

9 Do you think that decentralization has made it possible for new programmes concerning poverty alleviation start in your area? If yes mention them.

10. Give your opinion on how decentralization with a view to poverty reduction in Rwanda can best be implemented -----

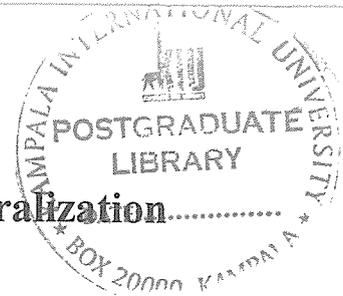
Thank you.

Hc800 ✓

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**Annex iii: Organizational structure of the decentralization.....
coordination unit.**

