

MAASTRICHT SCHOOL OF MANAGEMENT



**EFFECTIVENESS OF COMMUNITY DEVELOPMENT
ASSISTANCE IN A DECENTRALISED ENTITY IN
RWANDA: CASE OF GICUMBI DISTRICT.**

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DECLARATION

I, Etienne NDIMUKAGA, hereby declare, that this thesis is the reviewed paper of my original work submitted to Maastricht School of Management for the award of Master's in Business Administration (MBA) degree in October 2010, according to the advices provided during its defense in November 2010 and euphorus analysis results during February 2011. It has never been submitted to any other University or school for the same degree or any one else.

11/ 03 / 2011

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DEDICATION

To Almighty GOD in the Heaven,

To my wife and children,

To my friends, colleagues and classmates,

For your courage and patience during this ended studies, and moral support.

I dedicate this work.

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To all scholars and all thirsty for studying, have a desire of research.

ACRONYMS AND ABBREVIATIONS

AAA: Accra Agenda for Action

CD: Community Development

CDF: Common Development Fund

CNLS: Commission Nationale de Lutte Contre le SIDA (National Commission Against AIDS)

DDP: District Development Plan

EDPRS: Economic Development and Poverty Reduction Strategy

FARG: Fonds d'Appui aux Rescapés du Genocide - Genocide Survival Support Fund-

GACACA: Domestic (Community) Jurisdiction for Genocide perpetrators

GDP: Gross Domestic Product

GNI: Gross National Income

GNP: Gross National Product

HIV/AIDS: Human Immunodeficiency Virus / Acquired Immunodeficiency Syndrome

HLF: High Level Forum

JAFD: Joint Action Forum for Development

MDGs: Millennium Development Goals

MIFOTRA: Ministère de la Fonction Publique et du Travail -Ministry of Public Service-

MIGEPROF: Ministry of Gender and Family Promotion

MINAGRI: Ministry of Agriculture and Animal Resources

MINALOC: Ministry of Local Administration

MINECOFIN: Ministry of Finance and Economic Planning

MINEDUC: Ministry of Education

MININFRA: Ministry of Infrastructure

MINISANTE: Ministère de la Santé (Ministry of Health)

MTEF: Medium Term Expenditure Framework

NEC: National Electoral Commission

NISR: National Institute of Statistics of Rwanda

NURC: National unity and Reconciliation Commission

ODA: Official Development Assistance
OTR: Ordonnateur-Trésorier Rwandais
PAF: Performance Assessment Framework
PBAs: Programme-based Approaches
PDAE: Paris Declaration on Aid Effectiveness
PEFA: Public Expenditure and Financial Accountability
PFM: Public Financial Management
PIU: Parallel Implementation Units
PMI: Project Management Institute
PRSP: Poverty Reduction Strategic Paper
RARDA: Rwanda Animal Resources Development Agency
REMA: Rwanda Environment Management Agency
RITA: Rwanda Information Technology Agency
SWAP: Sector Wide Approaches

LIST OF TABLES

Table 2.1: Paris declaration principles and indicators.....	14
Table 2 .2: Summary of assessment on monitoring Paris declaration.....	17
Table 2.3: Results of evaluation on aid effectiveness assessment in Rwanda	18
Table 2.4: Qualitative appreciation to findings on aid effectiveness assessment in Rwanda, 2008 based on five principles of Paris Declaration.	19
Table 3.1: Items tested during the research	24
Table 4.1: Results of analysis of achievement of the Paris Declaration principles' indicators on aid effectiveness in Gicumbi District.	29
Table 4.2: Evolution of revenues and expenditures for Gicumbi District, years 2008 and 2009..	31
Table 4.3: Inter-entity transfers budget agencies to Gicumbi District, years 2008 and 2009	35
Table 4.4: Aid assistance committed and disbursed by CDF to Gicumbi District years 2008 and 2009.....	36
Table 4.5: Indicators presenting weaknesses in their achievement and the level of weakness.....	39
Table 4.6: Factors and challenges responsible for weaknesses in PDAE principles' indicators....	40

CONTENTS

DECLARATION.....	ii
DEDICATION.....	iii
ACKNOWLEDGEMENT.....	iv
ACRONYMS AND ABBREVIATIONS.....	v
LIST OF TABLES.....	vii
CONTENTS.....	viii
ABSTRACT.....	xi
ABSTRACT.....	xi
CHAPTER ONE: INTRODUCTION.....	1
1.1 OVERVIEW.....	1
1.2 PROBLEM STATEMENT.....	2
1.3 RESEARCH OBJECTIVES.....	3
1.3.1 General objective.....	3
1.3.2 Specific objectives.....	3
1.4 RESEARCH QUESTIONS.....	3
1.5 SCOPE OF THE STUDY.....	4
1.6 LIMITATION OF THE STUDY.....	4
1.7 THESIS STRUCTURE.....	5
CHAPTER TWO: LITERATURE REVIEW.....	6
2.1 DESCRIPTION OF AREA OF STUDY.....	6
2.1.1 Overview of RWANDA Country.....	6
2.1.2 The District.....	7
2.1.3 The Common Development Fund (CDF).....	8
2.2. CONCEPT DEFINITION.....	9
2.2.1 Development.....	9
2.2.2 Community development.....	11
2.2.3 Project management aspects.....	12
2.3.4 Aid effectiveness.....	13
2.4 MOTIVATION FOR AID EFFECTIVENESS.....	13

2.4.1 Aid effectiveness as an international issue	13
2.4.2 Rwanda commitment to aid effectiveness	16
2.4.3 Survey on the monitoring of Paris declaration	16
2.4.4 Aid effectiveness assessment in Rwanda	17
2.5 CRITICISMS TO AID ASSISTANCE	20
2.5.1 “Ending Aid Dependence”	20
2.5.2 Dead Aid.....	20
2.6 EFFECTIVENESS OF COMMUNITY DEVELOPMENT ASSISTANCE IN RWANDA.	20
2.7 CONCLUSION TO THE CHAPTER TWO	21
CHAPTER THREE: RESEARCH METHODOLOGY	22
3.1 RESEARCH DESIGN.....	22
3.2 SAMPLING FRAMEWORK.....	22
3.2.1 Sampling methods	22
3.2.2 Population.....	23
3.2.3 Sample determination	23
3.2.4 Objects of research	24
3.3 DATA COLLECTION	25
3.3.1 Data sources.....	25
3.4 DATA ANALYSIS TECHNIQUES	26
3.5 TIME HORIZONS	27
CHAPTER FOUR: DATA, ANALYSIS, FINDINGS AND	28
DISCUSSION.....	28
4.1 INTRODUCTION	28
4.2 ACHIEVEMENT OF THE AID EFFECTIVENESS PRINCIPLES’ INDICATORS AT THE GICUMBI DISTRICT LEVEL	28
4.2.1 Operational development strategies.....	29
4.2.2 Reliable country systems	30
4.2.3 Aid flows aligned on local priorities	31
4.2.4 Strengthened capacity by coordinated support.....	32
4.2.5 Use of country public financial management systems by donors	32

4.2.6 Use of country procurement systems by donors.....	33
4.2.7 Strengthened capacity by avoiding parallel implementation structures	33
4.2.8 Aid predictability.....	34
4.2.9 Aid disbursements released according to agreed schedules in annual	
or multi-year frameworks	36
4.2.10 Untied aid	36
4.2.11 Use of common arrangements	36
4.2.12 Field missions	37
4.2.13 Analytic works.....	37
4.14 Managing for results.....	38
4.2.15 Mutual accountability	39
4.3 WEAKNESSES FOUND IN PDAE PRINCIPLES’ INDICATORS	39
ACHIEVEMENT	39
4.3.1 Indicators presenting weaknesses and level of weakness.....	39
4.3.2 Factors and challenges responsible for those weaknesses.....	40
4.4 REQUIRED STRATEGIES FOR IMPROVED EFFECTIVENESS OF COMMUNITY DEVELOPMENT ASSISTANCE IN GICUMBI DISTRICT.....	43
CHAPTER FIVE: CONCLUSIONS, RECOMMENDATIONS	44
AND FUTURE RESEARCH.....	44
5.1 CONCLUSIONS	44
5.2 RECOMMENDATIONS.....	44
5.3 FURTHER WORKS.....	46
REFERENCES	47
APPENDICES	52

ABSTRACT

This research aimed at assessing the effectiveness of the community development assistance in a decentralised entity in Rwanda exploiting the Paris Declaration Principles Indicators on Aid Effectiveness.

The research has been carried out at one of decentralised entities (Gicumbi District) because it is at that level the community development activities are implemented, and challenges related to Paris declaration on Aid effectiveness are specifically signaled.

Mixed qualitative and quantitative philosophy, inductive approach and case study strategy have been adopted; using documentary techniques and semi-structured interviews, complemented with nominal group technique with staff-members of Gicumbi District. Data analysis used essentially the Statistical Package for Social Sciences (SPSS) and nominal group technique.

The findings are that Paris Declaration Principles'indicators are being achieved at Gicumbi District level, hence, the community development aid effectiveness can be determined. The challenges may be managed because they are related to the management functions not efficiently carried on and the implementation approach as project which may be refined in Programme-Based Approaches (PBA's) pooling together the scattered projects in one programme to help trickle down enough impacts.

CHAPTER ONE: INTRODUCTION

1.1 OVERVIEW

According to Todaro and Smith (2009, p.14), development has traditionally meant the capacity of a national economy, whose initial economic condition has been more or less static for a long time, to generate and sustain an annual increase in its gross national income (GNI) at a rate of 5% or 7% or more.

Many developing nations did reach their economic growth targets, but the standard of living for most of the people remains unchanged (**Brazil** due essentially to inequality in income distribution and problems of social inclusion; actual **Pakistan** (actual) due to lack of control of natural resources, the enclave economy development with no links with other sectors, social spending crowded by national defense expenditures); other countries have known good development trend (**China, Bangladesh**) they paid attention to both, economic and social (*ibid. pp. 28-195*).

Due to the multidimensional nature of development and poverty alleviation, an end to poverty requires more than just increasing incomes of the poor. It is why in September 2000, 189 member countries of United Nations at that time adopted eight Millennium Development Goals (MDGs), committing themselves to making substantial progress toward the eradication of poverty and achieving other development goals by 2015. *Ibid. pp. 12-13*).

They are essentially of social character.

Rwanda, like other developing countries, has embarked on the way of sustainable development.

To get there, the country is determined to promote programmes aiming at poverty reduction and enhancing economic growth guided by the Vision 2020 and the Economic Development and Poverty Reduction Strategy (EDPRS), the medium term launched in 2007 covering the

period of 2008-2012 to translate the Vision 2020. EDPRS translates also the millennium development goals (MDG's), both in implicit targets. In fact, the vision 2020 is planned to take end in 2020 and MDG's in 2015 .(MINECOFIN 2007, July)

Rwanda proceeded also with decentralisation processus since 2000 which shifted many responsibilities at the decentralised entities, the Districts, which are the basis of socio-economic development, engine of the community development.

The research took an aim to assess the effectiveness of community development assistance at that level (District).

1.2 PROBLEM STATEMENT

Effectiveness of community development assistance can be assessed by examining the achievement of the Paris declaration principles'indicators on aid assistance effectiveness. Those principles'indicators are periodically assessed for the beneficiary countries of official development assistance (ODA) including Rwanda.

In the context of Rwanda, it is found that the challenges to the achievement of those indicators are based at the local level (District level). The issue therefore, is to assess the effectiveness of the District in using development resources in line with the Paris declaration principles.

A District is a decentralised administrative entity responsible for the community development activities. The study assesses the performance in achieving those indicators in the District of Gicumbi and gives recommendations that would contribute to increased community development assistance effectiveness.

1.3 RESEARCH OBJECTIVES

This study has been guided by the following objectives:

1.3.1 General objective

The general objective of this research is to examine the performance in achieving the Paris declaration principles' indicators of aid effectiveness in the District of Gicumbi and make recommendations for improvements.

1.3.2 Specific objectives

- a) To examine the achievement of the Paris Declaration principles' indicators of aid effectiveness in Gicumbi District within the framework of decentralisation;
- b) To identify the factors which lead to low performance in achieving the principles' indicators of aid effectiveness;
- c) To make recommendation on how the community development effectiveness can be improved.

1.4 RESEARCH QUESTIONS

To achieve the above objectives, the following research questions were developed.

- a) Are the Paris declaration principles' indicators of aid effectiveness achieved in the context of community development at Gicumbi District level?
- b) What factors cause the low performance in achieving the principles' indicators of aid effectiveness?
- c) What can the District do in order to increase the community development assistance effectiveness?

1.5 SCOPE OF THE STUDY

The aid assistance effectiveness as per Paris declaration is the satisfaction of its principles' indicators. The study analysed the achievement of these indicators at a district level in Rwanda Country because the two assessment on monitoring the Paris Declaration held respectively in 2006 and 2008 indicated that the weaknesses are found at the local level (District level).

It focused on a District in Rwanda Country because it is the only decentralised entity responsible for implementing activities related to community development. It limited its processes to the District of Gicumbi, due to limited time, logistics and financial means. The Gicumbi District offered the best chances to work with since its formation (creation) with the decentralisation act of year 2005.

The study focused only on the funds globally allocated to the District of Gicumbi through the official transfer mechanisms such as the Common Development Fund (CDF), the Central Government.

The study covered the period of year 2008 and 2009. Explanatory reasons are that

- a) It is a period when EDPRS was launched and implemented;
- b) This period follows the second assessment of Paris declaration on aid assistance effectiveness and its course will constitute the third assessment of that framework.

1.6 LIMITATION OF THE STUDY

The research carried at one of thirty districts in Rwanda may not be 100% representative of all other districts. However, it gives a picture of what is happening in that decentralised entity, and can provide with caution when a similar research is carried on in other districts.

To be based on Common Development Fund (CDF) and Central Government funds assistance serves as a mean of centering and focusing the study. There are other financing

mechanisms funding the community development like European Community which delivers the funds to the village, the smallest administrative entity next to the people. This one is not considered. Whatever they should be, they are expected to comply with the principles of aid assistance.

On the time horizons, data on procurement plan for year 2008 have not been considered because the procurement plan itself was too vague to be interpreted. It was a simple listing of tenders and no execution report was available.

Data are not easily available due to the reporting and filing system not yet accurate at the District level.

1.7 THESIS STRUCTURE

The study consists of five chapters: Chapter one introduces the whole work, summarises the problem under study, the objectives and the questions of the study, states the scope of the study and draws its structure.

Chapter two overviews the literature review around the subject under study, chapter three details the research methodology. Chapter four analyses the data of the study and draws out main results and discuss them. Chapter five concludes the work, makes important recommendations, and gives an outwards of further works.

CHAPTER TWO: LITERATURE REVIEW

2.1 DESCRIPTION OF AREA OF STUDY

2.1.1 Overview of RWANDA Country.

Rwanda is a small land-locked country located in the heart of Africa. It has a surface area of 26,338 km² and a projected population of 10,117,029 and a GDP per capita of U\$ 520. (Statistics 2009)

Reference to MINECOFIN (2007), since year 2005, the country has an administrative structure comprised of four provinces and the City of Kigali, and thirty Districts. Below the Districts, there are three further levels of administration:

Sectors (*Imirenge*) (416), cells (*Akagari*) (2,150) and villages (*Imidugudu*) (14,975).

To date, the decentralisation process has focused on shifting responsibility to the District level. However, one of the Economic Development and Poverty Reduction Strategy (EDPRS) flagship programmes – Vision 2020 *Umurenge* – extends this process down to the sector and village levels.

Rwanda adopted a number of important planning tools to enable accelerate the development and poverty reduction:

- a) Vision 2020 in year 2000; (MINECOFIN 2000)
- b) Poverty Reduction Strategy Paper (PRSP) which took end by 2005; (MINECOFIN 2005, July)
- c) EDPRS launched in 2007 for 2008-12, as a second-generation development strategy for achieving long-term development aspirations as embodied in its Vision 2020 and the Millennium Development Goals (MDG's). (MINECOFIN 2007, July)
- d) Policy for aid modalities – the Aid Policy (2006) - acts as the guiding document for government work on aid management and makes specific reference to the EDPRS, requiring that all aid be aligned with the established priorities.

2.1.2 The District

“The District is an autonomous administrative entity with a legal status with administrative and financial autonomy. Like other administrative entities, the District is an entity for promotion of democracy and a basis for socio-democratic development. It is responsible for promotion of solidarity of the population in its development efforts and the development of their District”. Grandslacs

The District shall accomplish its political, administrative, socio-economic affairs and cultural duties determined by law.

The District shall be particularly responsible for the following: Grandslacs *op. cit.*

- a) To implement Government policies adopted;
- b) To deliver and assist sectors in delivering good quality services;
- c) To elaborate, coordinate and implement development programs;
- d) To promote solidarity and cooperation with other Districts.

According to Gicumbi District (2008), **Gicumbi District** is one of 30 Districts comprising Rwanda country. It is one of 5 Districts forming the Northern Province. It covers a surface area of 847 km², subdivided into 21 sectors, 109 cells and 630 villages.

It has a population of 362,331 inhabitants with a density of 418 inhabitants per km².

Since year 2006, as other Districts, it has been working under the performance contract signed between the President of the Republic of Rwanda and its Mayor (Leader) for promoting the socio-economic development of its population.

Performance contract evaluation ranked it in first tenths out of thirty Districts in achieving planned targets. For the year 2009, it occupied the second rank.

2.1.3 The Common Development Fund (CDF)

a) CDF

According to *Cdf (2010)*, the Common Development Fund (CDF), created in 2002, is an owned fund set up to support the implementation of decentralisation policy, a policy which the Government of Rwanda considers as the main strategy to achieve good governance and sustainable economic development and as a weapon of higher caliber to fight poverty. CDF was established and assigned the mission to empower those administrative entities by financing community development projects.

b) CDF intervention areas

The main intervention areas of CDF are the following: *ibid*.

- i. Productive and income generating infrastructures : to enhance Districts and Kigali City financial capacity (modern markets and slaughterhouses, Taxi parks, development of swamps, storage facilities, sales points, agricultural products units, hostels, assembly halls);
- ii. Agri-raising;
- iii. Transport infrastructures (roads and bridges);
- iv. Water and sanitation (water supply conveyances, valley dams, latrines, water pipelines);
- v. Energy (solar energy, hydroelectric energy, connection to existing electricity network, biogas);
- vi. Environment protection (erosion fighting by radical and progressive terraces, planting of soil fixing plants, reforestation, environment mainstreaming in projects);
- vii. Rural telecommunication (installation and rehabilitation of its network);
- viii. Administrative infrastructures (construction of sectors and Districts offices);
- ix. Health infrastructures (health centers, health posts, clinics);
- x. Projects studies and supervision (projects documents, tender documents, estimates, designs, works supervision).

2.2. CONCEPT DEFINITION

2.2.1 Development

a) Traditional economic measures

Reference made to Todaro and Smith (2009), in strictly economic terms, development has traditionally meant the capacity of a national economy, whose initial economic condition has been more or less static for a long time, to generate and sustain an annual increase in its gross national income (GNI) at a rate of 5% or 7% or more.

Economic development in the past has also been typically seen in terms of the planned alteration of the structure of production and employment so that agriculture's share of both declines and that of manufacturing and service industries increases. Development strategies have therefore usually focused on rapid industrialisation, often at the expense of agriculture and rural development.

With few exceptions, such as in development policy circles in the 1970s, development was until recently nearly always seen as an economic phenomenon in which rapid gains in overall and per capita GNI growth would either “trickle down” to the masses in form of jobs and other economic opportunities or create the necessary conditions for the wider distribution of the economic and social benefits of growth. Problems of poverty, discrimination, and unemployment and income distribution were of secondary importance to “getting the growth job done”. Todaro and Smith (2009) *op. cit.*

b) Economic growth and development classic theories

i. Linear –stages theories

Rostow, cited by Todaro and Smith (2009) *op. cit. p. 111*, identifies five (5) categories: the traditional societies, the pre-conditions or take-off into self-sustaining growth, the take-off, the drive to maturity, and the age of high mass consumption. He notes that underdeveloped countries that are still in either in the traditional societies or the “preconditions” stages have to follow a certain set of rules of development to

take off in their turn into self-sustaining economic growth. They have to mobilise domestic and foreign saving in order to generate sufficient investment to accelerate economic growth.

ii. Structural-change models

Structural – change theory focus on the mechanism by which underdeveloped countries transform their domestic economic structures from a heavy emphasis on traditional subsistence agriculture to a more modernised, more urbanised, and more industrially diverse manufacturing and service economy. *Ibid. p. 115.*

iii. International – dependence revolution

International dependence models view developing countries as beset by institutional, political, and economic rigidities, both domestic and international, and caught up in a dependence and dominance relationship with rich countries. *Ibid. p. 122.*

iv. Neoclassical counterrevolution or market fundamentalism

The underdevelopment results from poor resource allocation due to incorrect pricing policies, and too much state intervention by overly active developing governments.

In developed nations, it favored supply-side macro-economic policies, rational expectations theories, and the privatisation of public corporations. In developing countries, it called for freer markets and the dismantling of public ownership, planning, and government regulation of economic activities. *Ibid. pp. 126-127.*

c) The new economic view of development

Todaro and Smith (2009) *op.cit. pp. 15-22* continue to assert that the experience of the 1950s and 1960s, when many developing nations did reach their economic growth targets but the levels of living of the masses of people remained for the people unchanged, signaled that something was very wrong with this narrow definition of development. An increasing number of economists and policymakers clamored for more direct attacks on widespread absolute poverty, increasingly inequitable income distributions, and rising unemployment

within the context of a growing economy. “Redistribution from growth” became a common slogan.

Dudley Seers, cited by Todaro and Smith (2009), also in *ghanaweb*, posed the basic question about the meaning of development succinctly when he asserted:

“The questions to ask about country’s development are therefore: what has been happening to poverty? What has been happening to unemployment? What has been to inequality? If these all three have declined from high levels, then beyond doubt this has been a period of development for the country concerned. If one or two of these central problems have been growing worse, especially if all three have, it would be strange to call the result “development” even if per capita income doubled”.

2.2.2 Community development

According to en.wikipedia, community development (CD), informally called community building, is a broad term applied to the practices and academic disciplines of civic leaders, activists, involved citizens and professionals to improve various aspects of local communities.

Community development is more than just economic development (although economic development is included). “Community development is the process or effort of building communities on a local level with emphasis on building the economy, forging and strengthening social ties, and developing the non-profit sector”. Envision

Reference to Ccd, in technical version, community development is a process involving the conception, planning, and implementation of projects or activities which create improvements in (or reduce the extent of declines in) the living standards of people in a particular community.

According to google, community development is a long-term process whereby people who are marginalised or living in poverty work together to identify their needs, create change,

exert more influence in the decisions which affect their lives and work to improve the quality of their lives, the communities in which they live, and the society.

In the context of Rwanda, the mission of community development is to “ensure effective and sustainable participation of the community in its own development, in order to achieve poverty reduction and self reliance based on the sustainable exploitation of available resources”. MINALOC (2008, April)

The main guiding principles for policy implementation are: grassroots community participation, exploitation of local potential, promotion of commerce, continuous improvement, enhancing a culture of transparency and accountability and common benefit. *Ibid. p.4.*

The community development policy promotes the engagement of the Rwandan community in actions. *Ibid. p. 28.*

2.2.3 Project management aspects

A project is a temporary endeavour undertaken to create a unique product, service, or result. PMI (2004, p.5)

The project is managed through processes and requires general management knowledge skills and interpersonal skills: *Ibid. p. 27.*

- i. Initiating process group defines and authorises the project or a project phase;
- ii. Planning process group: defines and refines objectives, and plans the course of action required to attain the objectives and scope that the project was undertaken;
- iii. Executing process group integrates people and other resources to carry out the project plan (or intervention);
- iv. Monitoring and controlling process group regularly measures and monitors progress to identify variances from the project management plan so that corrective action can be taken when necessary to meet project objectives;
- v. Closing process group formalises acceptance of the product, service or result and brings the project or a project phase to an orderly end.

Management knowledge and skills encompasses planning, organizing, staffing, executing, and controlling the operations of an ongoing enterprise. *Ibid. p. 15.*

The management of interpersonal relationships includes: effective communication, influencing the organisation, leadership, negotiation and conflict management, and problem solving. *Ibid. p. 15.*

2.3.4 Aid effectiveness

According to Scribd, aid is effective only when it enables partner countries to achieve their own economic, social and environmental goals.

It is grounded on five mutually reinforcing principles: *Ibid. p. 28.*

- a) Ownership: partner countries exercise effective leadership over their development policies and strategies, and development actions;
- b) Alignment: donors base their overall support on partner countries' national development strategies, institutions, and procedures;
- c) Harmonization: donors' actions are more harmonised, transparent, and collectively effective;
- d) Managing for results: managing resources and improving decision making for development results;
- e) Mutual accountability: donors and partners are accountable for development results.

2.4 MOTIVATION FOR AID EFFECTIVENESS

2.4.1 Aid effectiveness as an international issue

The effectiveness of aid assistance has been considered an international issue since the Monterrey consensus (UN 2009) by which donors and partner countries agreed on millennium development goals (MDG's); the Rome declaration on aid harmonization (Aidharmonisation 2005) aiming at minimizing the transaction costs of aid assistance on the side of donors and fitting well with partner countries national development priorities and

systems, including their budget, program, and project planning cycles and public expenditure and financial management systems.

The Paris High Level Forum (*ibid.*) gathering diverse participants (development officials and ministers from ninety one countries, twenty six donor organizations and partner countries, representatives of civil society organizations and private sector) issued the "Paris Declaration on Aid Effectiveness -PDAE-," in which they committed their institutions and countries to continuing and increasing efforts in harmonization, alignment, and managing for results, and listed a set of monitorable actions and indicators to accelerate progress in these areas. *Ibid.*

The Accra Agenda for Action (Accrahlf 2010) reflects the international commitments to support the reforms needed to accelerate an effective use of development assistance and helps to ensure the achievement of the MDG’s by 2015.

The table below illustrates those principles and indicators for each principle.

Table 2.1: Paris declaration principles and indicators.

Principle	Indicators
Ownership	1. Partners have operational development strategies — Number of countries with national development strategies (including PRSs) that have clear strategic priorities linked to a medium-term expenditure framework and reflected in annual budgets.
Alignment	2. Reliable country systems — Number of partner countries that have procurement and public financial management systems that either (a) adhere to broadly accepted good practices or (b) have a reform programme in place to achieve these.
	3. Aid flows are aligned on national priorities — Percent of aid flows to the government sector that is reported on partners’ national budgets.
	4. Strengthen capacity by co-ordinated support — Percent of

	donor capacity-development support provided through coordinated programmes consistent with partners' national development strategies.
	5a. Use of country public financial management systems — Percent of donors and of aid flows that use public financial management systems in partner countries, which either (a) adhere to broadly accepted good practices or (b) have a reform programme in place to achieve these.
	5b. Use of country procurement systems — Percent of donors and of aid flows that use partner country procurement systems which either (a) adhere to broadly accepted good practices or (b) have a reform programme in place to achieve these.
	6. Strengthen capacity by avoiding parallel implementation structures — Number of parallel project implementation units (PIUs) per country.
	7. Aid is more predictable — Percent of aid disbursements released according to agreed schedules in annual or multiyear frameworks
	8. Aid is untied — Percent of bilateral aid that is untied.
Harmonization	9. Use of common arrangements or procedures — Percent of aid provided as programme-based approaches.
	10. Encourage shared analysis — Percent of (a) field missions and/or (b) country analytic work, including diagnostic reviews that are joint.
Managing for results	11. Results-oriented frameworks — Number of countries with transparent and monitorable performance assessment frameworks to assess progress against (a) the national development strategies and (b) sector programmes.
Mutual accountability	12. Mutual accountability — Number of partner countries that undertake mutual assessments of progress in implementing agreed commitments on aid effectiveness including those in this Declaration.

Sources: cdc-crdb, 2005; afdb.org p.27; Ambanairobi pp38-39

2.4.2 Rwanda commitment to aid effectiveness

Rwanda country has outlined policies for its development (Vision 2020 and Economic Development and Poverty Reduction Strategy –EDPRS-) and the aid policy.

Because EDPRS is a mechanism for implementing Rwanda Vision 2020 in a medium term (2008-2012), it identifies and articulates national priorities in medium term, and all assistance should ultimately be aligned with this.

According to Cabinet (2006, April), to ensure the aid good use, the Government of Rwanda defined preferred modalities:

- a) Un-earmarked budget support, instead of project support;
- b) Stand-alone projects on-budget and on-plan;
- c) Common development fund (CDF) if the primary beneficiaries of development assistance are decentralised entities if not the alignment with District development plans must be demonstrated.

For the medium term, the EDPRS encourages the broad adoption of sector-wide approaches in planning and management of donor and government funds.

2.4.3 Survey on the monitoring of Paris declaration

According to Scrib *op.cit.*, the recent 2008 Survey on Monitoring the Paris Declaration in order of making aid more effective by 2010 found that some progress has been made, but not enough in delivering on its objectives.

The results are illustrated by the table 2.2 below:

Table 2 .2: Summary of assessment on monitoring Paris declaration

Indicator	2005 baseline	Distance to target (2007)	Target 2010
1.Operational development strategies	14%	24%	75%
2.Reliable Public Financial Management (PFM) Systems		36%	50% of countries improve their score
3. Aid flows are recorded in countries' budgets	42%	48%	85%
4.Technical assistance is aligned and co-ordinated	48%	60%	50%
5a. Donors use country PFM systems	40%	45%	80%
5b. Donors use country procurement systems	39%	43%	80%
6. Donors avoid parallel PIU's	1817	1601	611
7. Aid is more predictable	41%	46%	71%
8. Aid is untied	75%	88%	Progress over time
9. Donors use co-ordinated mechanisms for aid delivery	43%	46%	66%
10a.Donors co-ordinate their missions	18%	20%	40%
10b.Donors co-ordinate their country studies	42%	42%	66%
11. Sound frameworks to monitor results	7%	9%	38%
12. Mechanisms for mutual accountability	22	24%	100%

Source: *scribd*

2.4.4 Aid effectiveness assessment in Rwanda

2008 Survey results on aid effectiveness assessment in Rwanda show no significant progress against most all indicators, leaving significant gaps to be filled vis-à-vis 2010 targets.

The tables below contain the results of the evaluation done for Rwanda:

Note that 3 types of rating scales have been used: rating scale from 1(weak) to 4 (very strong); from A (highest score) to E (lowest score) and percentages.

Table 2.3: Results of evaluation on aid effectiveness assessment in Rwanda

Indicator	2005 baseline	Achievement (2007)	Target 2010
1. Operational development strategies	B	B	A
2a. Reliable Public Financial Management (PFM) Systems	3.5 (B)	4.0 (A)	4.0 (A)
2b. Reliable country procurement systems	-	B	A
3. Aid flows are recorded in countries' budgets	49%	51%	85%
4. Technical assistance is aligned and coordinated	58%	84%	50%
5a. Donors use country PFM systems	39%	42%	59%
5b. Donors use country procurement systems	46%	43%	80%
6. Donors avoid parallel PIU's	48	41	16
7. Aid is more predictable	66%	67%	83%
8. Aid is untied	83%	95%	Progress over time
9. Donors use co-ordinated mechanisms for aid delivery	42%	38%	66%
10a. Donors co-ordinate their missions	9%	21%	40%
10b. Donors co-ordinate their country studies	36%	42%	66%
11. Sound frameworks to monitor results	C	C	A
12. Mechanisms for mutual accountability	No	No	Yes

Source: Scribd

Table 2.4: Qualitative appreciation to findings on aid effectiveness assessment in Rwanda, 2008 based on five principles of Paris Declaration.

DIMENSIONS	2007	Challenges	Priority actions
1. Ownership	Strong	Capacity constraints at local level	Strengthen links and plans at local level
2. Alignment	Moderate	Limited use of national systems, low reporting of aid in budget	Step up donor use of public financial management systems; improve data on aid commitments and disbursements
3. Harmonization	Moderate	Reliance on stand-alone project aid in most sectors	Develop sector-wide approaches in all sectors
4. Managing for results	Moderate	Capacity constraints in some line ministries	Implement new national Monitoring and evaluation framework
5. Mutual accountability	Low-moderate	Lack of formal mutual accountability mechanism	Finalise mutual accountability mechanism focused on Rwandan priorities

Source: Scribd

2.5 CRITICISMS TO AID ASSISTANCE

2.5.1 “Ending Aid Dependence”

Tandon (2009), in “Ending Aid Dependence”, concluded that like colonialism that was sold to us as something 'for our own good' and in recent decades the ideology of globalisation and neoliberalism, the Paris Declaration on Aid Effectiveness (PDAE) was packaged also as something 'good' for us, especially for Africa. The caution of developing countries was necessary in endorsing the Accra Agenda For Action (AAA).

2.5.2 Dead Aid

Moyo (2009) in 'Dead Aid', proposed a gradual (but uncompromising) reduction in systematic aid over a five - to - ten year period even governments need cash and Africa is addicted to aid.

The prescriptions are market-based: the aid reduction amount must be replaced by market-based resources: Develop trade, attract more foreign direct investors, embrace capital markets, and promote remittances, and micro-finances and savings.

2.6 EFFECTIVENESS OF COMMUNITY DEVELOPMENT ASSISTANCE IN RWANDA

The two assessments in 2006 and 2008 on monitoring PDAE pointed out some areas in which significant efforts have to be made. The weaknesses are observed in all principles even not for all indicators. Within them, some are specifically identified at the District level like: consistent efforts to strengthen planning and budgeting processes at the District level should be a priority (indicator 1: Operational development strategies) and the human capacity problem (indicator 2b).

A thorough analysis of these outcomes shows that the efforts are required at the implementation level.

2.7 CONCLUSION TO THE CHAPTER TWO

The aid assistance may be used effectively and has really to contribute to community development. Since it contains many ideologies hidden into itself, it is better to reduce it gradually and replace its share in development by locally generated resources and other resources which would either “trickle down” to the masses in form of jobs and other economic opportunities or create the necessary conditions for the wider distribution of the economic and social benefits of growth. Problems of poverty, discrimination, and unemployment and income distribution have to be tackled at the first hand.

In the context of Rwanda, this is being at the community level.

CHAPTER THREE: RESEARCH METHODOLOGY

3.1 RESEARCH DESIGN

The research adopted the mixed qualitative and quantitative philosophy. The intention was to make sense of “the details of the situation to understand the reality or perhaps a reality working behind them”. (Saunders, Lewis, and Thornhill 2009, p.111)

The research approach has been inductive.

The purpose of the research has been an exploratory study, and the strategy was the case study. Robson (2009), cited by Saunders, Lewis, and Thornhill (2009, p. 111) considers it as is ‘a strategy for doing research which involves an empirical investigation of a particular contemporary phenomenon within its life context using multiple sources of evidence’.

It has been a single case study: the District, as an entity of study, has been treated holistically. However the sub-units within it have been examined so that we could consider it as an embedded case study.

3.2 SAMPLING FRAMEWORK

3.2.1 Sampling methods

The sampling has followed a non-probability technique. According to the guidance of Guest *et al* (2006), cited by Saunders, Lewis, and Thornhill (2009, p.235), if the aim is to understand commonalities within a fairly homogeneous group, 12 in-depth interviews should suffice.

According to Creswell (2007), cited by Saunders, Lewis, and Thornhill (2009, p.235), this size may be insufficient if the sample is drawn from a heterogeneous population. It is thus suggested to undertake between 25 and 30 interviews. The purposive or judgmental sampling with heterogeneous or maximum variation sampling (containing cases that are completely different) has been used to select subjects best indicated to meet the objective of the research.

3.2.2 Population

Based on the District organizational chart, a census has been done to identify staff-members that play a role in community development management at the District level. It identified 26 staff-members who constituted the population of the study.

3.2.3 Sample determination

Due to the small size of the population, it has been considered as a whole sample of 26 individuals. Considering specific role those staff-members play, they have been arranged into categories for required expertise for the study:

- a) Technical services competent to elaborate projects eligible to CDF and Central Government, and implement them (9);
- b) District procurement officer who consolidates procurement plan and reports on its implementation (1);
- c) Services that are responsible for budget management (6): Director of finance, accountant, budget officer, local revenue collector, local revenue inspector, internal auditor;
- d) Monitoring officers (2): Monitoring and evaluation officer, Joint Action Forum for Development (JAFD) Officer;
- e) Managers (1): Executive Secretary;
- f) Leaders (6): Mayor, 2 Vice-Mayors, Heads of District Council commissions (3).

3.2.4 Objects of research

The following table presents the items which have been object of research:

Table 3.1: Items tested during the research

Indicators	Tested components
Operational development policies	EDPRS DDP Sector policy Aid policy MTEF Annual budgets
Reliable country systems	Use of procurement systems by the District
	Use of Public financial management systems by the District
Aid flows aligned on local priorities	Projects presented to CDF funded
Capacity building	Capacity building projects presented to CDF and the Central Government funded
Use of country public financial management systems	Use of country public financial management systems by CDF and Central Government
Use country procurement systems	Use country procurement systems by CDF and Central Government
Avoidance of parallel implementation units	Application of parallel implementation structures to the projects funded by CDF and Central Government
Aid predictability	Multi-year agreed programmes financed either by CDF or the Central Government?
Untied aid	Aid assistance from the CDF or the Central Government funded under conditionality
Common arrangements for aid delivery	Type of approach of financing are used either by CDF or central government to finance the district interventions (Project? PBA's? SWAP's?)
Field missions	Joint field missions carried out (District-CDF/Central Government)
Analytic works	Joint missions analytic works carried out (District-CDF/Central Government)
Results – oriented frameworks	Use of transparent and monitorable performance assessment to assess progress of interventions
Mutual accountability	Tenure of mutual assessment on implementing agreed interventions (District-CDF/Central Government)

Source: Research, November 2010

3.3 DATA COLLECTION

3.3.1 Data sources

a) Nature of data

i. Primary data

They were obtained from semi-structured interviews with the sampled staff-members completed with nominal group technique to examine.

ii. Secondary data

The following documents have been the main sources of secondary and tertiary data:

- District Medium Term Expenditure Framework (MTEF);
- District annual plans and budgets;
- District financial statements;
- District procurement plan and reports;
- District performance contract;
- District Development Plan (DDP);
- District project documents;
- Websites;

b) Data collection methods

- i. Data collection method used is the mixed method using qualitative and quantitative data collection technique, and analysis procedures have been used at the same time (parallel). Qualitative and quantitative data were both analyzed. For final interpretation, the quantitative data have been qualitatized. Saunders, Lewis, and Thornhill 2009 *op.cit. p.153*.

c) **Data collection techniques**

- i. Documentary technique has enabled the researcher to collect data from different sources: textbooks, reports, internet search, web-based information;
- ii. Semi-structured interviews as face-to-face interviews (non-standardised interviews) with a list of themes and questions to be covered;
- iii. Observation;
- iv. Expert judgment : this technique consisted in getting information from experts who have experience applicable to the project or matter under study. (Heldman 2007, p. 204)
- v. Structured questionnaire

3.4 DATA ANALYSIS TECHNIQUES

- a) **Word software processing:** Some data got electronically have been processed to word software;
- b) **The tabulation** has helped to arrange and present data in form of tables;
- c) **Statistical methods** using SPSS (16.0 for windows) software to process data;
- d) **Rating with four - point Likert (core.ecu) scale** has also helped to interpret some data. The scale used was interpreted as follows: 1: low, 2: Moderate, 3: strong, 4: very strong;
- e) **Nominal group technique:** according to Heldman 2007 *op. cit. p.189*, this technique required the participants to be together in the same room. Instead of writing down what they think, they have been asked to make a judgment of what has been given by the District Experts on how it is being applied at the District level;

3.5 TIME HORIZONS

The research undertaken was a longitudinal study. This study is labeled as longitudinal not due to the constant presence of the researcher but due to the extension of the data collected on a certain period. The data are extended to 2 years (year 2008-2009).

CHAPTER FOUR: DATA, ANALYSIS, FINDINGS AND DISCUSSION

4.1 INTRODUCTION

This chapter presents data obtained through the research. A critical analysis of findings is done. To provide a light to that, the research based the work on the projects funded by CDF and Central Government to Gicumbi District. Indicators analysed have been related to those projects. The research used the strategy of semi - structured interview with identified individuals defined in the chapter three and data have been processed with statistical package for social science software (SPSS 16.0 for Windows) with the reliability analysis-scale of the following coefficients: 25 observations, 47 items and ALPHA = 0.0477, complemented with nominal group technique gathering those individuals who responded to the interview.

25 out of 26 sampled individuals (response rate of 96%) responded to the present research.

The detailed data are found in appendix 2.

4.2 ACHIEVEMENT OF THE AID EFFECTIVENESS PRINCIPLES' INDICATORS AT THE GICUMBI DISTRICT LEVEL

The results of analysis of the level of achievement of aid effectiveness principles' indicators as of Paris Declaration by Gicumbi District have been consigned in the table below and have been commented indicator by indicator:

Table 4.1: Results of analysis of achievement of the Paris Declaration principles' indicators on aid effectiveness in Gicumbi District.

Indicator elements	Level of achievement (%)
Operational development strategies:	
Vision 2020	100
EDPRS	100
Sector policy	24
Aid policy	16
DDP	100
MTEF	100
Annual budgets	100
Procurement systems	100
Public Financial Management systems	100
Aid flows aligned with beneficiary priorities	100
Capacity building	100
Use of public Procurement systems (CDF and Central government)	100
Use of public financial systems (CDF and Central Government)	100
Parallel implementation units systems	100
Aid untied	88
Common arrangements (as projects)	100
Field missions	12
Analytic works	8
Performance Assessment Frameworks	100
Mutual Assessment	0

Source: Research, November 2010

4.2.1 Operational development strategies

According to scribd *op.cit. p.30*, Paris Declaration, this indicator deals with the existence and the use of an authoritative country-wide development policy identifies priorities and a well-costed policies that can be funded.

The research found that Gicumbi District was using the national countrywide development policies (Vision 2020 and EDPRS) and has elaborated a District Development Plan (DDP) which translates the community needs into priorities.

It also has a medium term expenditure framework – MTEF - (over 3 years) from which are derived annual budgets. However, the sector policies and aid policy are not efficiently expanded.

4.2.2 Reliable country systems

a) Procurements systems

According to Scribd *op. cit. p. 35*, an effective public procurement system can help Government, in an effective state, to deliver on these obligations to its citizens.

The research found that the procurement systems were respected in their use and in details. Moreover, due to the lack of predictability of the global aid assistance, the procurement plan is periodically reviewed and new tenders are inserted.

In the present case of study, during the 2009 fiscal year, 8 tenders were planned and the implementation carried on 24 for the same funding agency (CDF).

The 2008 fiscal year procurement plan was too vague to be interpreted.

b) Public financial management systems

The indicator had to verify the following items: a comprehensive and credible budget linked to policy priorities; effective management of budget expenditure and budget revenues; timely and accurate fiscal reporting; clear and balanced assignment of expenditures and revenues.

The research found that Gicumbi District was following national policies in public financial management tools for a better management of public financial resources (internal or aid assistance). Following are main tools identified in use:

- 1) Medium Term Expenditure Framework (MTEF): a 3-year financial framework which links budget to policy priorities;
- 2) Budget plan and report format;
- 3) District budget collection plan and report;

- 4) Budget general accounting per donor;
- 5) Trial balance (by means of Sage Pastel Evolution Software);
- 6) General ledger bank reconciliation;
- 7) Statement of revenues and expenditure;
- 8) Financial statements.

Based on them, the evolution of revenues and expenditures of Gicumbi District has been established as illustrated by the table below:

Table 4.2: Evolution of revenues and expenditures for Gicumbi District, years 2008 and 2009

Financial item description	Year 2008	Year 2009
Revenues	5,948,296,530	5,528,768,414
Expenditures	6,342,187,436	5,203,885,534
(Deficit) / surplus	(393,890,906)	324,882,880
Balance last year	642,100,594	248,209,688
Net balance current year	332,067,058	556,797,051

Source: Gicumbi District 2008, 2009

4.2.3 Aid flows aligned on local priorities

According to Scribd *op. cit. p.58*, that indicator carries on the level of budget realism on the part of the partner, and a high degree of willingness and ability of donors to provide information in a timely fashion and in a suitable form.

The research found that the District was informed about funds from a given line ministry or government agencies and for precised purpose, so that it defined the ways to use them. The most interesting case is related to CDF where the District submits the projects based on the community needs and priorities.

Two following practices may explain how the District gets allocated funds:

- i. Projects requesting for Aid assistance from CDF were assessed against the CDF intervention areas and priorities. Upon the compliance with them, the aid is delivered. However, it cannot exceed the general yearly funds allotment for the District.
- ii. Government transfers (especially earmarked transfers) were operated following the practice of the District to quarterly commit budget at MINECOFIN level (a practice of requesting for non-objection of funds use).

For 2009 year period and according to the District procurement plan, 24 projects have been assisted by CDF, 1 from MINECOFIN, 8 from MINEDUC, 4 from MINISANTE; in conformity to convened priorities.

4.2.4 Strengthened capacity by coordinated support

According to Scribd *op. cit. p.43*, This indicator has a purpose of underlining the need for greater co-ordination support to the partner level.

The research found that even all projects submitted for that purpose have been funded (for the year 2009, 2 projects for “project feasibility study” have been submitted to CDF and have been all funded; 4 projects from MINISANTE initiative have been funded to train the community health workers), there is no service in charge of coordinating capacity building.

4.2.5 Use of country public financial management systems by donors

The research found that the aid assistance provided by the central government to the District (line ministries, government agencies including CDF) was passing through national country public management systems for its final use.

4.2.6 Use of country procurement systems by donors

The research found that for the line ministries, the funds were directly transferred to the District and the District was applying the country procurement systems. For CDF funds, once submitted projects by the District have been accepted and approved, the country procurement systems were fully applied at the District level up to implementation contract award step. All related documents were transmitted to CDF for checking the reliability of tendering processes. Once this way is approved, implementation begins. The payment was done through installments upon invoice presentation, and dully completed and approved technical reports. Then funds were transferred to the District cash account, from which the District pays the implementing companies.

Gicumbi District was also experiencing a “community approach” in implementing projects that may represent important interests to the community. The community implements itself funded projects with support of the local administration (training and coaching). The community increases its participation and ownership into development activities, and gains jobs and revenues (payment, item supply).

After a proven experience, this best practice up to now called “unconventional approach” could be included in the national procurement systems applied to community development.

4.2.7 Strengthened capacity by avoiding parallel implementation structures

According to Scribd *op. cit. p.45*, The indicator sought to know if they are established project implementation units (PIUs), also commonly referred to as project management units.

The District was implementing the financed projects through its staff. There was no parallel unit in charge of them.

4.2.8 Aid predictability

According to Scribd *op. cit. p.61*, the partner authorities need to be in a position to plan for the medium and long term, and to optimise allocation of resources within and across sectors.

The research found that in the case of CDF, aid assistance was predictable. Allocations to the District were communicated before the last starts the budgeting exercise. Even some funds were acquired by CDF after the District made the budgeting; the last made its budget review to integrate the newly allocated fund by CDF.

It was observed that the funds from the line ministries were unpredictable.

The table below illustrates the trend of fund transfers to Gicumbi District during years 2008 and 2009:

Table 4.3: Inter-entity transfers budget agencies to Gicumbi District, years 2008 and 2009

Agencies	Year 2008		Year 2009	
	Committed	Transferred	Committed	Transferred
Imbuto Foundation				600,000
MINAGRI	12,015,070	12,015,070	95,772,648	95,772,648
RARDA	15,120,000	15,120,000	3,024,000	3,024,000
MINECOFIN	69,131,400	69,131,400		0
GACACA				0
MINEDUC		97,828,772	253,619,526	253,619,526
MINISANTE				141,304,798
CNLS		7,987,251	20,830,183	20,830,183
MININFRA		11,326,000	9,099,500	9,099,500
RITA		795,146	2,945,738	2,945,738
REMA		15,631,210	91,045,308	91,045,308
NEC		2100000	0	0
NURC			1,430,000	1,430,000
National women council			350,000	350,000
MINALOC		83,019,712	52,175,657	52,175,657
MIGEPROF				5,850,000
MIFOTRA				800,000
NISR				29,745,260
FARG		30,540,172	0	0
CDF	1,215,492,042	1,215,492,042	528,641,326	528,641,326
Total		1,560,986,777		1,237,233,944

Source: Gicumbi District 2008, 2009

Note that the aid assistance from some line ministries and other donors wasn't known in advance. It was delivered according to its availability; or there is no assistance at all for the next year.

4.2.9 Percent of aid disbursements released according to agreed schedules in annual or multi-year frameworks.

The research found that the respect of agreed schedule of aid disbursement with CDF was depending to the pro-activity of the District. As soon as the District presented its well elaborated projects and all required tender documentation, CDF operated fund transfer within one week. The table below indicates the rate of CDF aid assistance disbursement to Gicumbi District during years 2008 and 2009.

Table 4. 4: Aid assistance committed and disbursed by CDF to Gicumbi District. years 2008 and 2009

Year	Aid assistance committed for Gicumbi District	Disbursement	% of disbursement
2008	1,215,492,042	1,215,492,042	100%
2009	528,641,326	528,641,326	100%
Total	1,743,133,368	1,743,133,368	100%

Source: CDF 2008, 2009

All committed aid assistance has been disbursed in due time.

4.2.10 Untied aid

No aid assistance from the Central Government or CDF presents the conditionality of being tied.

4.2.11 Use of common arrangements

According to Scribd *op. cit. p.51*, the indicator concerns the extent of common working among donors by measuring the proportion of aid that is disbursed within programme-based approaches (PBAs).

The research found that CDF and Central Government were funding their interventions under project approach. For that reason, either the aid assistance was transferred to the District upon the production of all required documentation in the case of CDF assistance (project feasibility study, intermediary and final implementation reports), or it was directly transferred to the District (in the case of Central Government), and the District had to operate all the procedures related to the project implementation, and produced the final report to the funding body (if it is the line ministries).

This arrangement had not to yield a tangible impact because the projects were scattered. It should be preferred the arrangement be in the Programme-Based Approaches (PBA's).

4.2.12 Field missions

According to Scribd *op. cit. p.55*, this indicator calls for a greater joint working to reduce the number of duplicative missions.

The research found that CDF undertook field missions with the District. They both assessed achieved progress and proposed adequate measures according to the findings in the field. When these field missions were undertaken, they visit proposed projects according to their evolution indicated by progress reports.

For the year 2008, 2 field visits have been undertaken, and 4 for the year 2009.

In general, they were scarce field visits undertaken by the line ministries unless a special case was raised.

4.2.13 Analytic works

According to Scribd *op. cit. p.58*, this indicator encompasses the analysis and advice necessary to strengthen policy dialogue, and to develop and implement country strategies in support of sound development assistance. It typically includes country or sector studies and strategies, country evaluations, discussion papers, etc.

Sound analytical work is essential for well focused development policy and programmes.

CDF has carried 2 inspection missions and 1 audit during year 2009, and the Office of Auditor General carried 1 on the behalf of the Central Government.

4.14 Managing for results

According to Scribd *op. cit. p.57*, this indicator is concerned with the quality of country results-based monitoring frameworks.

Since the EDPRS targets constitute a basis for the performance assessment framework, the research found that each funding body sent to the District, a simplified but consistent template capturing activities, indicators to be monitored, level of realisation, funds paid to the implementing company, respect of payment schedules, remaining funds to be paid, difficulties (if any either for activities implementation or payment process), and other comments.

Monitoring was executed at least in three ways: by the District experts in charge of the related activities, by the community development committee -CDC- (a technical body at the District level supervised by the Vice-Mayor in charge of development and composed of the District experts and administrators), and by the joint action forum for development –JAFD- (a body at the District level gathering together development partners; public, private and civil society to harmonise their interventions).

At the national level, a performance assessment framework has been conceived and coordinated by MINECOFIN. But its use at the District level was not yet practical. It is why the national financing bodies simplify it through monitoring templates adapted to their interventions, and they are in use by Gicumbi District.

Information gathered by means of those templates was communicated to the donors.

The use of that information was double: it helped the donors to carry out field missions, and the District to take adjustment measures for a better implementation.

4.2.15 Mutual accountability

According to Scribd *op. cit.* p.58, mutual assessments of progress are exercises that engage both partner authorities and donors in a review of mutual performance at a given period.

The research found that the mutual accountability sessions were convened by the Mayor of the Gicumbi District, who chairs them. Many times, they were grouping the financing bodies, the implementing companies and the District administration. Financing bodies sometimes activate the tenure of those sessions according to the findings from the reports (section 4.1.4). With CDF, 3 sessions have been held in 2008, and 4 in 2009.

A general mutual assessment covering all interventions in the District has been held in the context of Joint Action Forum for Development (JAFD). During years 2008 and 2009, 4 sessions have been held in each year.

4.3 WEAKNESSES FOUND IN PDAE PRINCIPLES' INDICATORS

ACHIEVEMENT

4.3.1 Indicators presenting weaknesses and level of weakness

It has been examined if there was any weakness in the indicators which are being achieved. The table below indicates in what indicators the weaknesses have been signaled.

Table 4.5: Indicators presenting weaknesses in their achievement and the level of weakness.

Indicator	Level of weakness
Sector policy	2
Capacity building	4
Aid flow	2
Aid predictability	4
Common arrangements	4
Shared analysis	4
Result oriented frameworks	2
Mutual accountability	4

Source: Research, November 2010

The nature of indicator and level of weakness have been obtained with a help of semi – structured interview data and the four – point Likert scale through SPSS data processing. 2 signifies moderate and 4 stands for very strong (weakness).

4.3.2 Factors and challenges responsible for those weaknesses

The table below indicates major sources of observed weaknesses:

Table 4.6: Factors and challenges responsible for weaknesses in PDAE principles'indicators

Factors and challenges	Level of weakness	case percent (%)
Sector policy unavailability	3	100
Weak leadership in sector policy use	2	56
	3	44
Ineffective sector policy use	4	100
Weak coordination and dialogue with development partners	3	100
Lack of plan, budget and coordination in capacity building	3	100
Weak skills in budgeting fundamentals	2	68
	3	28
	4	4
Delivery of aid not totally done	4	68
Uncoordinated missions	4	100
Ignorance of performance assessment frameworks	4	100
Management organising function	3	100
Management leading function	2	4
	3	88
	4	8
Management Controlling function	3	100
Project initiating process	2	100
Project formulating process	3	100
Project controlling process	3	100

Source: Research, November 2010

a) Operational development policies presented weaknesses related to the sector policy unavailability, the ineffective use of some sector policies available and the leadership in sector policy use: 24% of interviewed individuals only were using the sector policy.

The documents related to them were not available at the district level whereas they can be found at the Ministry in charge of that sector. In the frame of leadership in policy use, the District had firstly to avail them. Secondly, to make incentive of their use by respective services during the formulation of the projects to be submitted for financing request and for the following processes for the project management.

b) Weak coordination and dialogue with development partners

The table 4.3, section 4.2.8 shows a talkative example. The district couldn't predict the aid assistance from diverse donors whilst it had to plan for its medium development budget. Due to that, it is not possible to have timely the global aid flow. It is then required that the coordination and the dialogue with development partners be improved.

c) Lack of plan, budget and coordination in capacity building

It has been found that there was no service in charge of capacity building. Because of that, no plan in capacity building or the coordination mechanisms in that field are in place. This may explained why some scattered projects in capacity building were submitted to CDF or MINISANTE proposed some capacity building project to the District with no coordination.

d) Weak skills in budgeting fundamentals

The public financial management tools enabled to generate the evolution of income and expenditure of Gicumbi District. As it is observable in the table 4.2, section 4.2.2, budgeting was not realistic for the two following years: for year 2008, expenditures were overestimated and generated a deficit at the end of the fiscal year.

For year 2009, even the budget seemed to be balanced, revenues were underestimated based on the realisation of the previous year (2008). This explains well why skills in budgeting fundamentals may be improved.

e) Delivery of aid not totally done

It was signaled that several times, the committed aid assistance was not timely delivered and this delays the execution of planned interventions. For example with CDF, the funds are delivered in terms of installments and upon presentation of diverse documents, the transactions costs were occurred in terms of time consuming and communication fees, which undermined the local generated resources (because they are only them to be used in those transactions).

f) Uncoordinated missions

The District claimed to have multiple and different similar missions which could be undertaken in the same time. This disturbs the general work of the District and weakens its performance because of irrational time use.

g) Ignorance of performance assessment frameworks

This weakness may also be related to the weak use of operational development policies. In fact, those policies explicitly indicate the performance frameworks to be used and require their ownership and wide use.

h) Management functions

Weaknesses were identified in management organising, leading and controlling functions. This global assessment of the participants to the interview took its basis on the situation that there is no efficient general coordination of development partners and their interventions are not generally monitored to assess their impact. This also explained why the field missions and analytic works were not efficiently undertaken.

i) Project process group

The quality of submitted projects was still low. Since those submitted to CDF had to comply with its intervention areas and answer to the query of poverty reduction through creating jobs or employment essentially in initiating public works, the project initiating and formulating process groups had to be very crucial to integrate those policies. Monitoring and evaluation process group have been evaluated strongly weak. In fact, the technicians are scarcely in the field, and the field missions coupled with field works became practically rare.

4.4 REQUIRED STRATEGIES FOR IMPROVED EFFECTIVENESS OF COMMUNITY DEVELOPMENT ASSISTANCE IN GICUMBI DISTRICT

Based on the analysis made above, the following strategies may be carried on to improve the effectiveness of community development assistance in Gicumbi District:

- a) Improving the management functions at the District level;
- b) Availing the operational development policies and ensuring they are effectively used;
- c) Creating or designing a service in charge of capacity building coordination;
- d) Coordinating the development partners and ensuring they are associated in performance assessment using adequate tools;
- c) Managing the project process groups to ensure if identified and designed projects are capturing the orientations of operational development policies and should trickle down the masses in forms of jobs or other economic opportunities.

CHAPTER FIVE: CONCLUSIONS, RECOMMENDATIONS AND FUTURE RESEARCH

5.1 CONCLUSIONS

The assessment of the Paris declaration principles' indicators on aid assistance effectiveness in a decentralised entity in Rwanda, especially in Gicumbi District showed that they can be easily achieved at a higher performance in the context of the community development and may constitute a complete measurement of that development.

The achievement of each indicator has been assessed, which enabled to detect where the performance presented weaknesses. The factors and challenges at the basis of those weaknesses have been analysed. It is found that the effective use of operational development strategies, effective coordination of development partners, effective coordination of capacity building, and improvement of management functions and the good management of project process group may contribute to an improved effectiveness of community development itself and related aid assistance.

5.2 RECOMMENDATIONS

i. To the District:

- a) Exercise increased leadership on the use of all operational development strategies;
- b) Improve and enhance management competencies through a good implementation of management functions;

- c) Integrate, coordinate and control Paris declaration principles and indicators through all assisted interventions;
- d) Exercise control on process groups management for a better outcome of implemented intervention;
- e) Operate ex-ante, intermediary and ex-post evaluation of the outcome of proposed and / or implemented interventions to make sure if they are answering to the question of development ;
- f) Adopt PBAs where possible to better channel aid assistance for better results (pooling projects in a same programme);
- g) Create a service in charge of capacity building or assign the responsibility to an existing one. Despite existing good policies and systems, it is found that there are shortfalls in knowledge, skills, information and motivation in their use. The creation of this service should help to sharpen capacity building needs assessment and to seek for financing mechanisms.

ii. To the Rwanda Government:

- a) Extend accountability practices on the use of all operational development policies at the District level;
- b) Evaluate, reinforce and enhance the exercise of leadership and management functions at the District level;
- c) Help Districts define PBA's for an enhanced community development;
- d) Enhance practices of shared analyses between Districts and donors.
- e) Operate the aid assistance disbursement in one installment to help the district to avoid excessive transaction costs either for the Central Government transfers or its agencies including CDF.

5.3 FURTHER WORKS

Even the present research was limited in its scope to 2008 and 2009 years and to some donors; it found some aspects which can constitute objects for further researches. The role they are playing can improve actual results at the District level. Unfortunately, the present research didn't get enough time to deepen them:

Influence of leadership and management competencies on aid assistance effectiveness in the context of community development

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APPENDICES

APPENDIX 1: INTERVIEW QUESTIONS

a) Are the Paris declaration principles' indicators of aid effectiveness achieved in the context of community development at the Gicumbi District level?

Principle	Indicator	Questions	Answers and appreciations
1. Ownership	1. Operational development strategies	1. Amongst these operational development strategy components, what of them do you use? Vision 2020; EDPRS; Sector policy; Aid policy; DDP; MTEF; Annual budgets?	Write 1 if yes and explain If no, write 2 and explain
2. Alignment	2. Reliable country systems	2. Do you use the procurement systems?	If yes, write 1 and explain If no, write 2 and explain
		3 Do you use Public Financial Management systems (PFM)?	If yes, write 1 and explain If no, write 2 and explain
	3. Aid flows aligned with beneficiary priorities	4. Are all the projects presented to CDF funded?	If yes, write 1 and explain If no, write 2 and explain
	4. Strengthened capacity by coordinated support	5. Are all capacity building projects presented to CDF and the Central Government funded?	If yes, write 1 and explain If no, write 2 and explain
	5a. Use of country public financial management systems by donors	6. Do CDF and the Central Government respect country public financial management systems?	If yes, write 1 and explain If no, write 2 and explain
	5b. Use of country procurement	7. Do CDF and the Central Government	If yes, write 1 and explain

	systems by donors	respect country procurement systems	If no, write 2 and explain
	6. Strengthen capacity by avoiding parallel implementation structures	8. Do you apply parallel implementation structures to the projects funded by CDF and Central Government	If yes, write 1 , explain If no, write 2 and explain
	7. Aid is more predictable	9. Are there some multi-year agreed programmes financed either by CDF or the Central Government?	If yes, write 1 and explain If no, write 2 and explain
	8. Aid is untied	10. Is the aid assistance from the CDF or the Central Government funded under conditionality?	If yes, write 1 and explain If no, write 2 and explain
Harmonisation	9. Use of common arrangements or procedures	11. What of the following approaches of financing are used either by CDF or central government to finance your interventions? Project? PBA's? SWAP's?	For each, If yes, write 1 If no, write 2 and explain
	10. Encourage shared analysis	12. Field missions - Is there any field missions jointly carried out (District-CDF/Central Government)? 13. Analytic works Is there any field missions jointly carried out (District-CDF/Central Government)?	For each, If yes, write 1 and explain If no, write 2 and explain

Managing for results	11. Results-oriented frameworks	14. Do you have a transparent and monitorable performance assessment to assess progress of your interventions?	If yes, write 1 and explain If no, write 2 and explain
Mutual accountability	12. Mutual accountability	15. Did you do a mutual assessment on implementing agreed interventions? (District-CDF/Central Government)	If yes, write 1 and explain If no, write 2 and explain

Source: Research, November 2010

b) In which indicator achievement do you find a weakness?

Indicator	Level of weakness (Rating with four - point Likert scale)			
	1	2	3	4

Source: Research, November 2010

c) What factors or challenges are responsible for those indicator achievement weakness?

Factors and challenges	Level of responsibility (Rating with four - point Likert scale)			
	1	2	3	4

Source: Research, November 2010

d) How may the District proceed to deal with those factors and challenges to increase the community development assistance effectiveness?

APPENDIX 2: RESULTS OF DATA ANALYSIS WITH SPSS 16.0 FOR WINDOWS

a) Achievement of the Paris declaration principles' indicators of aid effectiveness

Indicator elements	valid	missing system	Frequency		Total	Percent		Valid percent	Cumulative percent
			Valid	Missing		valid	missing system		
Vision 2020	1	1	25	1	26	96.2	3.8	100	100
EDPRS	1	1	25	1	26	96.2	3.8	100	100
Sector policy	1		6			23.1		24	24
	2	1	19	1	26	73.1	3.8	76	100
Aid policy	1	1	4			15.4		16	16
	2	1	21	1	26	80.8	3.8	84	100
DDP	1	1	25	1	26	96.2	3.8	100	100
MTEF	1	1	25	1	26	96.2	3.8	100	100
Annual budgets	1	1	25	1	26	96.2	3.8	100	100
Procurement systems	1	1	25	1	26	96.2	3.8	100	100
Public Financial Management systems	1	1	25	1	26	96.2	3.8	100	100
CDF and Central Government Projects	1	1	25	1	26	96.2	3.8	100	100
Capacity building projects	1	1	25	1	26	96.2	3.8	100	100
CDF and Central government use of public Procurement systems	1	1	25	1	26	96.2	3.8	100	100
CDF and Central government use of public financial systems	1	1	25	1	26	96.2	3.8	100	100

Parallel implementation units systems	2	1	25	1	26	96.2	3.8	100	100
Aid untied	1		22			84.6		88	88
	2	1	3	1	26	11.5	3.8	12	100
Common arrangements as projects	2	1	25	1	26	96.2	3.8	100	100
Common arrangements as PBA's	2	1	25	1	26	96.2	3.8	100	100
Common arrangements as SWAPS	1	1	25	1	26	96.2	3.8	100	100
Field missions	1		2		26	11.5		12	12
	2	1	22	1	26	84.6	3.8	88	100
Analytic work	1		2			7.7		8	8
	2	1	23	1	26	88.5	3.8	92	100
Performance Assessment Frameworks	1	1	25	1	26	96.2	3.8	100	100
Mutual Assessment	2	1	25	1	26	96.2	3.8	100	100

Source: Research, November 2010

b) Weaknesses in PDAE indicators (based on four – point Likert Scale)

Indicator	valid	missing system	Frequency		Total	Percent		Valid percent	Cumulative percent
			Valid	Missing		valid	missing system		
Sector policy	2	1	25	1	26	96.2	3.8	100	100
Capacity building	4	1	25	1	26	96.2	3.8	100	100
Aid flow	2	1	25	1	26	96.2	3.8	100	100
Aid predictability	4	1	25	1	26	96.2	3.8	100	100
Common arrangements	4	1	25	1	26	96.2	3.8	100	100
Shared analysis	4	1	25	1	26	96.2	3.8	100	100
Result oriented frameworks	2	1	25	1	26	96.2	3.8	100	100
Mutual accountability	4	1	25	1	26	96.2	3.8	100	100

Source: Research, November 2010

c) Factors and challenges at the basis of observed weaknesses (using four – point Likert scale)

Indicator	Valid	missing system	Frequency		Total	Percent		Valid percent	Cumulative percent
			Valid	Missing		Valid	missing system		
Sector policy unavailability	3	1	25	1	26	96.2	3.8	100	100
Weak leadership in sector policy use	2		14			53.8		56	56
	3		11	1	26	42.3	3.8	44	100
Ineffective sector policy use	4	1	25	1	26	96.2	3.8	100	100
Weak coordination and dialogue with development partners	3	1	25	1	26	96.2	3.8	100	100
Lack of plan, budget and coordination in capacity building	3	1	25	1	26	96.2	3.8	100	100
Weak skills in budgeting fundamentals	2		7			26.9	3.8	100	100
	3		1			3.8		28	28
	4	1	17	1	26	65.4	3.8	4	32
Delivery of aid not totally done	4	1	25	1	26	96.2	3.8	68	100
Uncoordinated missions	4	1	25	1	26	96.2	3.8	100	100
Ignorance of performance assessment frameworks	4	1	25	1	26	96.2	3.8	100	100
Management organising function	3	1	25	1	26	96.2	3.8	100	100
Management leading function	2	1	1		26	3.8		4	4
	3		22			84.6		88	92
	4		3	1		7.7	3.8	8	100
Management Controlling function	3	1	25	1	26	96.2	3.8	100	100
Project initiating process	2	1	25	1	26	96.2	3.8	100	100
Project formulating process	3	1	25	1	26	96.2	3.8	100	100
Project controlling process	3	1	25	1	26	96.2	3.8	100	100

**APPENDIX 3: LIST OF DEVELOPMENT INTERVENTIONS CARRIED OUT IN
YEAR 2009 IN GICUMBI DISTRICT**

N ^o	Title of intervention	Funding source
I1	Food provision to trainees (community health workers)	MINISANTE
I2	Non food items provision to trainees (community health workers)	MINISANTE
I3	Non food items provision to trainees (community health workers)	MINISANTE
I4	Sounding system support to trainees (community health workers)	MINISANTE
I5	Non food item provision to workers for general interests (road construction)	CDF
I6	Office supply to the District	MINEDUC
I7	Genocide survivals shelter construction	FARG
I8	Iron sheet provision to survivals from rain catastrophe	MINECOFIN
I9	Basic education school construction	MINEDUC
I10	Basic education school construction	MINEDUC
I11	Chairs supply to basic education school	MINEDUC
I12	Basic education school construction	MINEDUC
I13	Basic education school construction	MINEDUC
I14	Land terraces implantation in Manyagiro sector	CDF
I15	Food item provision to workers for general interests in Bukure	CDF
I16	Food item provision to workers for general interests in Bukure	CDF
I17	Seeds provision in Manyagiro sector	CDF
I18	Fertilisers provision to Manyagiro sector	CDF
I19	Land terraces implantation in Rubaya sector	CDF
I20	Seeds provision in Rubaya sector	CDF
I21	Fertilisers provision in Rubaya sector	CDF
I22.	Yaramba Market construction	CDF
I23	Agroforestry seedlings production	PAREF

I24	Miyove Sector office construction	CDF
I25	Solar energy installation sectors of Bukure, Rubaya, Cyumba, Ruvune and Kaniga	CDF
I26	Mutete Sector office construction	CDF
I27	Gaseke market construction	CDF
I28	Ruvune bridge construction	CDF
I29	Cyamuhinda bridge construction	CDF
I30	Waste water evacuation channel Construction at Byumba market	CDF
I31	Bridge construction on the road	CDF
I32	Rukomo lodge extension	CDF
I33	Kinishya basic education school extension	MINEDUC
I34	Cyumba basic education school construction	MINEDUC
I35	Monitoring of Bitsibo market construction	CDF
I36	Feasibility study for bridge construction	CDF
I37	Feasibility study for water supply system in Gicumbi District	CDF
I38	Feasibility study for environment management around central slaughtering areas	CDF

Source: Gicumbi District, 2009