

ENHANCING AND REINFORCING RWANDAN CITIZEN PARTICIPATION IN EXISTING LOCAL GOVERNMENT CONSULTATION PROCESSES AND PLATFORMS



BASELINE ASSESSMENT REPORT

DECEMBER, 2019





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Acronyms

CF	Citizen Forum
M&E	Monitoring and Evaluation
NAR	Never Again Rwanda
SPSS	Statistical Package for Social Sciences
VUP	Vision 2020 Umurenge Program





Introduction

The *Enhancing and Reinforcing Rwandan Citizen Participation in Existing Local Government Consultation Processes and Platforms* project, jointly implemented by Interpeace and Never Again Rwanda, is funded by the European Union for the period of 2019-2020. This report presents the findings of a baseline assessment of members of Citizen Forums, participatory mechanisms established by the project in 5 districts, to measure their perception of local government performance, engagement, and inclusivity as well as the comfort of Citizen Forum members in participating in various governance processes.

Rationale

Never Again Rwanda and Interpeace are committed to rigorous monitoring and evaluation to inform programme management and implementation, to facilitate learning and adaptation, and to gather evidence that ensures programme progress towards intended results and outcomes. The objective of the participatory governance baseline assessment is to measure citizen perceptions of and participation in participatory governance processes. The assessment also seeks to gather baseline data in response to some of the programme's key performance indicators, serving as a critical reference (benchmark) for assessing the impact of the programme by comparing the baseline data to data collected on an annual basis.

Methodology, sampling and data collection

The primary method of data collection for the baseline was a quantitative survey among participants of newly formed Citizen Forums. The baseline survey questionnaire was developed through a participatory approach which engaged NAR and Interpeace staff and based on experience implementing the participatory governance programme. The questionnaire was developed in English and translated to Kinyarwanda to facilitate data collection. It was tested and subsequently edited.

The questionnaire was then administered by NAR staff through face-to-face interviews with all members of Citizen Forums in the four districts, namely Gasabo, Huye, Musanze, Nyagatare and Rutsiro. The NAR team conducted 392 individual interviews with members of the existing Citizen Forums from 18th March to 3rd April 2019. The data collected was entered into SPSS and jointly analysed by M&E staff from NAR and Interpeace. The programme intends to administer the baseline questionnaire to a sample of groups that exist at the end of the project in June 2020, comparing the findings to those of the baseline data in order to measure progress, compare the perception of Citizen Forum members, and inform policy engagement and follow-up.





Limitations

The baseline assessment faced two key limitations. Due to time constraints, the baseline has been limited to a longitudinal study rather than one with a control and treatment group. Further, the assessment has been limited to quantitative data collection and analysis. A qualitative component to understand the results is expected to come from the ongoing research focusing on assessing local leaders capacity needs. Beyond these two limitations, a key challenge that emerged during data collection was the behaviour of local leaders who were aware of the data collection. In Rutsiro, Interpeace and NAR learned that the local leaders held a meeting with Citizen Forum members to coach them. This is important to keep in mind in assessing and understanding the results for Rutsiro.

Baseline data for performance monitoring

The assessment was designed to collect baseline information in response to 6 key performance indicators. These indicators include:

1. Percentage of local authorities aware of citizen priorities as identified by citizen fora (dis. - gender, location).
2. Level of confidence among citizen forum members to approach and discuss with local authorities on community needs and priorities.
3. Percentage of citizen forum members surveyed reporting that citizens are consulted on Imihigo ¹via radio programming (dis. age, gender, location).
4. Percentage of citizen forum members surveyed reporting that citizens are given feedback on Imihigo via radio programming (dis. age, gender, location).

¹ Imihigo is one of Home Grown Solutions in Rwanda. Imihigo is the plural Kinyarwanda word of Umuhigo, which means to vow to deliver. Imihigo also includes the concept of Guhiganwa, which means to compete among one another. Imihigo describes the pre-colonial cultural practice in Rwanda where an individual sets targets or goals to be achieved within a specific period of time. The person must complete these objectives by following guiding principles and be determined to overcome any possible challenges that arise. In 2000, a shift in the responsibilities of all levels of government as a result of a decentralization program required a new approach to monitoring and evaluation. Local levels of government were now responsible for implementing development programs which meant that the central government and people of Rwanda needed a way to ensure accountability. In 2006, Imihigo (known also as performance contracts) was introduced to address this need





5. Percentage of citizens forum members surveyed who report that consultations and feedback sessions are conducted in a participatory and inclusive manner (dis- gender, location)
6. Level of inclusivity of participation in local consultation mechanisms.

During the course of the developing the questionnaire and conducting the analysis, it emerged that the indicators measuring “Level of confidence among citizen forum members to approach and discuss with local authorities on community needs and priorities” and “Percentage of citizens forum members surveyed who report that consultations and feedback sessions are conducted in a participatory and inclusive manner (dis- gender, location)” require multiple indicators (questions) to gather a profound idea of the perceptions around concepts of inclusivity, participatory and confidence. Thus, in the section on the performance indicators, the report in fact presents recommendations for alternative indicators that more accurately reflect what the programme is aiming to contribute to improving in the intervention districts.

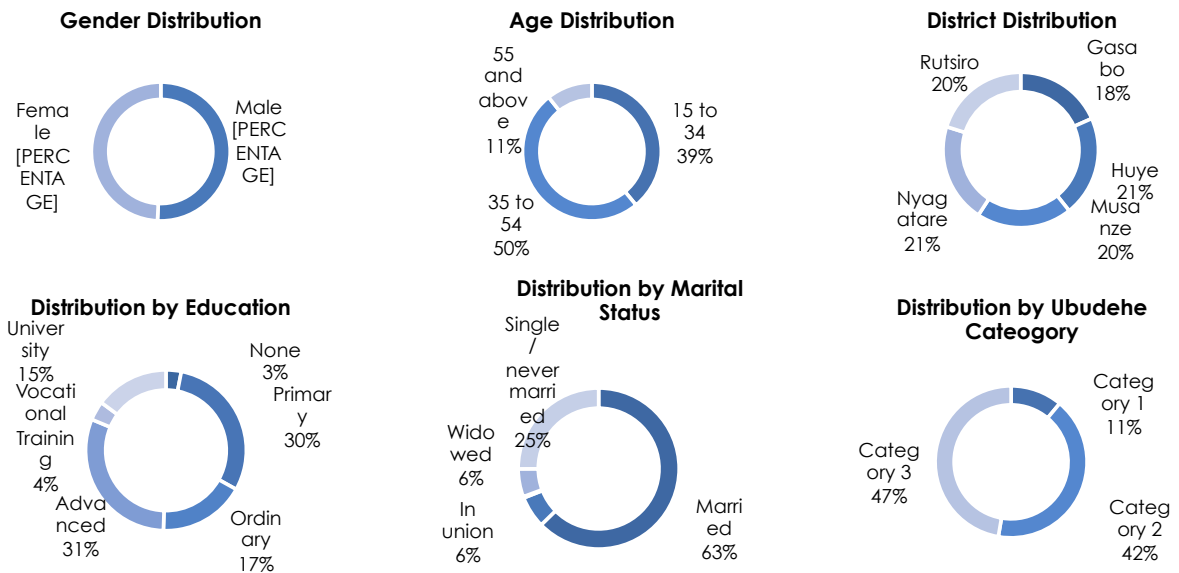


Findings

Participant Profile

In total, the baseline questionnaire was administered to 392 participants (including 199 Males and 193 Females) across five districts of programme implementation.

Figure 1: demographic profile of participants



As can be seen from the graphs above, there are slightly more men than women members of Citizen Forums. The majority of members are between 35 and 54 years of age and married. The majority of our sample fall into categories two and three of Ubudehe². Members of Citizen Forums were also asked about positions of leadership they hold in their communities. Among the surveyed citizens forum members, 16.2% are members of youth councils, 12.7% are members of women councils (at village, cell and sector), 6.1% are members of sector councils (Njyanama), 5.7% are members of cell mediation committees and 54.8% hold other positions in communities (Community Health workers, Isibo leaders, religious leaders, etc.). This suggests that nearly 90%

² Category 1: Families who do not own a house and can hardly afford basic needs.

Category 2: Those who have a dwelling of their own or are able to rent one but rarely get full time jobs.

Category 3: Those who have a job and farmers who go beyond subsistence farming to produce a surplus which can be sold. The latter also includes those with small and medium enterprises who can provide employment to dozens of people.

Category 4: Those who own large-scale business, individuals working with international organisations and industries as well as public servants.





of the Citizen Forum members hold a leadership role in their community; opinion leadership and influence is a key criteria in a selection of members.

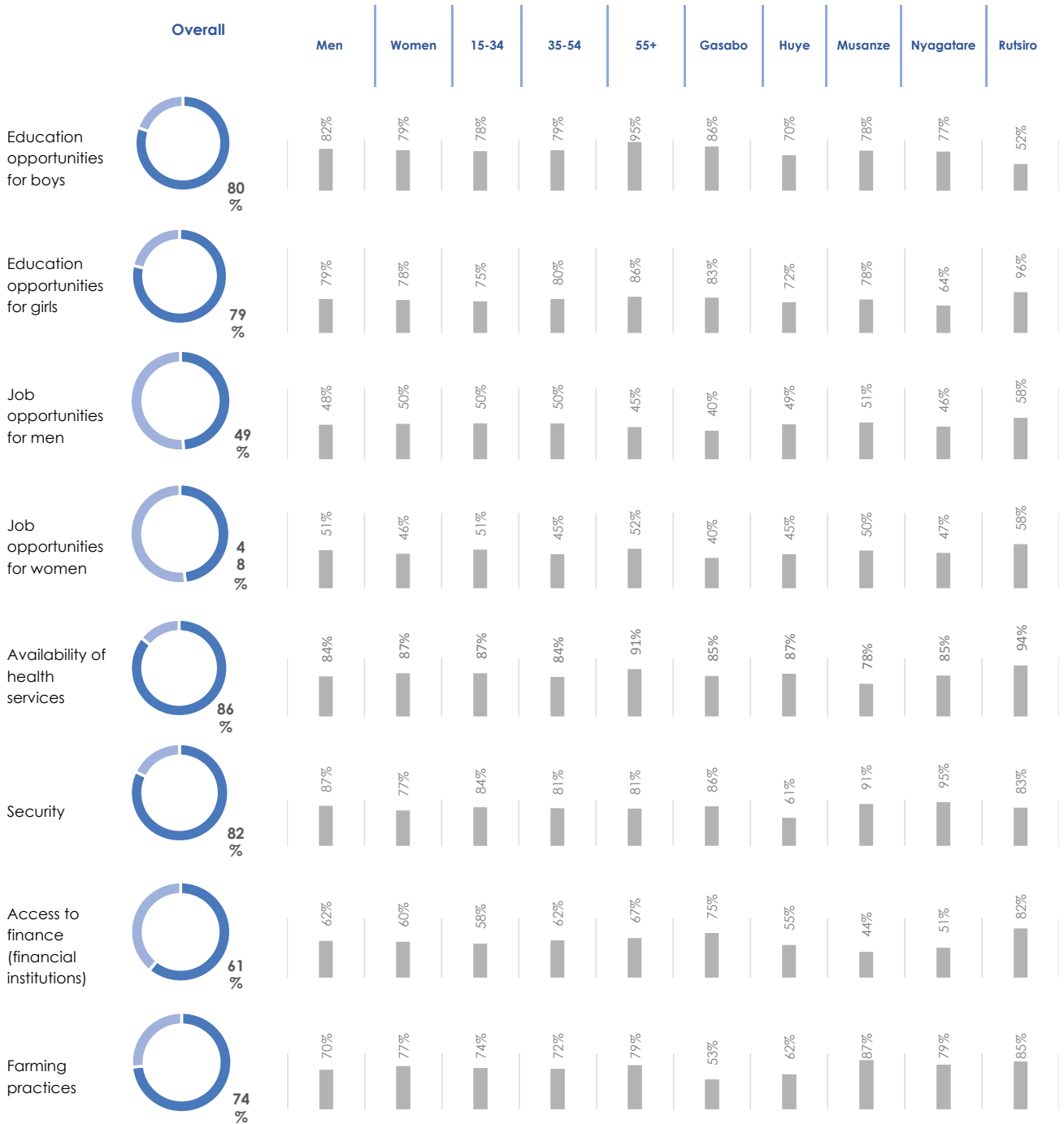
Perception of socio-economic conditions and priorities at the village/cell Levels

Participants were asked to rate the conditions and services at the cell/sector level. These ratings helped to understand the quality of services offered as well as the priority areas for improvement of government services. They were asked to rate the conditions and services as very good, relatively good, poor or very poor.





Figure 2: Ratings of socio-economic services (% who rated very good or relatively good)³



³ Rating: (1) Very good (Nibyiza cyane), (2) Not so good (birasanaho aribyiza), (3) Poor (Sibyiza), (4) Very poor Sibyiza nabusa, (5) Don't know (Simbizi), (6)Refused (Ntacyo nabivugaho)

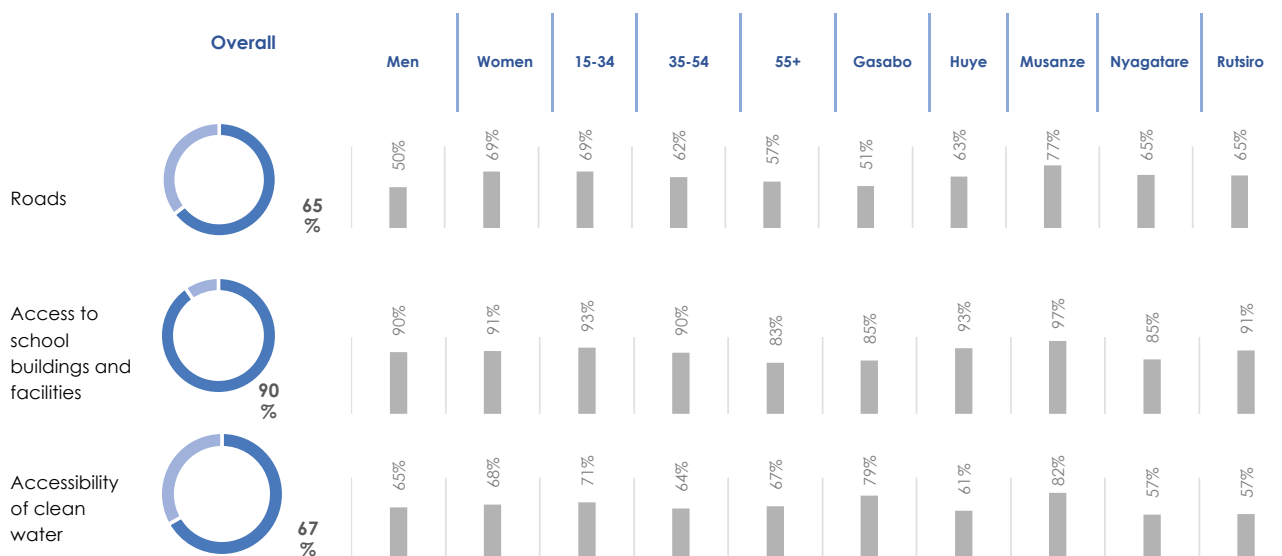


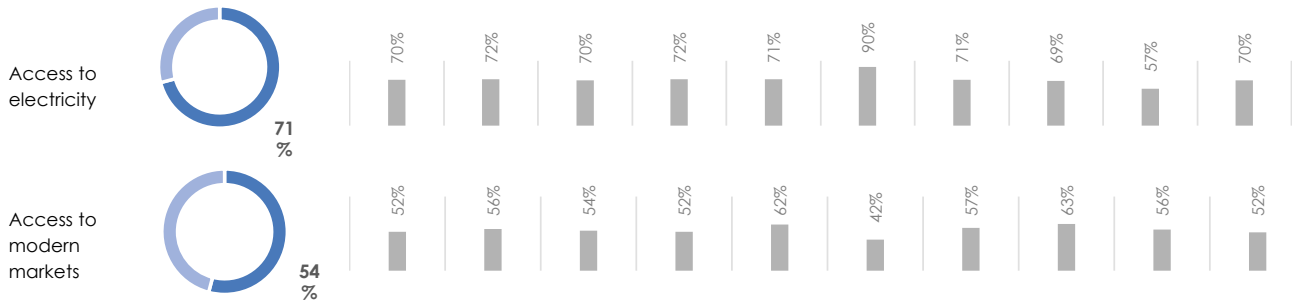


Overall, socio-economic conditions were judged positively. Only two areas were judged less than satisfactory by the majority of Citizen Forum members; namely, job opportunities for men and job opportunities for women. Security and Education for boys were the top-rated socio-economic services in Gasabo; Gasabo also reported the lowest satisfaction on job opportunities for men and women, with only 40% judging each as very good or relatively good. In Huye, less than 50% of members rated job opportunities for men and women positively and 55% rated access to finance positively. Access to finance was rated most poorly in Musanze with only 44% of members reporting that this service was very good or relatively good in their area. Security was judged most favourably in Nyagatare with 95% of members judging it positively. In Rutsiro, all indicators were judged positively by at least 50% of the population; education for boys was the indicator with the least positive judgement with 52% of members reporting this as very good or relatively good.

Based on sex disaggregation, there were only small variations in the percentage of men and women who judged socio-economic conditions very good or relatively good. However, on three indicators, there were slight to medium differences in judgement. For example, women were less likely to report that job opportunities for women were positive (46% versus 51% among men). Men judged security more favourably (87% compared to 77% among women). Women judged farming practices more favourably (77% compared to 70% among men). There were significant differences in perception on some indicators between those 55 years of age and over and those either 15-34 or 35-54. Most notably, those over 55 were much more likely to positively rate education for boys and education for girls (95% and 86% respectively) as well as access to finance than their younger counterparts. Those aged 35-54 were less likely to positively rate job opportunities for women (45% compared to 52% among those 55+ and 51% among those 15-34) whereas those over 55 were less likely to positively judge job opportunities for men (45% compared to 50% among the two other age cohorts).

Figure 3: Ratings of infrastructure (% who rated very good or relatively good)





On average, the infrastructures were judged positive; however the data presents variations across districts, gender and age. Also the size of variation depends on the type of infrastructure. Overall, the most appreciated infrastructures include access to school buildings and facilities appreciated at the rate of 90%, followed by access to electricity with 71%, accessibility to clean water with 67%, roads with 65% and access to modern markets with 54%. Based on variations across the district, Gasabo has a highest per cent of CF members who appreciated the access to electricity, followed by Huye and Rutsiro with moderate appreciation of above 70%, while Musanze and Rutsiro districts recorded the low appreciation. While access to clean water was positively perceived mostly in Musanze and Gasabo Districts and moderately perceived in Huye, CFs members in Nyagatare and Rutsiro districts presented unsatisfactory level. Roads were judged positively in Musanze with 77%, followed by Rutsiro, Nyagatare and Huye with an average above 60% and Gasabo district with 51% which is under the average. Access to modern markets was judged less favourable across districts when compared to other types of infrastructures with an average between 50% and 60%, however, the situation in Gasabo is relatively worse compared to other districts with an average of 42%.

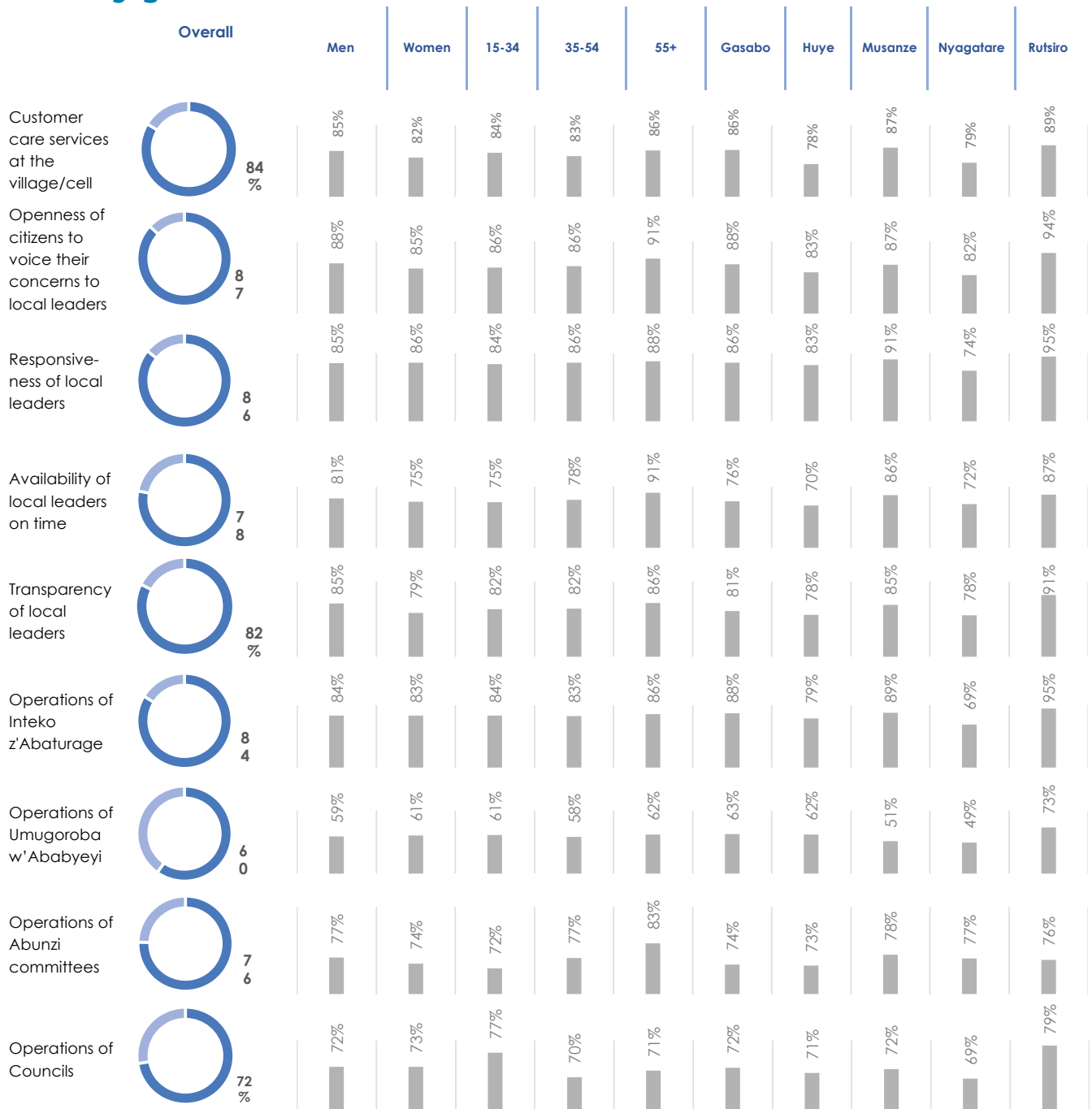
Based on sex disaggregation, the appreciation of infrastructures is quite similar for men and women with a little variation, unless for access to roads, where more women 69% appreciated roads than men with a significant difference of 38%. When it comes to age difference, the appreciation of access to electricity is quite similar across age groups; however there was a moderate variation for other categories of infrastructures. For example the appreciation on roads and schools buildings was likely more favourable among age group of 15-34 and 35-54 than that of the age group 55+. However, the latter shown a good appreciation on access to modern markets than these of age group of 15-34 and 35-54. Finally the appreciation of access to clean water was likely positive among the age group of 15-34 and 55+ with 71 and 67% respectively compared to 64% for these aged between 35 and 54.





Perception of Local Governance Structures

Figure 4: Rating of local governance structures (% who rated very good or relatively good)





The local government structures were mostly appreciated by the Citizen Forum members across the districts. Overall, the appreciation of different local government structures ranges between 60% and 87%. The mostly appreciated aspects of local government structures included the openness of citizens to voice their concerns to local leaders with (87%), Responsive-ness of local leaders (86%), Operations of Inteko z'Abaturage and customer care services at village /cell (84%) and Transparency of local leaders (82%). However, the operations of Abunzi committees, operations of Councils and operations of Umugoroba w'Ababyeyi w'Ababyeyi were less likely appreciated with 75%, 72% and 60% respectively. In Rutsiro, the appreciation of local government structures ranges between 73% and 95% with appreciation of operations of Umugoroba w'Ababyeyi is the lowest and operations of Inteko z'Abaturage being the highest. Similarly, operations of Umugoroba w'Ababyeyi were likely to be less favourable in Gasabo, Huye, Musanze and Nyagatare with 63, 62%, 62% and 49% respectively. However, the openness of citizens to voice their concerns to local leaders was seen to be mostly appreciated in Musanze, Gasabo, Huye and Nyagatare with 91%, 88%, 83% and 82% respectively.

Based on sex disaggregation, there is a slightly little difference between men and women in most of the elements of local government structures assessed. However, the difference become significant when it comes to availability of local leaders on time, 81% of men appreciated the availability of local leaders on time compared to 75% of women counterparts. In addition the significant difference was observed on transparency of local leaders; more men (85%) demonstrated appreciation than women counterparts (79%).

When it comes to age group, there is no significant difference between age groups on some elements such as customer care services at the village/cell, responsive-ness of local leaders, transparency of local leaders, operations of Umugoroba w'Ababyeyi and operations of Abunzi committees. However on other elements assessed, there is significant difference. For example, CF members aged 55 and plus appreciated the availability of local leaders on time with an average of 91% compared to the average between 75% and 78% respectively for age group of 15-34 and 35-54. Similarly, 83% CF members aged 55 and plus were likely to appreciate the operations of Abunzi committees than these aged in between 15-34 and 35-54 (with 72% and 77% respectively). Finally, while the operations of Councils were less likely appreciated by CF members aged between 35 and 54 and 55+ (with 70% and 71%), however 77% of members aged between 15-34 appreciated its operations.

Local Priorities

Citizens forum members were asked to provide five top priorities of their village/cell/sector across different areas including socio-economic, governance, availability and access to infrastructures, etc..





Figure 5: Local priorities (% who selected as a local priority)



Overall, across all Districts (Gasabo, Huye, Musanze, Nyagatare and Rutsiro), accessibility to clean water was reported to be the first priority (61%), followed by access to electricity (47%), roads (46%), availability of health facilities and services (34%) and access to school buildings and facilities (33%). A sizeable percentage of Citizen Forum members mentioned other priorities. These included: review of Ubudehe categorization⁴, availability of Technical and Vocational Training (TVET) schools, dealing with school drop-outs, tackling drug abuse and illegal local brews, teenage pregnancy, availability of nursery schools, job creation, the Girinka⁵ programme and provision of support to vulnerable people.

While the top priorities were shared across districts, there are differences in the percentages of respondents who selected these priorities in each district. Accessibility to clean water was the top priority in Rutsiro (76%), Nyagatare (69%), Huye (62%) and Musanze (40%). Roads were ranked as the primary priority in Gasabo and one of the top three priorities in Huye and Rutsiro. While access to electricity was selected by 57% of Citizen Forum members in Nyagatare, 56% in Huye and 53%

⁴ Ubudehe categories have recently been reviewed by the Ministry of Local Governance (MINALOC). They are currently being finalized. NAR provided technical support in review of Ubudehe categorizations and shared findings from consultations with Citizen Forum members with MINALOC during the process of review.

⁵ Girinka Program is a Home Grown Solution that emerged from the 2006 National Umushyikirano Council (NUC) as a pro-poor program to help poor families improving their welfare. The program is inspired by the Rwandan Culture. Girinka goes back in the annals of Rwandan history 17th century as a social protection





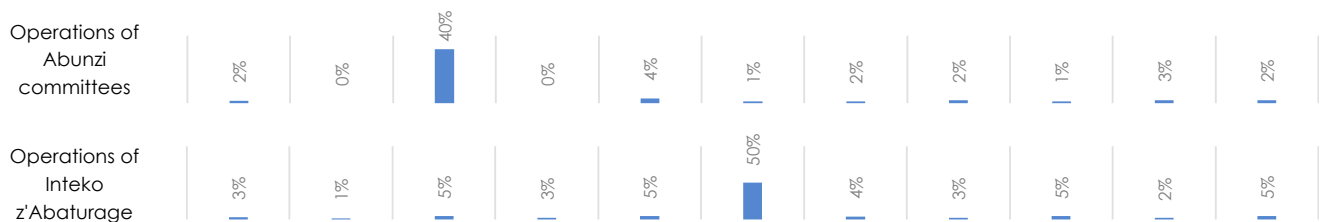
in Rutsiro, only 31% of members in Gasabo selected this as a priority, making it the 5th priority in the district. Access of school buildings and facilities were highest ranked in Nyagatare (47%) and Gasabo (40%), while in Huye only 18% of members selected this as a priority.

There were only slight differences in the selection of priorities among men and among women, with the expectation of availability of health services, which was rated higher as a priority among men (37%) than among women (31%). On the other hand, there were significant differences in terms of age. For example 71% of those 55 and older selected access to electricity as a priority as compared to 50% of those aged 15-34. 37% of those aged 15-34 selected access to health services as a priority as compared to 24% of those aged 55 and over.

Other priorities that emerged only in specific districts were Operations of Abunzi committees in Huye and Operations of Inteko z'Abaturage in Rutsiro.

Figure 6: Other Key Priorities for specific locations

Despite these differences, the overall selection of priorities is consistent with what was discussed in the citizen forum meetings prior to the baseline. For example, citizen forums in Rutsiro and Nyagatare discussed the issue of lack of clean water which affected sanitation among rural families. In Huye, Gasabo and Musanze they discussed the issue of poor health services, and limited accessibility to electricity among rural households. While citizen forums have, through their advocacy committees,



reported the issues to local leaders, these challenges are yet to be addressed. Some leaders have promised to include these priorities in their yearly plans and budgets for the year 2020.

Citizen Forum Members' Engagement in Governance processes

A series of questions on Citizen Forum Member's participation in governance processes at the local level to gauge both how active citizen forums are in local governance processes but also their level of comfort in engaging in these processes.

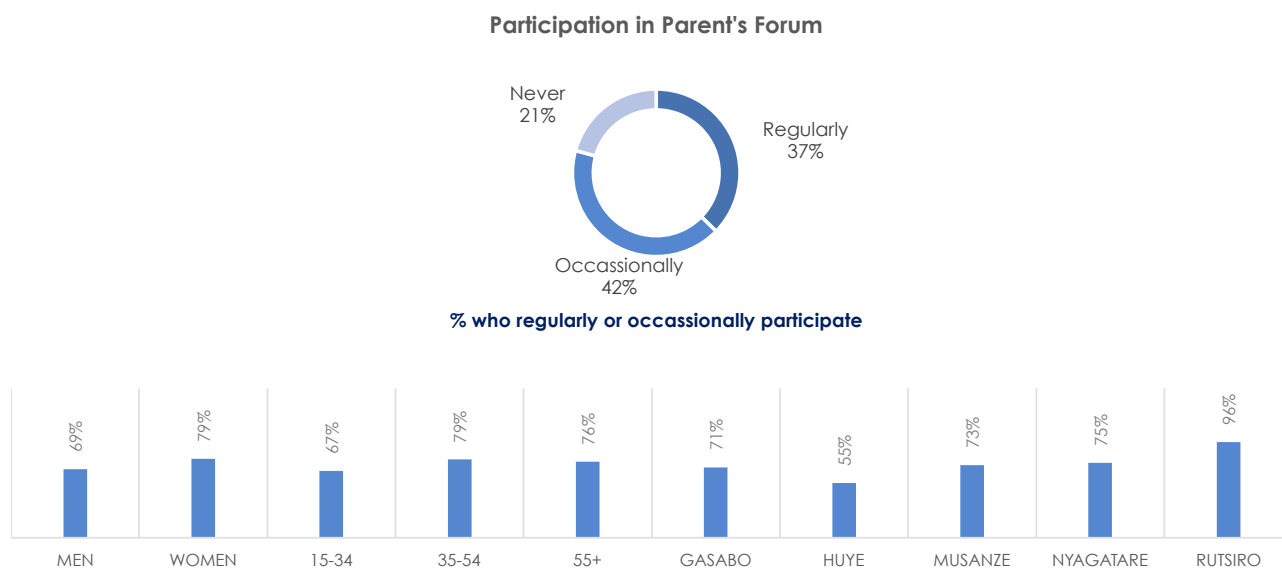
measure especially in favor of children instituted by the King Mibambwe. The concept of Girinka was first introduced by King Mibambwe Gisanura (+ 1660), who decreed that "no Rwandan child was ever to lack daily milk again while others had plenty". Since then, Rwandans have given cattle to one another, or milk to those in need. Girinka program was revived by President Paul Kagame who in 2006 initiated the program after seeing the extent of malnutrition and stunting among Rwandan children.





Participation in local governance mechanisms/activities

Figure 7: Frequency of participation in Parent's Forum meetings over the last 12 months



When asked how often citizen forum members have participated in parents' forum⁶ meetings in the last 12 months, about an average of 27.4% (17.8% and 37.0% men and women respectively) reported that they have regularly participated, 46.8% (51.8% men and 41.9% women) occasionally participated, and 25.5% (29.9% and 21.1% men and women respectively) have never participated.

Overall, 79% (69% men and 79% women's respectively) CF members have participated in parent's forum either regularly or occasionally. The data suggests an important difference between males and females, since more women members have participated in parent's forum meeting in last 12 months than men. This may be because parents' forum initially commenced as women's evening forum and were later transformed into parents' forum. As such, some men remain reluctant to attend the parents' forum as they believe it is for women.

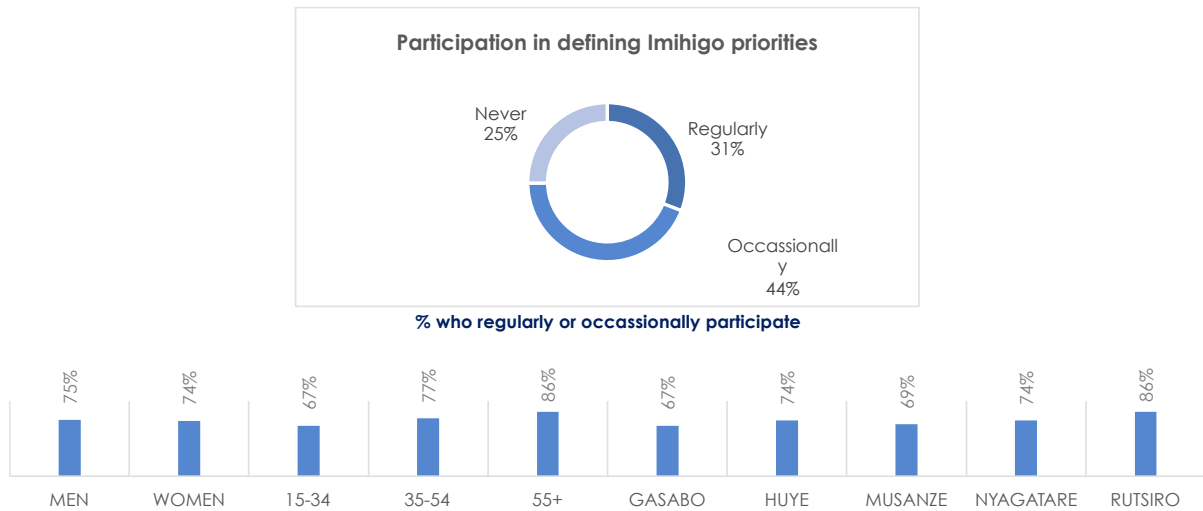
Rutsiro citizen forum members report the most frequent participation in parents' forum with an average of 96% reporting regular or occasional participation, followed by 75% in Nyagatare, 73% in Musanze, 71% in Gasabo and lastly 55% in Huye.

⁶ Umugoroba w'Ababyeyi (Parents 'forum) is one of homegrown solutions in Rwanda and was officially launched in March 2013, as a platform that brings together residents from the same neighborhood to discuss and try to find solutions to pertinent issues affecting the community or some of its members. These issues range from domestic violence, child abuse and gender based violence to promotion of a savings culture, healthy feeding, family planning, and cooperatives





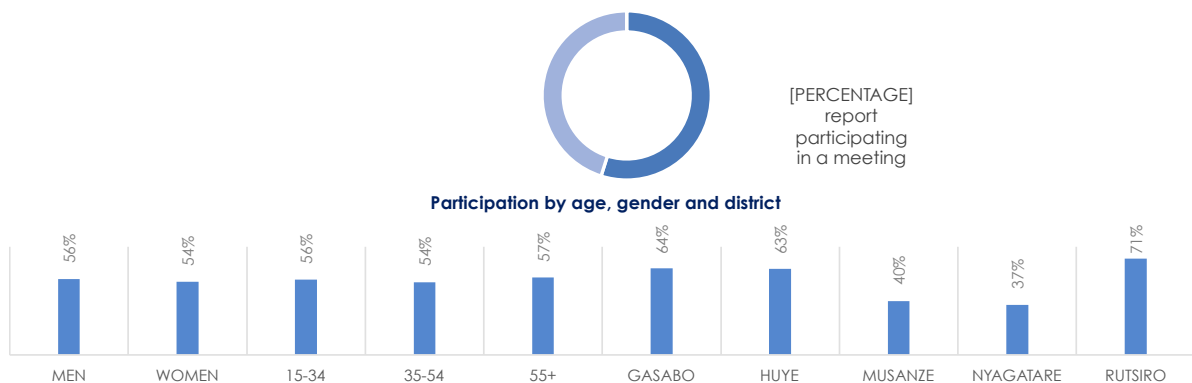
Figure 8: Frequency of participation in meetings to define Imihigo priorities over the last 12 months



On average, 31% (including 32% men and 29% women) reported that have regularly participated in a meeting to define Imihigo priorities at village/cell, 44% (42.7% and 44.0% for men and women respectively) have occasionally participated, while 25% (23.7% men and 27.0% women) never participated. Overall, 74% including 75% men and 74% men have participated regularly or occasionally. Based on gender disaggregation, there is no significant difference between males and females. Based on geographical location, cumulatively (those who regularly and occasionally participated), Rutsiro has a highest figure of 86%, followed by Huye and Nyagatare with 74%, Musanze with 69% and 67% in Gasabo.

Figure 9: % of Citizen Forum members who participated in a meeting/event on Imihigo evaluation of the village/cell/sector over the last 12 months

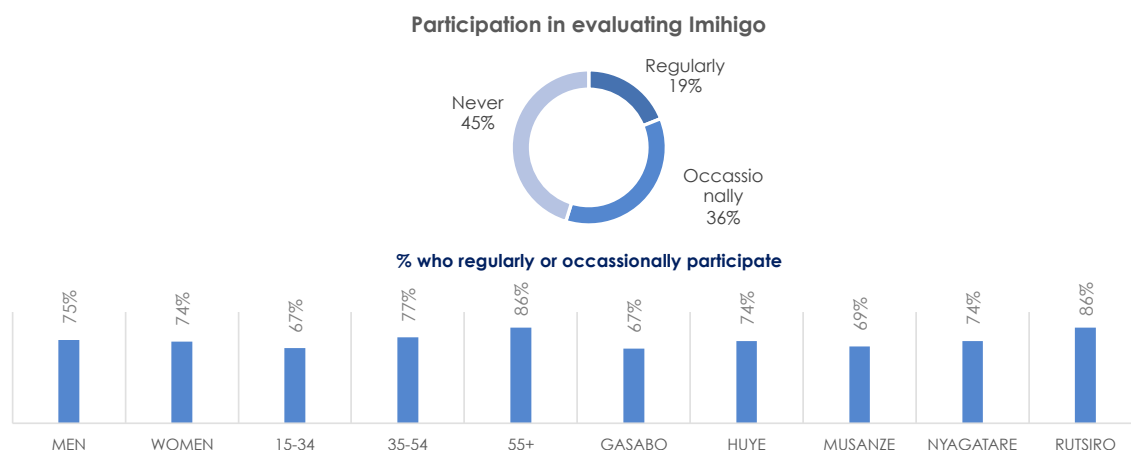
On average, 55% citizen forum participants stated that they have participated in a meeting/event





on Imihigo evaluation of village/cell/sector in last 12 months. Based on gender disaggregation, data shows a small difference between male and female participants (56% and 54% respectively). This difference is not applicable to all districts, for examples in Rutsiro 76% of female participants have more participated compared to 65% male counterparts. This is similar in Huye District where more female participants (67%) have participated in events where Imihigo evaluation was discussed in comparison to male participants (61%). However, in Gasabo and Nyagatare, more males than females have previously participated (71% and 50% for males respectively) and (56% and 22% for females respectively). This indicates that the participation of citizens, both men and women is not identical in all districts, the situation varies per district. In general, 71% of CF members in Rutsiro have participated in event discussing Imihigo evaluation, followed by 64% in Gasabo and 63% in Huye % respectively. Nyagatare and Musanze are below average with 37% and 40% respectively.

Figure 10: Frequency of participation in meetings to evaluate Imihigo performance over the last 12 months



When asked about how often they have participated in a meeting to evaluate Imihigo performance, 19% (20% Males and 17% females) reported that they have regularly participated, 35% (38% males and 33% females) have occasionally participated, while 44.9% have never participated with women being a majority (50%). When these who regularly and occasionally participated are taken together, an average of 54% has participated in meeting to evaluate Imihigo performance in last 12 months, consistent with the findings above.

This is also consistent with other studies that have reported a limited number of citizens participating in programs/Imihigo evaluation. Based on gender disaggregation, there is evidence that more men have 58% have participated in Imihigo evaluation than women counterparts 49%, which means a difference of 8%. Based on district, Rutsiro comes at the first position with a relatively high per cent of 73%, followed by Huye with and Gasabo with 60% and 58% respectively. Nyagatare and Musanze have a relatively low per cent (42% and 35% respectively) which is below average.

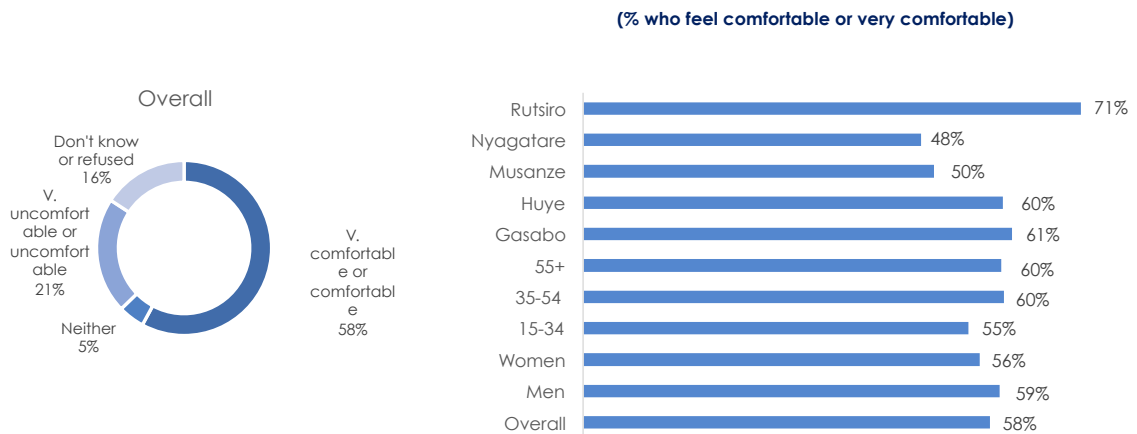




Confidence in participation in local governance mechanisms/activities

The baseline survey asked several questions in order to measure the level of confidence among citizen forum members in regard to participation in local governance mechanisms and holding leaders accountable. Confidence was measured using level of comfort in approaching local decisions makers, participating in local governance mechanisms/activities, providing local leaders with inputs in planning such as Imihigo, suggesting potential solutions to development needs, asking for feedback on issues relating to public concerns and holding leaders accountable on the expenditure of money allocated to development programs. The measurement used a Likert scale with 5 options, including very comfortable, comfortable, neither, uncomfortable, very uncomfortable.

Figure 11: % of citizen's forum members who are comfortable to share their priorities or the priorities of their community during a meeting to design Imihigo priorities

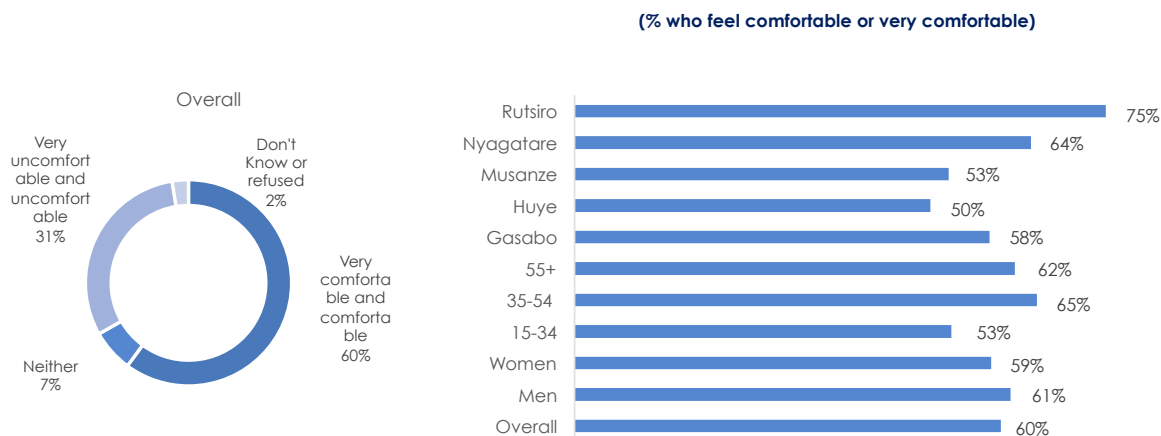


The baseline survey data shows relatively moderate confidence among citizen forum members to share their priorities or priorities of their community during the design of Imihigo priorities. Only an average of 58% of citizen forum members demonstrated that they comfortable when sharing their priorities. Based on gender, female participants are slightly less likely to be comfortable sharing their priorities than their male counterparts (56% and 59% respectively). However, female members in Rutsiro demonstrated to be more confident than men (79% and 62% respectively) in sharing their or their communities' priorities to inform Imihigo. Geographically, Rutsiro, Gasabo and Huye districts have a relatively high percentage of citizen forum members who are comfortable to share their priorities (71% and 61% and 60% respectively). Contrarily, a limited number of citizen forum members in Nyagatare, Musanze and Huye stated that they are comfortable sharing their priorities (48% and 50% respectively), which is below the average.



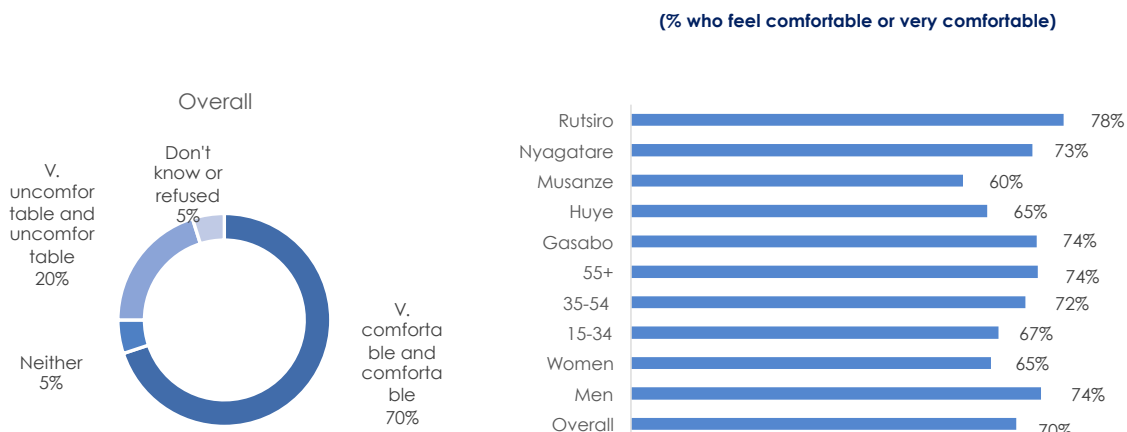


Figure 12: % of citizen forum members who are comfortable to ask for a feedback to a leader on issue of public concern



On average 60 % of respondents indicated that they are comfortable to ask for feedback from a leader on an issue of public concern with a slightly higher level of comfort among males (61%) compared to 59% female participants. Rutsiro is again an exception with more women than men reporting being comfortable in asking for feedback from local leaders (79% and 70% respectively). Similarly, in Huye, 47% of males report comfort in asking for feedback compared to 54% of females. Again, CF members in Rutsiro and Nyagatare are relatively more comfortable than these of other districts with 75% and 64% respectively, while Musanze, Gasabo and Huye are below the average with 53%, 58% and 50% respectively.

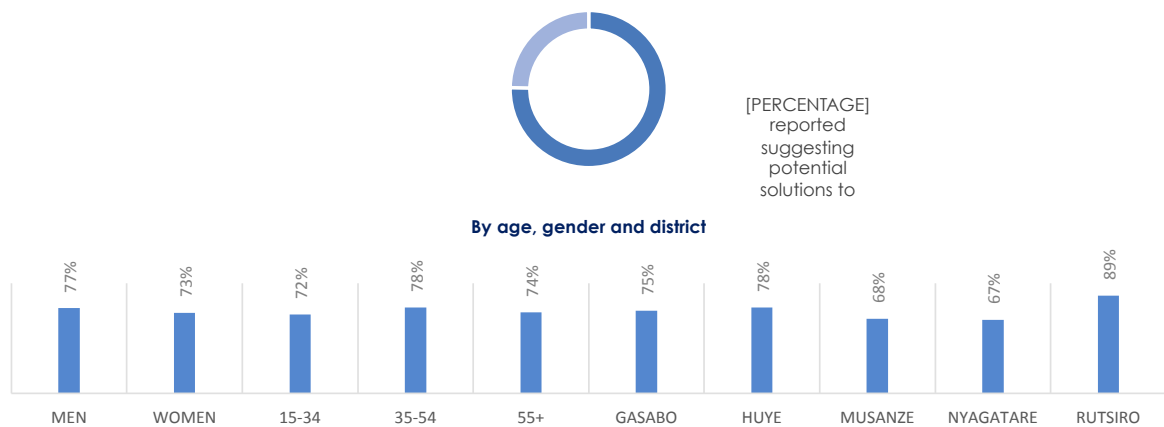
Figure13: % of citizen forum members who are comfortable to suggest potential solutions to development needs to local leaders at the village/ cell level





On average 70% of surveyed citizen forum members reported being comfortable to suggest potential solutions to development needs to local leaders at the village/cell level. Female participants are less comfortable compared to their male counterparts when suggesting potential solutions to development needs at village and or cell level (65% and 74% respectively). Again, Rutsiro is the first district with the highest per cent of CF members who reported confidence (78%), followed by Gasabo and Nyagatare (74% and 73% respectively) and Huye and Musanze being below the average respectively with (65% and 60%).

Figure 14: % of citizen forum members who have suggested potential solutions to development needs to local leaders at the village/cell level in the last (12 months)

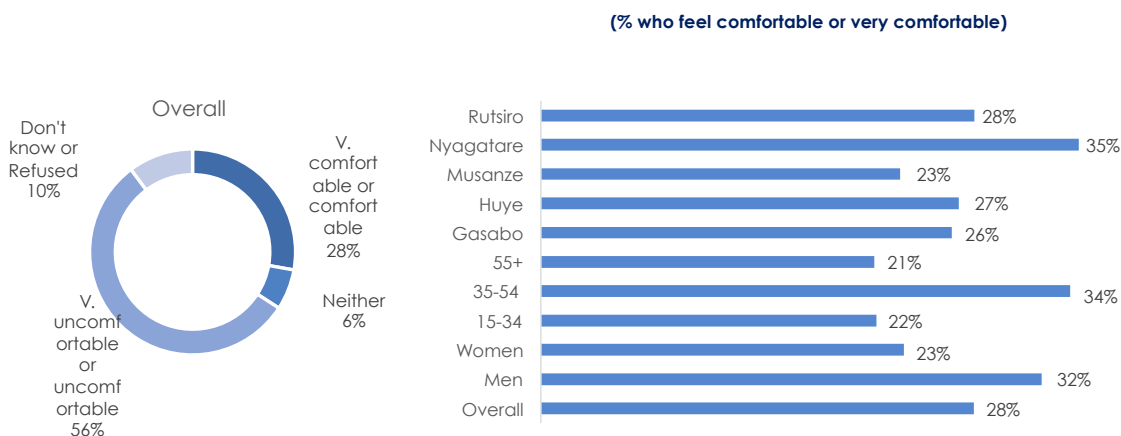


On average, 75% of citizen forum members including (77% males and 73% females) in five project districts reported that they have suggested solutions to development needs to local leaders at the village/cell level in last 12 months. This is slightly higher than the percentage reporting being comfortable suggesting solutions, as noted above. The data shows a slight difference between the percentage of male and female participants who suggested solutions in the past 12 months (77% and 73% respectively). This difference of 5% is nearly the difference between the percentage of women and men who feel comfortable suggesting solutions to local leaders (9%). Besides Musanze and Huye where 71% and 80% of female respondents and 65% 77% of male respondents respectively reported suggesting solutions to local leaders, in other districts more male participants have suggested potential solutions to local leaders at the village and or cell level than female members. Geographically, data shows that Rutsiro is the first district where majority of surveyed citizen forum members reported that have suggested solutions to development needs of village/cell (89%), followed by Huye (78), Gasabo (75%), Musanze (68%) and Nyagatare (67%).





Figure 15: % of citizen forum members who are comfortable to openly ask local leaders (Village and Cell) how the money for community development projects such as VUP/Ubudehe has been used



According to the findings from the 5th Rwanda Governance Score Card (2018), the percentage of citizen's satisfaction in their participation in elaboration of District budget and Plans is very low at 47.7%. This seems very hard for citizens to hold leaders accountable on the use of money for which they were not included in its preparation. In addition, the 2018 Rwanda Governance Score Card found that percentage of citizen satisfaction with holding leaders accountable is low at 58.6%. So, the findings of the baseline survey are consistent with the above-mentioned data. In our case, only 28% CF members reported that they are comfortable to openly ask local leaders (village and or cell) how the money for community development projects such as VUP⁷ and Ubudehe has been spent. This may be due to limited confidence among citizen forum members or may be due to the lack of citizen engagement /consultation on the side of local leaders. Women are less comfortable than men to hold leaders accountable on how money has been used (23% and 32% respectively). More efforts are needed to build the confidence among the CF members to be able to ask for information on the use of money allocated for development programs.

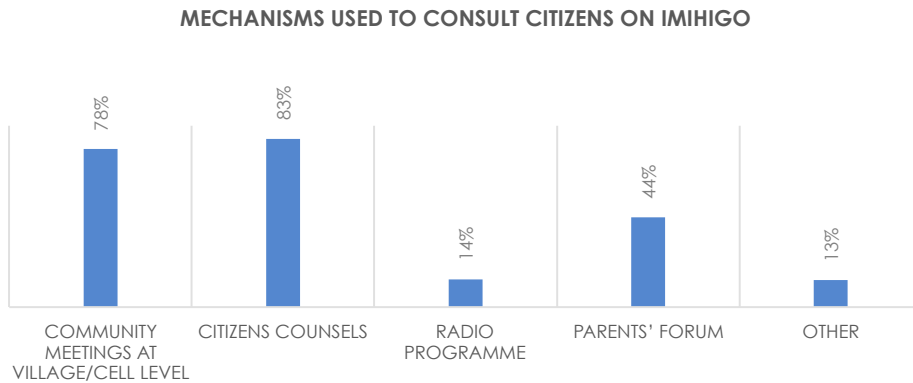
⁷ Vision 2020 Umurenge Programme (VUP) - is an Integrated Local Development Program to Accelerate Poverty Eradication, Rural Growth, and Social Protection. This is an initiative by the Government of Rwanda (GoR) in collaboration with development partners and NGOs. It is led by the Ministry of Local Government, Good Governance, Community Development and Social Affairs (MINALOC) and supported by the Ministry of Finance and Economic Planning (MINECOFIN).The Vision 2020 Umurenge Programme (VUP) uses the existing decentralization system and leverages technical and financial assistance to accelerate the rate of poverty reduction in Rwanda. The aim is to eradicate extreme poverty by 2020.





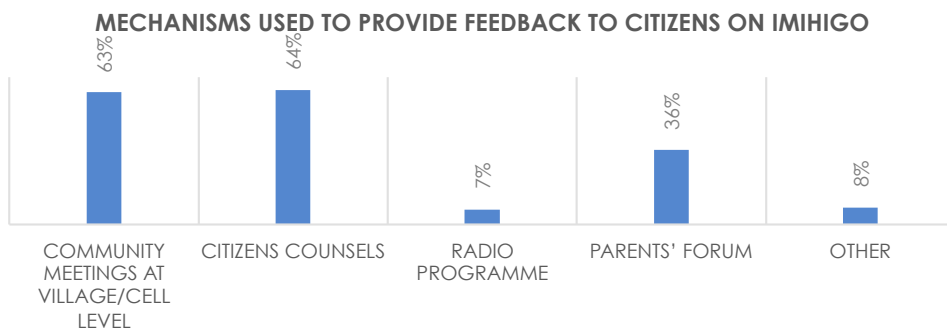
Perception of Consultations at the Local Level

Figure 16: Mechanisms used by local leaders to consult Citizen on Imihigo in last 12 months



Overall, the majority of citizen forum (83%) members across five project districts, indicated that local leaders used citizen councils to consult constituents on Imihigo, followed by 78% who said that local leaders (village, cell, sector) have used community meetings. Respectively, 44 % and 13% of citizen forum members agreed that the consultations were done through Umugoroba w'Ababyeyi (parents forum) and other mechanisms (such as Umuganda, cooperatives, Isibo) to consult citizen on Imihigo, while 14% of members indicated that local leaders (village, cell, sector) have used radio programme to consult citizens. Citizen councils and community meetings are widely used by local leaders to consult citizens on Imihigo, while Umugoroba w'Ababyeyi and radio programs are less used for consultations on Imihigo.

Figure 17: Mechanisms used by local leaders to provide feedback to citizen on Imihigo in last 12 months



Similarly, to the consultations, citizen forum members have indicated that local leaders have mainly used community meetings at village/cell and citizen councils when providing feedback to citizens on Imihigo in last 12 months. An average of 63% and 55% of the respondents respectively indicated



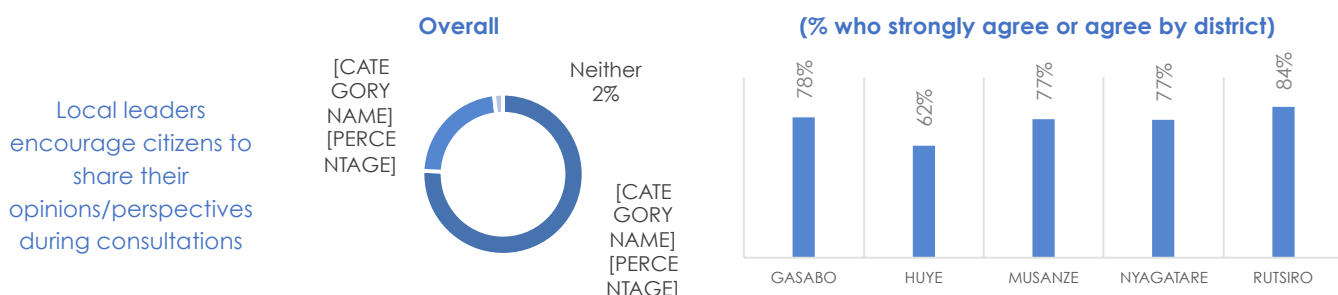


that local leaders provided feedback through community meetings and citizens counsels in last 12 months. On the other hand, an average of 36% and 8% of citizen forum members respectively said that local leaders (village, cell, and sector) have used Umugoroba w'Ababyeyi (parent's forum) and other mechanisms such as Umuganda to provide feedback to citizens on Imihigo in last 12 months.

Participatory nature of consultations

The baseline survey sought to measure the perception of citizen forum members of how participatory consultations are in their contexts. To measure the participatory nature of consultations, the baseline looked into the perception of citizen forum members as to the extent to which local leaders both encourage citizens to share their opinions during consultations and enquire about specific needs of men, women, youth, people with disabilities, marginalized people and people from all Ubudehe categories during consultations. The measurement of perception uses a Likert scale of strongly agree, agree, neither agree nor disagree, disagree, strongly disagree. An average of these who strongly agreed and agreed is presented in the following figures.

Figure 18: % of citizen's forum members who agreed that their local leaders encourage citizens to share their opinions/perspectives during consultations

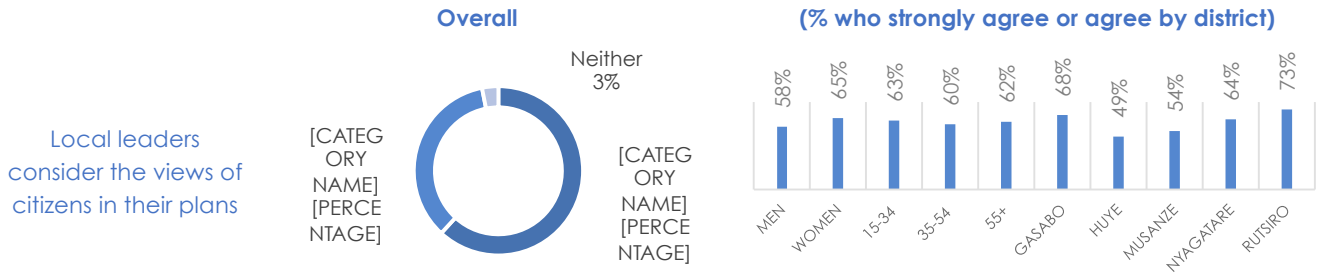


Overall, 76% of citizen forum members agreed that local leaders encourage citizens to share their opinions/perspectives during consultations. There is no significant difference in percentage between the perspectives of men and that of women. Rutsiro and Gasabo have highest percentage of CF members (84% and 78% respectively) who confirmed that citizens are encouraged to share their opinions in meetings, followed by Musanze and Nyagatare with (77% and 77% respectively); Huye district recorded the lowest percentage at 62% which is under average.





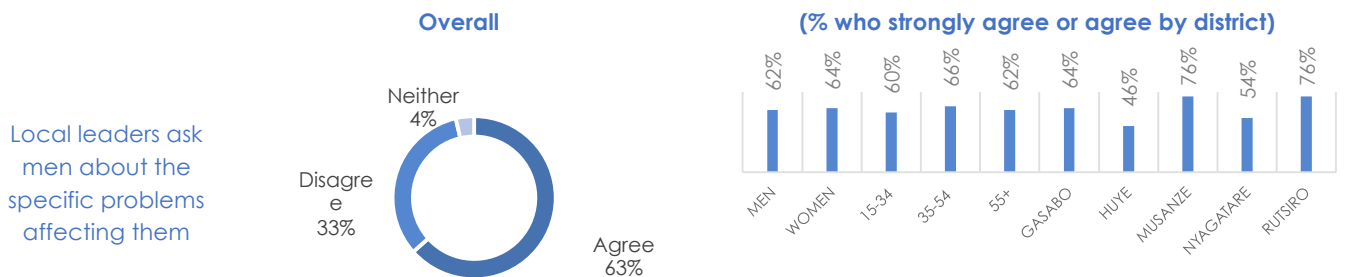
Figure 19: % of citizen forum members who agreed that local leaders consider the views of citizens in their plans



When asked their perception about how the views of citizens are incorporated by local leaders in their plans, only 62% of citizen forum members confirmed that local leaders take views of citizens into consideration.

Women (65%) are likely to perceive that the citizen's views are included in the plans, while only 58% of men supported the statement. Geographically, Rutsiro, Gasabo and Nyagatare are above average with (73%, 70% and 64% respectively), while Musanze and Huye are below average with (54% and 49% respectively).

Figure 20: % of citizen forum members who agree that local leaders ask men about the specific problems affecting them

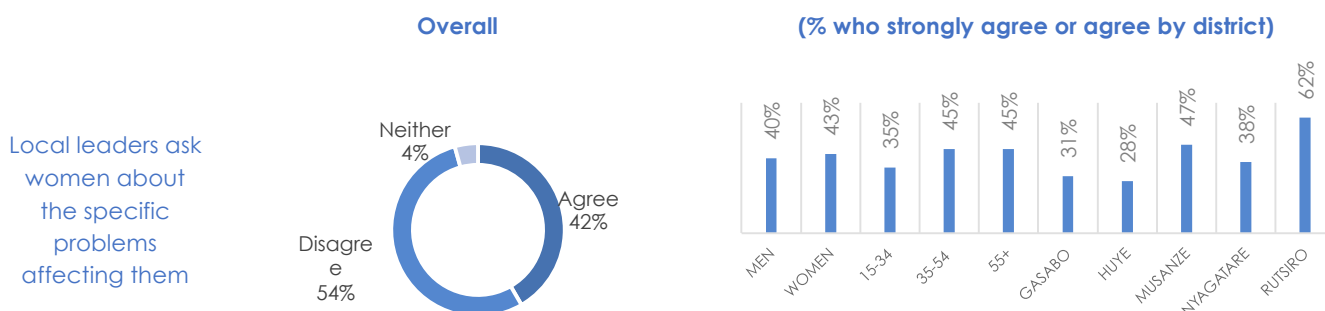


For the specific challenges affecting men, a relatively moderate percentage (63%) of citizen forum members agreed that local leaders ask men about their specific challenges during the consultations and planning. Musanze and Rutsiro have a relatively better situation compared to other districts (both 76%), while Gasabo, Nyagatare and Huye are below the average with 64%, 54%, and 46% respectively. This demonstrates that there is still a gap among local leaders during consultations, especially with regards to the specific needs for different categories of communities, including men. Based on gender, there is no significant difference in percentages between the perspectives of men and that of women. Local leaders need more capacity building in areas of inclusive and participatory consultation as will be illustrated in the additional findings presented below.





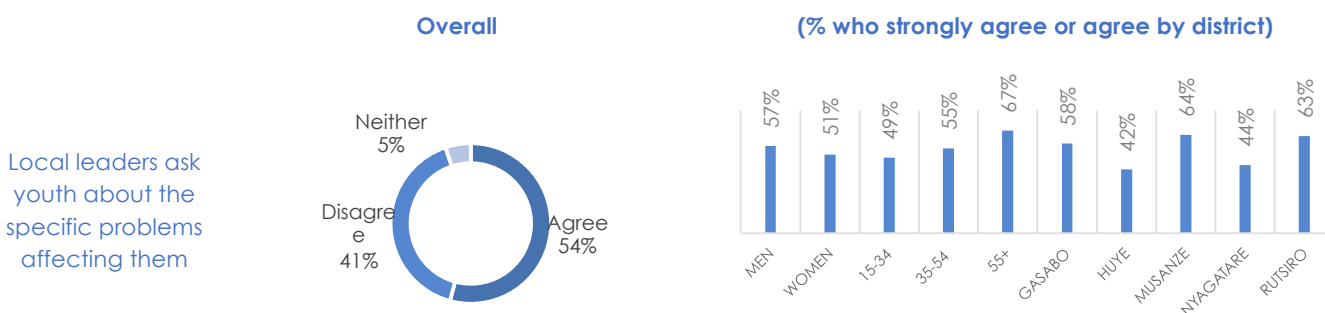
Figure 21: % of citizen forum members who agree that local leaders ask women about the specific problems affecting them



Overall, the consultation of women by local leaders to understand the specific issues affecting women and girls is relatively low. For example, an average of 42% of citizen forum members perceived that local leaders ask women their specific issues/challenges during consultation and or planning. The data doesn't show a significant difference between the perceptions of male and female participants. When it comes to geographical location, Rutsiro shows a relatively moderate rate of those who perceived that local leaders consult women to understand their specific needs/issues (62%) compared to other districts.

Perceptions in Musanze were also above average with 47%, strongly agreeing or agreeing with the statement. On the other hand, percentages were lower in Nyagatare, Gasabo and Huye districts with 38%, 31% and 28% respectively.

Figure 22: % of citizen forum members who agree that local leaders ask youth about the specific problems affecting them



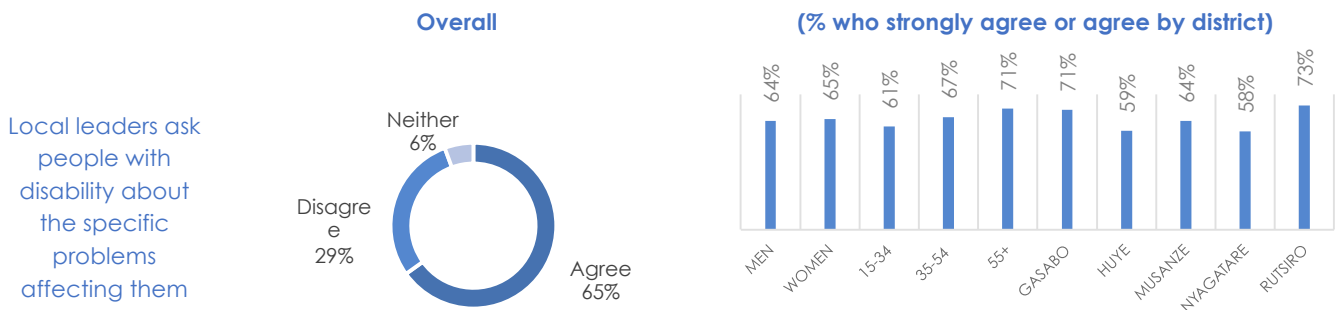
When asked their perception about the specific consultation to understand youth's issues, slightly over half of respondents (54%) perceived that local leaders consult youth to understand their specific challenges. There was a slight difference between the perception among female and male participants (51% and 57% respectively). There is a significant difference among age cohorts with those 55 and above reporting significantly higher agreement (67%) than those 15-34 and those 35-54 (49% and 55% respectively). The perception on local leader's engagement of youth





is consistent data on youth inclusion presented in some of the sections above. Data on youth has been relatively low compared to other groups/ categories. For example, youth representation in planning and consultation meetings was low, respect and inclusion of youth's ideas /concerns was reported low as well. Rutsiro and Gasabo are relatively good compared to other districts (63% and 58% respectively), while Musanze, Nyagatare and Huye are under average, with a worse situation (64%, 44% and 42%) respectively.

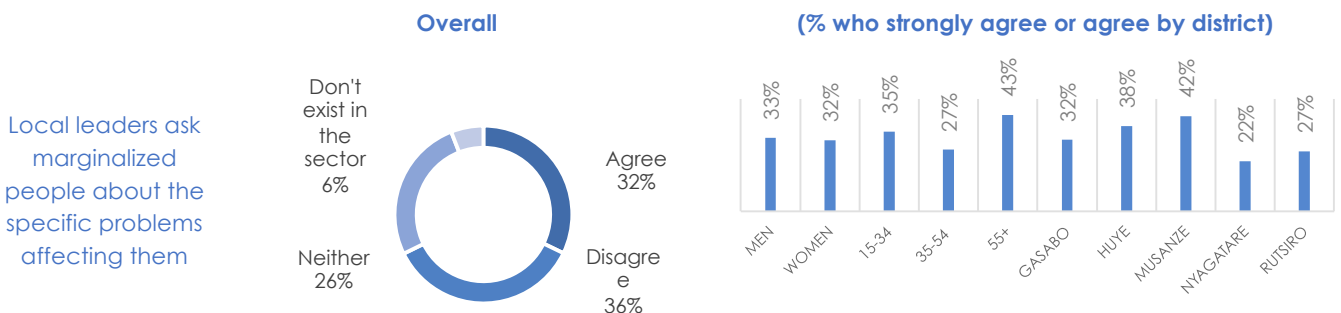
Figure 23: % of citizen forum members who agree that Local leaders ask people with disability about the specific problems affecting them



As it concerns the consultation of people with disabilities by local leaders to understand the specific challenges /problems affecting them, an average of 65% of citizen forum members agreed that local leaders consult people with disabilities to understand their issues/challenges.

There is no significant difference in percentage between the perspectives of men and that of women). Geographically, Rutsiro, Gasabo and Musanze are above average with 73%, 71% and 64% respectively, while Huye and Nyagatare are below average with 59% and 58% respectively.

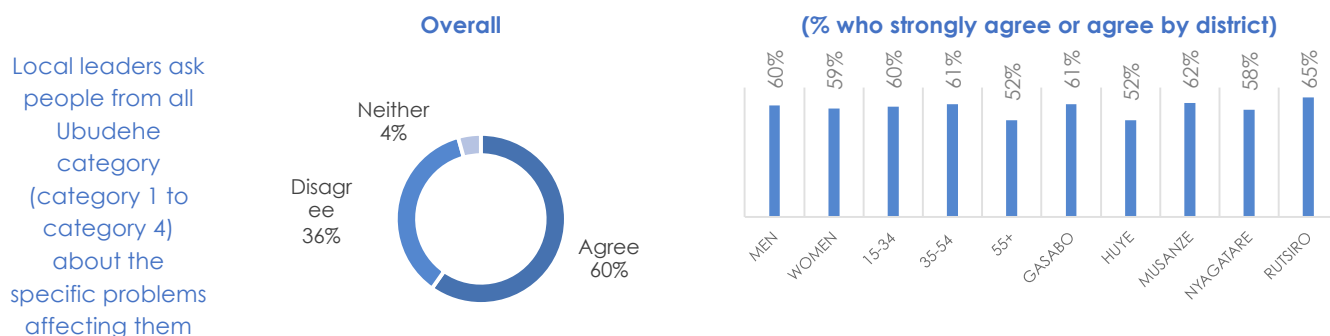
Figure 24: % of citizen forum members who agree that local leaders ask historically marginalized people about the specific problems affecting them





Consistent with other available information including the reports from CF meetings across the five project districts, the consultation of historically marginalized people is still very low. For example, only 32% of CF members perceived that local leaders consult historically marginalized people. The perception among both males and females is more or less the same. In addition, the perception is low across the five districts, with Musanze having 42%, followed by Huye and Gasabo with 38% and 32% respectively. The situation is even worse in Rutsiro and Nyagatare with percentages as low as 27% and 22%. It is important to note however, that in Rutsiro, 28% of respondents suggest that there are no historically marginalized people in their sector.

Figure 25: % of citizen forum members who agreed that local leaders ask people from all Ubudehe categories (1 to 4) about the specific problems affecting them



When it comes to the consultation of people from all Ubudehe categories, 60% of citizen forum members agreed that local leaders ask people from all Ubudehe categories (1 to 4) about the specific problems affecting them. There is no significant difference in percentage between the perspectives of men and that of women. Based on location, Rutsiro, Musanze and Gasabo are above average with 65%, 62% and 61% respectively, while Nyagatare and Huye are below average with 58% and 52% and respectively.

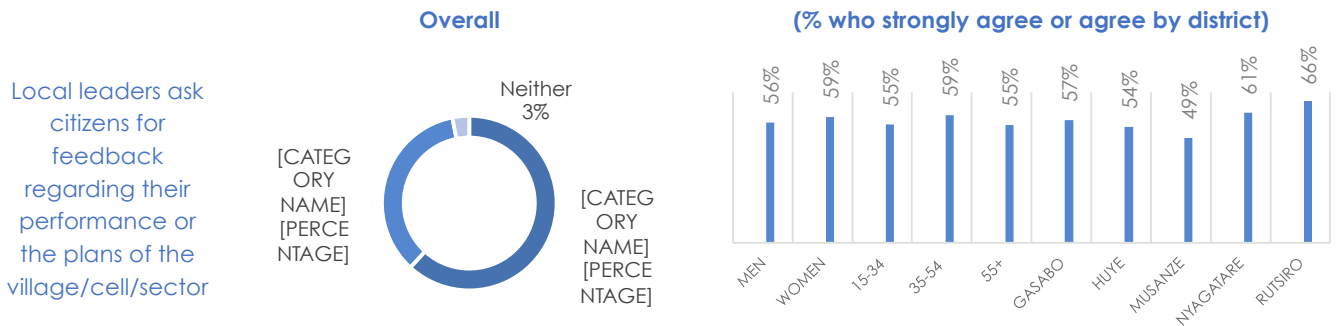
Seeking for and Provision of feedback by local leaders

Findings from various researches have shown that local leaders do not seek citizens' feedback on the performance of local leaders and they don't provide timely feedback to citizens on government policies, programs, design and implementation of Imihigo, budget and their performance evaluation. The baseline survey wanted to measure the perception of citizen forum members about how local leaders seek feedback from citizens and or provide citizens with feedback on development programs, policies, budget and their performance.



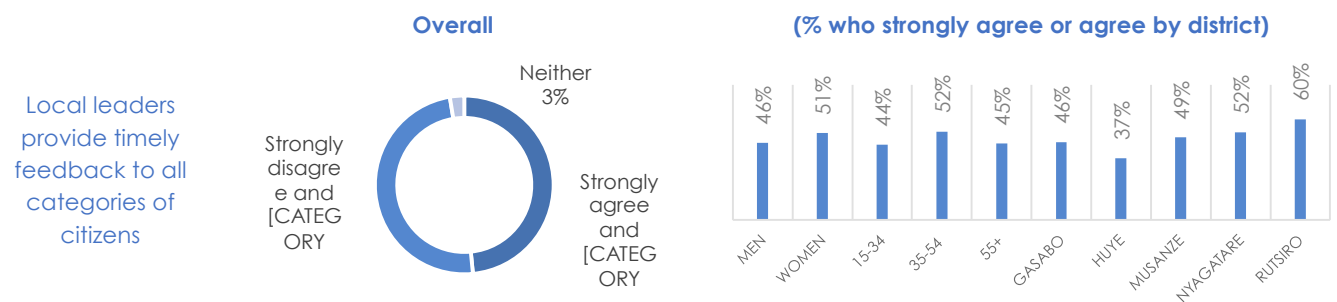


Figure 26: % of citizen forum members who agreed that local leaders ask citizens for feedback regarding their performance or the plans of the village/cell/sector



Citizen forum members were asked whether local leaders request citizens' feedback on local leaders' performance or the plans of their village/cell/sector. Approximately 62% agreed that local leaders seek citizens' feedback on their performance or the plan for their village/cell/sector. There is a very small difference in percentage between the perspectives of men and that of women. Geographically, respondents from Rutsiro and Nyagatare have relatively good perceptions with an average of 66% and 61% respectively, Gasabo, Huye and Musanze districts are under average with 57%, 54% and 49% respectively.

Figure 27: % of citizen forum members who agreed that local leaders provide timely feedback to all categories of citizens



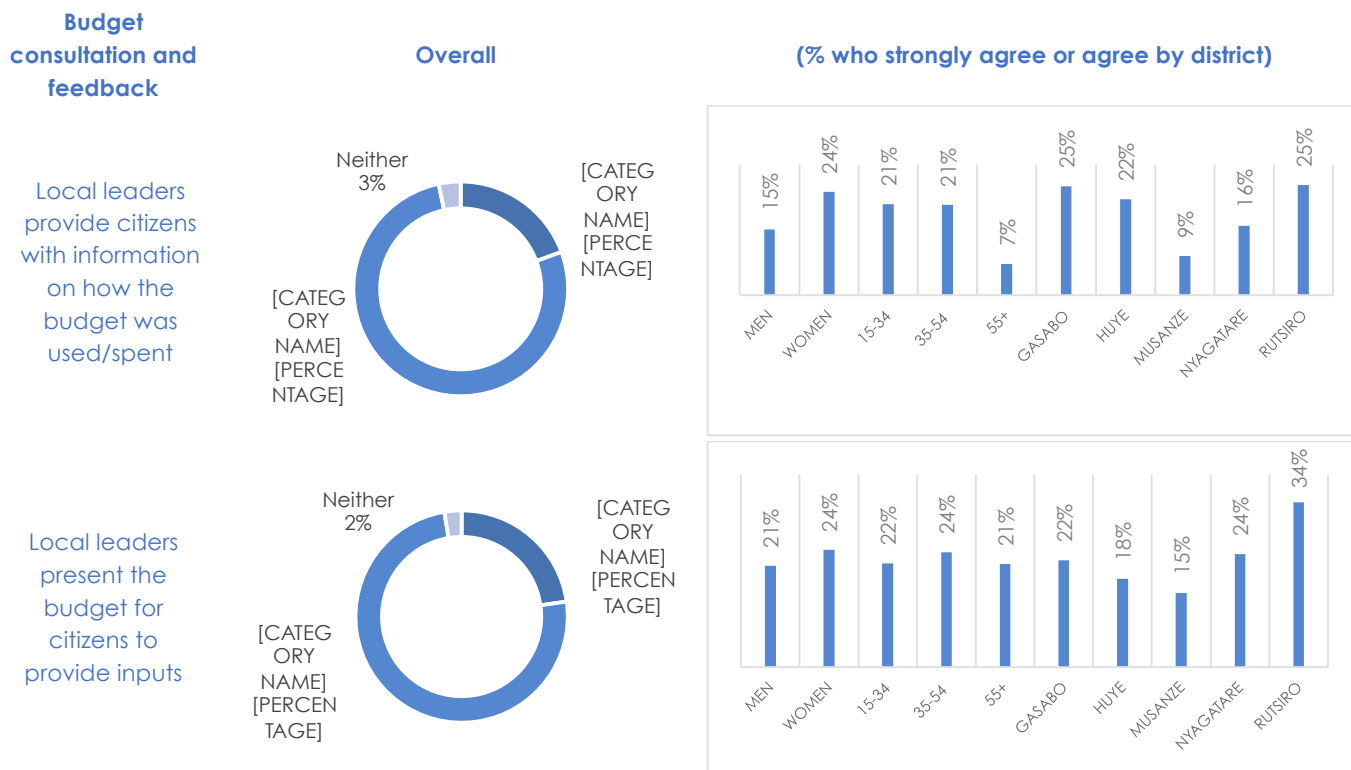
When it comes to the provision of timely feedback, only 48% of CF members agreed that local leaders provide timely feedback to all categories of citizens. Males were less likely (46%) than females (51%) to agree that local leaders provide timely feedback to all categories of citizens.

Rutsiro, Nyagatare and Musanze are above average with 60%, 52% and 49% respectively. Gasabo and Huye are below the average with a relatively low percentage of 46% and 37% respectively. This is consistent with the data obtained from discussions in citizen forums on the citizen participation in planning, implementation and evaluation of Imihigo. In many cases, citizens viewed the existing consultation spaces as a platform for leaders to provide communiqués to the citizens as opposed to being spaces for consultation and feedback.





Figure 28: % of citizen forum members who agree that local leaders provide citizens with information on how budgets were spent



The provision of information and or feedback to citizens about how the budget was used is still problematic across all districts. For example, less than 2 people among 10 people (20%) agreed that the local leaders provide citizens with information on budgets are expended. This is something that indicates a lack of culture of citizen consultation and the provision of feedback. The situation is poor across all districts with an average from 9% to 25% of CF members who stated that citizens are given information on the budget. This is consistent with the results of the 2018 Rwanda Governance Score Card findings where only 47.7% citizens in Rwanda are satisfied with their participation in planning and budgeting at local level. It would be very hard for leaders to provide feedback to people who were not consulted during the planning and budgeting processes.

Inclusivity of consultations

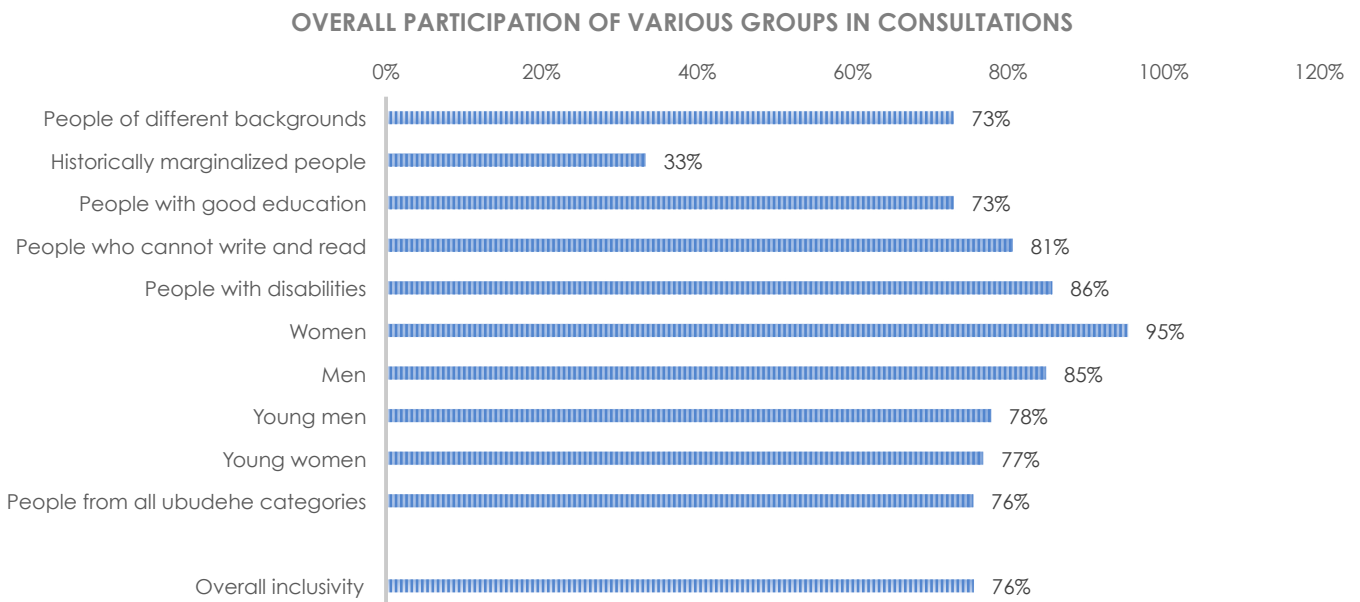
The baseline survey measured the perception of citizen forum members in five districts on inclusivity in consultation mechanisms available at the local level (village, cell and sector). Moreover, citizens' perceptions on representation of different categories in local consultation, these categories include young women, young men, men and women, people with disabilities, people who cannot read and write, people with good education, people from historically marginalized groups, and people from different backgrounds. The measurement of perceptions looked into if citizens from





these categories were given enough time by local leaders to express their concerns/ideas during consultation meetings at village, cell and sector levels in the last 12 months, whether local leaders respected ideas of historically marginalized people during consultation meetings and finally if the ideas/concerns of these categories were included in village/cell/sector plans. The measurement used the Likert scale of strongly agree, agree, neither agree nor disagree, disagree, strongly disagree.

Figure 29: Representation of all categories of citizens in consultation meetings at village, cell, sector level in the last 12 months



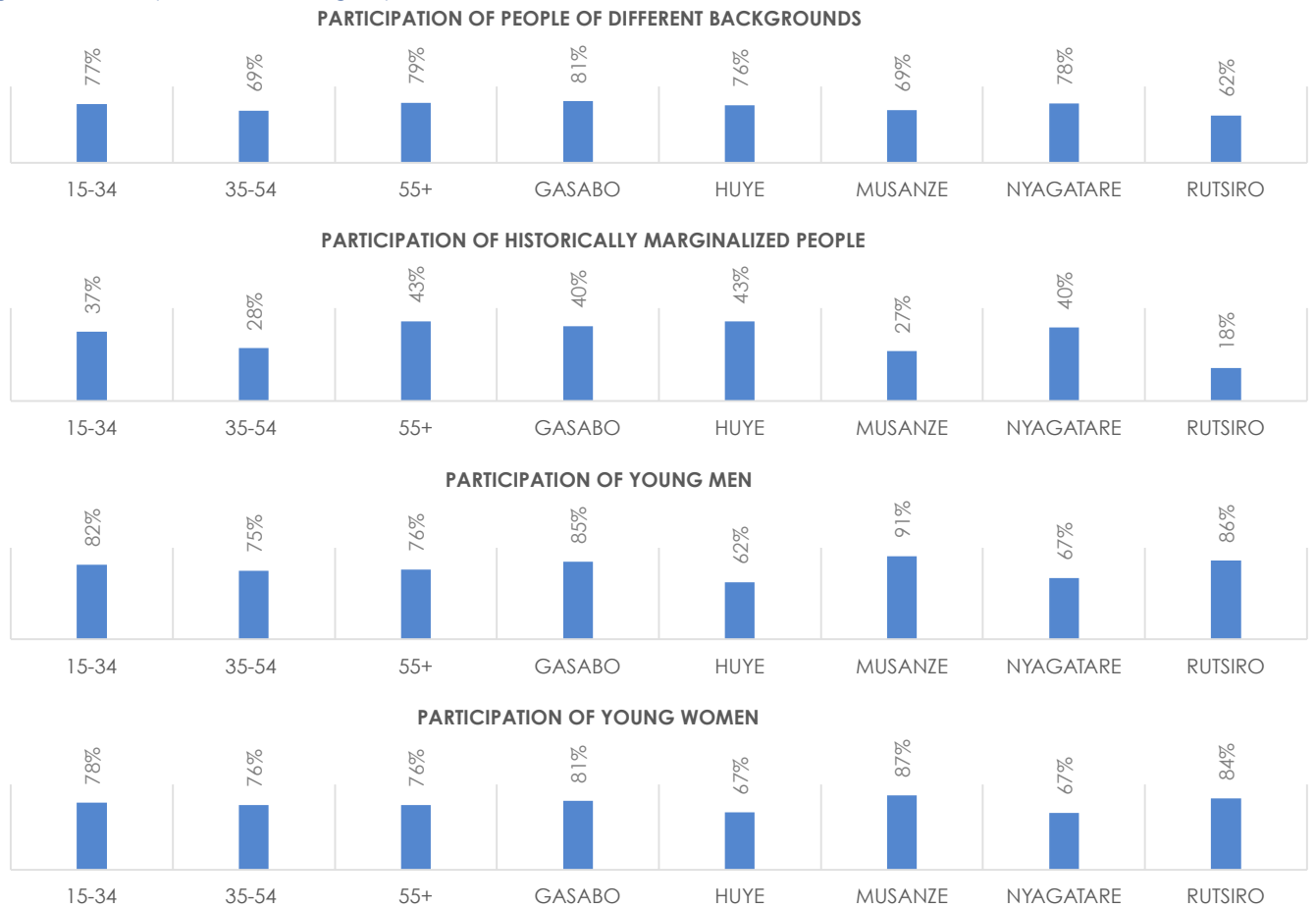
When asked the extent to which they agreed that different categories of citizens are represented in consultation meetings at village, cell, sector levels in the last 12 months, an average 76% of citizen forum members agreed that people from all Ubudehe categories were represented in consultation meetings, 78% and 77% respectively, agreed that young men and young women were represented in consultation meetings, 85% and 95% of surveyed members respectively agreed that men and women were represented, 86% of respondents agreed that people with disability were represented, 81% and 73% of surveyed citizen forum members respectively agreed that people who cannot read and write and people with good education were represented and 73% of agreed that people from diverse backgrounds were represented in consultation meetings.

While more than 70% agreed that all categories were represented, a small percentage of those interviewed (33%) agreed that historically marginalized people were represented in consultation meetings. 95% of respondents agreed that women were represented in consultation meetings while only 85% agreed that men were represented. There was no significant difference in the perception of representation of young women vis-à-vis young men. There were insignificant differences in these perceptions by gender.





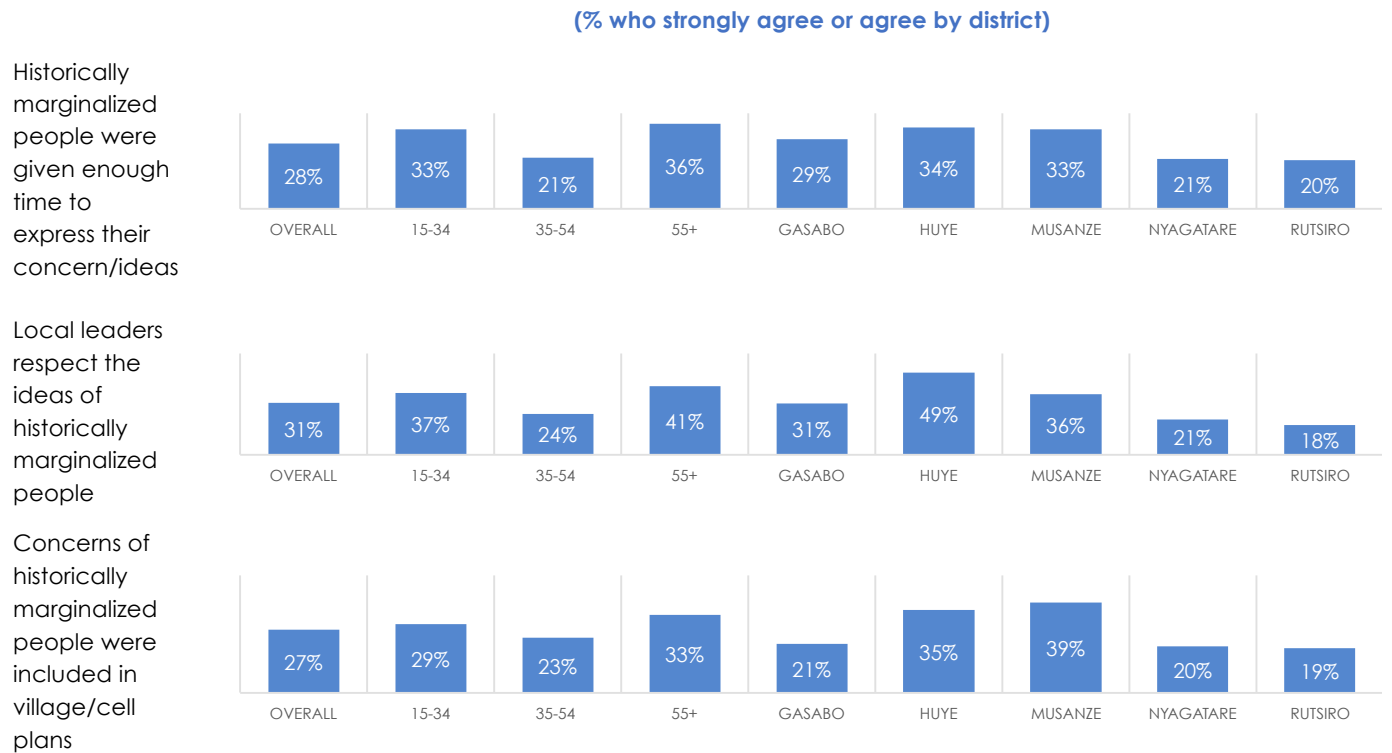
Figure 30: Participation of select groups





Responsiveness to concerns shared by specific groups during consultations

Figure 31: Inclusion of historically marginalized in local consultation mechanisms and planning (at Village, cell and sector) in the last 12 months



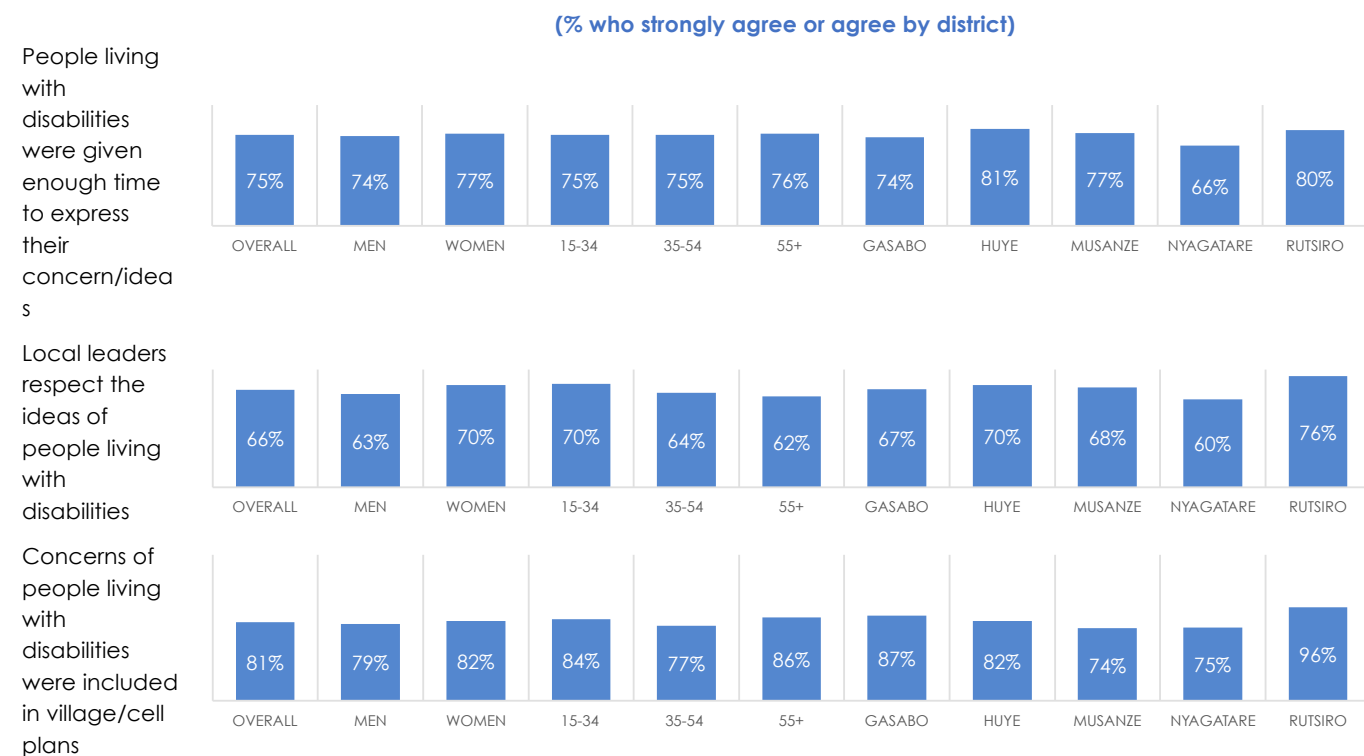
Based on the Figure 31, the inclusion of historically marginalized in local consultation mechanisms and planning (at Village, cell and sector) is relatively still low in all five districts. For example, only 28% of citizen forum members agreed that historically marginalized citizens were given enough time by local leaders to express their concerns/ideas during consultation meetings at village, cell and sector level in the last 12 months, 31% agreed that local leaders respected the ideas of historically marginalized people during consultation meetings and only 27% of respondents agreed that , the ideas/concerns of historically marginalized people were included in village/cell/sector plans. Based on the perceptions of citizen forum members, it seems that historically marginalized people are treated slightly better by local leaders in Huye and Musanze across the three indicators than in the other three districts.

There is enough evidence that only a few local leaders give enough time historically marginalized people in consultations mechanisms and planning, respect their ideas and include their concerns in plans. This issue has also been discussed in various citizen forums across districts and they started advocacy for the inclusion of this specific category of citizens in planning mechanisms as well as raise awareness about the engagement of historically marginalized people in decision making processes.





Figure 32: Inclusion of People with Disabilities in local consultation mechanisms and Planning (at village, cell, sector) in the last 12 months

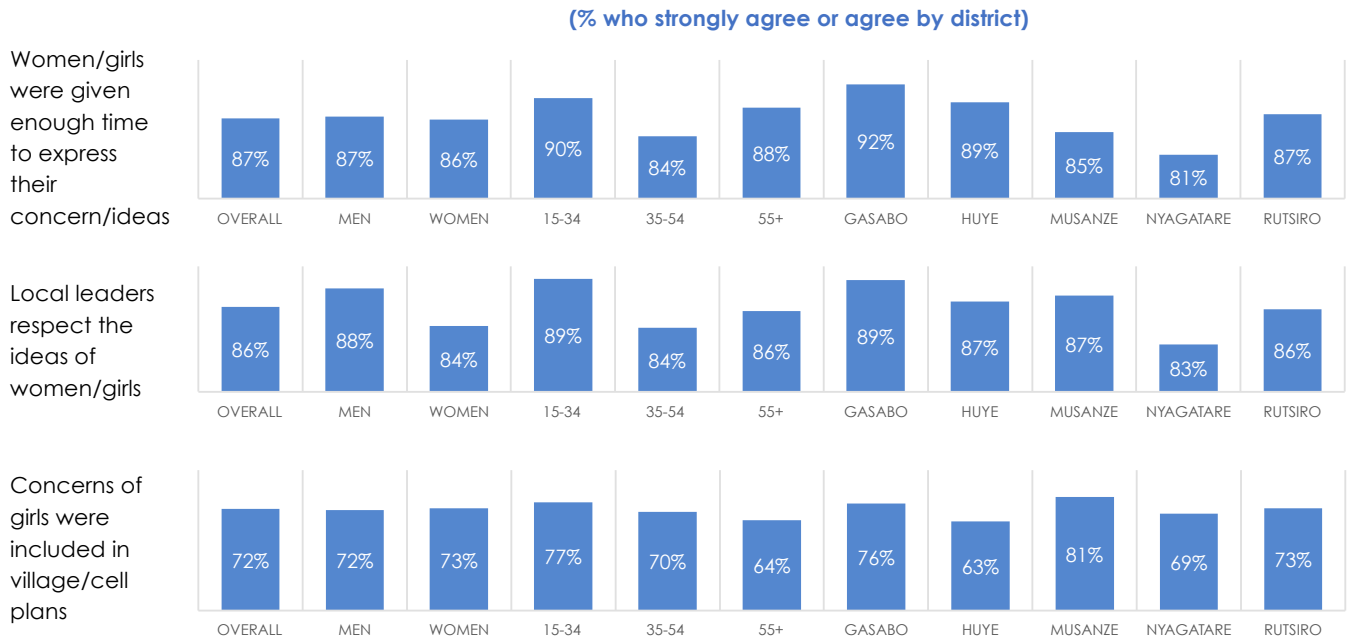


In terms of the inclusion of people living with disabilities in local consultation mechanisms and planning (at village, cell and sector levels), an average of 75% citizen forum members agreed that people living with disabilities were given enough time by local leaders to express their concerns/ideas during consultation meetings at village, cell and sector level in the last 12 months, 66% of respondents agreed that local leaders respected ideas of people with disabilities during consultation meetings held in the last 12 months at village, cell and or sector and 81% of respondents agreed that the ideas/concerns of people with disabilities were included in village/cell/sector plans. Compared to the historically marginalized people, it seems that people living with disabilities are relatively well included in comparison to the historically marginalized groups, this may be due to the fact that awareness campaigns have been conducted for the inclusion of people living with disabilities as well as the implementation of capacity building efforts for this specific category. In addition, people with disabilities have a relatively good representation in decision making processes. For example, people with disabilities are represented in parliament and many organizations have been established so far to advocate for their needs; they are represented under the umbrella organisation NUDOR (National Union of Disabilities Organizations in Rwanda). Based on the location, Rutsiro and Huye have a relatively a high percentage of respondents who agreed that people with disabilities were given enough time during consultation and planning meetings (80% and 81%) respectively. Nyagatare is under average (60%) regarding the respect of ideas of people with disabilities by local leaders. Overall, 81% of citizen forum members perceived that the ideas of people with disabilities across all 5 Districts were included in village/cell plans in last the 12 months.





Figure 33: Inclusion of women/girls in local consultation meetings and planning (village, cell, and sector) in last 12 months



When asked about the inclusion of women/girls in local consultation meetings and planning (village, cell, and sector levels), 87% of citizen forum members perceived that women/girls were given enough time by local leaders to express their concerns/ideas during consultation meetings, 86% agreed that local leaders respected ideas of women/girls, while an average of 72% of respondents agreed that the ideas/concerns of women/girls were included in village/cell/sector plans in the last 12 months.

This seems to be realistic because there have been numerous awareness raising campaigns on gender equality and women empowerment across Rwanda. In addition, the National women's council and Gender Monitoring Office have been established to support gender mainstreaming in all processes including decision making. Women are well represented in decision making since the law requires that at least 30% of any decision-making organ should be constituted by women. Furthermore, civil society organizations have invested resources to build the capacity and confidence of women in all spheres including participatory governance. For example, NAR and Interpeace have created citizen forums across districts to empower both men and women to take part in decision making, assess community needs and advocate for positive change.

Based on location, Rutsiro, Gasabo and Huye have a relatively a high percentage of respondents who agreed that women/girls were given enough time during consultation and planning meetings (87%, 92% and 89% respectively).

Nyagatare is slightly under average (83%) with regard to the respect of ideas of women/girls by local leaders. 72% of surveyed CF members perceived that women and girls' concerns were included in plans by local leaders in the last 12 months. Huye, Nyagatare and Rutsiro are under average (with 63%, 69% and 73% respectively).

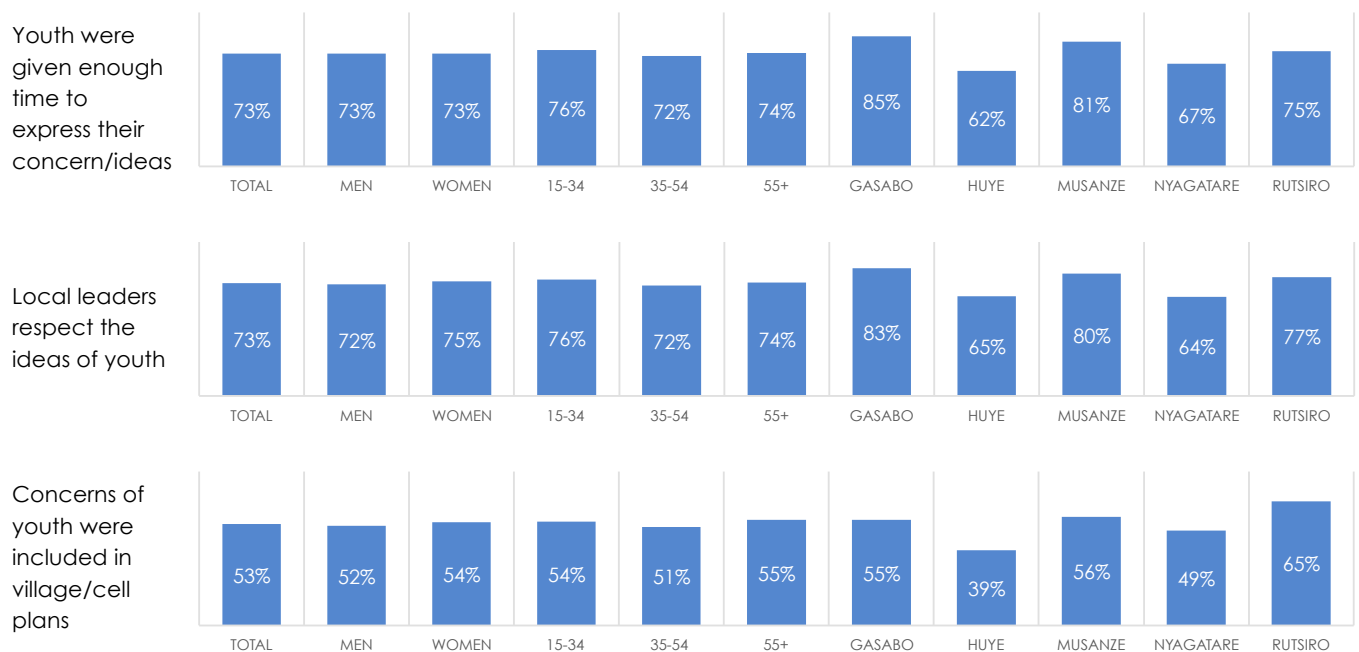




Despite the high percentage of women representation, amount of time given to them to express their views in consultation meetings and the respect of their ideas by local leaders, there is a still much work to be done in terms of inclusion of women's concerns in planning and budgeting. As noted in other sections, there is little engagement and accountability across various categories regarding budget expenditure at the local level.

Figure 34: Inclusion of youth in local consultation meetings and planning (village, cell, and sector) in last 12 months

(% who strongly agree or agree by district)



Members of citizen forums were asked about their perceptions on youth inclusion in local consultation meetings and planning at village, cell and sector levels. There is a good perception that youth are given enough time to express their views in consultation meetings and planning with 73% of survey CF members agreeing that local leaders have provided enough time to youth to raise their concerns during meetings in the last 12 months 73% perceived that local leaders have respected the ideas from youth, while 53% perceived that youth priorities/concerns were included in village and or cell plans.. The situation is relatively positive in Gasabo, Rutsiro and Musanze when it comes to giving youth enough time during consultation and planning meetings (85%, 75% and 81% respectively). Also, Musanze and Rutsiro have a relatively good average (80% and 77% respectively) of those who agreed that youth ideas were respected by local leaders.

While 65 % and 55% of CF members respectively in Rutsiro and Gasabo perceived that local leaders have included youth's concerns in plans in the last 12 months, only 39% in Huye and (49%) in Nyagatare reported the same for their districts.





For inclusion of the specific categories of citizens in local consultation and planning mechanisms, historically marginalized people and youth come at the last position. While there are a number of youth engagement platforms including the National Youth Councils, the findings from the research conducted by NAR and Interpeace in 2016, entitled “governing with and for citizens”, observed that many of these platforms are still not functioning well and do not have capacities to advocate for the needs of the youth. In addition, the representation of young women and men in consultation meetings is still limited across the project districts, 77% and 78% respectively (see figure 29). To tackle this limited representation and limited inclusion of youth in consultations and planning, capacity building for both youth and local leaders is needed as well as empowerment of youth platforms such as NYC to better advocate for the needs of the youth.

Project Indicators

Indicator Name	District	Sex		
		Male	Female	Overall
Percentage of citizen forum members who strongly agree or agree that local authorities are aware of citizen priorities (dis. - gender, location)	Nyagatare	63.6%	68.6%	66.1%
	Rutsiro	72.7%	84.6%	78.7%
	Musanze	62.2%	58.5%	60.3%
	Huye	66.7%	70.3%	68.5%
	Gasabo	61.1%	63.6%	62.4%
	Overall Baseline	65.3%	69.1%	67.2%
Number of instances of select members of citizen's forum actively participate/engage in evaluation of local government performance	Nyagatare	50.0%	22.2%	36.1%
	Rutsiro	64.9%	78.0%	71.5%
	Musanze	32.4%	46.3%	39.4%
	Huye	60.5%	66.7%	63.6%
	Gasabo	73.0%	55.9%	64.4%
	Overall Baseline	56.1%	53.8%	55.0%
% of CF members who report feeling comfortable or very comfortable doing the following:				
□ Share your priorities or the priorities of your community during a meeting to design Imihigo priorities	Nyagatare	59%	36%	48%
	Rutsiro	62%	79%	71%
	Musanze	51%	49%	50%
	Huye	56%	64%	60%
	Gasabo	68%	53%	61%
Overall Baseline	59%	56%	58%	





□ Suggest potential solutions to development needs to local leaders at the village/cell level	Nyagatare	84%	59%	73%
	Rutsiro	78%	79%	78%
	Musanze	65%	56%	60%
	Huye	67%	62%	65.0%
	Gasabo	76%	71%	74%
	Overall Baseline	74%	65%	70%
□ Ask for feedback to a local leader on an issue of public concern	Nyagatare	70%	57%	64%
	Rutsiro	70%	79%	75%
	Musanze	57%	49%	53%
	Huye	47%	54%	50%
	Gasabo	63%	53%	58%
	Overall Baseline	61%	59%	60%
□ Openly ask local leaders (Village and Cell) how the money of community development projects such as VUP/Ubudehe have been used	Nyagatare	45%	22%	35%
	Rutsiro	24%	31%	28%
	Musanze	30%	17%	23%
	Huye	23%	31%	27%
	Gasabo	37%	15%	26%
	Overall Baseline	32%	23%	28%
a) Percentage of citizen forum members surveyed reporting that citizens are consulted on Imihigo via radio programming (dis. age, gender, location)	Nyagatare	6.8%	8.1%	7.5%
	Rutsiro	11.1%	14.6%	12.9%
	Musanze	8.1%	2.4%	5.3%
	Huye	0.0%	12.8%	6.4%
	Gasabo	2.6%	2.9%	2.8%
	Overall Baseline	5.7%	8.2%	7.0%
b) Percentage of citizen forum members surveyed reporting that citizens are given feedback on Imihigo via radio programming (dis. age, gender, location)	Nyagatare	7.3%	8.8%	8.1%
	Rutsiro	12.5%	17.1%	14.8%
	Musanze	8.8%	2.5%	5.7%
	Huye	0.0%	14.7%	7.4%
	Gasabo	2.7%	3.0%	2.9%
	Overall Baseline	6.3%	9.2%	7.8%





Number of instances of select members of citizen's forum actively participate/engage in evaluation of local government performance	Nyagatare	54.1%	54.2%	54.1%
	Rutsiro	58.7%	68.8%	63.8%
	Musanze	54.4%	59.2%	56.8%
	Huye	49.3%	46.9%	48.1%
	Gasabo	58.8%	55.1%	56.9%
	Overall Baseline	55.0%	56.8%	55.9%
% of CF who strongly agree or agree:				
<input type="checkbox"/> Local leaders ask citizens for feedback regarding their performance or the plans of the village/cell/sector	Nyagatare	64%	57%	61%
	Rutsiro	55%	76%	66%
	Musanze	46%	51%	49%
	Huye	51%	56%	54%
	Gasabo	63%	50%	57%
	Overall Baseline	56%	58%	57%
<input type="checkbox"/> Local leaders consider the views of citizens in their plans	Nyagatare	64%	65%	65%
	Rutsiro	59%	86%	73%
	Musanze	51%	56%	54%
	Huye	49%	49%	49%
	Gasabo	66%	71%	68%
	Overall Baseline	58%	65%	62%
<input type="checkbox"/> Local leaders provide timely feedback to all categories of citizens	Nyagatare	43%	62%	53%
	Rutsiro	54%	64%	59%
	Musanze	46%	51%	49%
	Huye	35%	38%	37%
	Gasabo	53%	38%	46%
	Overall Baseline	46%	51%	49%
<input type="checkbox"/> Local leaders provide citizens with information on how the budget was used/spent	Nyagatare	9%	24%	17%
	Rutsiro	14%	36%	25%
	Musanze	8%	10%	9%
	Huye	19%	26%	22%
	Gasabo	26%	24%	25%
	Overall Baseline	15%	24%	20%





□ Local leaders present the budget for citizens to provide inputs	Nyagatare	20%	27%	24%
	Rutsiro	30%	38%	34%
	Musanze	19%	12%	16%
	Huye	9%	28%	19%
	Gasabo	29%	15%	22%
	Overall Baseline	21%	24%	23%
Level of inclusivity of participation in local consultation mechanisms	Nyagatare	74%	69%	71%
	Rutsiro	74%	73%	74%
	Musanze	81%	76%	78%
	Huye	75%	74%	75%
	Gasabo	79%	82%	81%
	Overall	77%	75%	76%

Observations and Recommendations

1. Some local citizen participation mechanisms are still ineffective

Some local citizen participation mechanisms are still ineffective. For example Umugoroba w'Ababyeyi and Councils are most used citizen engagement structures; however they mostly serve for one way for communications not for true consultations and feedback. The programme will encourage citizen forum members to influence the functionalities of existing participation mechanisms by using gained knowledge, experiences, confidence and evidence from the citizen forums. In addition, the programme should envisage the capacity building for local decisions makers/local leaders on inclusive and participatory consultations. Finally, the programme will continue to provide local leaders with technical support to integrate priorities expressed by citizens into policies and programmes at the local level.

2. Preference of availability and access to infrastructures among top citizen priorities

In all districts the top priorities suggested by citizen forum members include accessibility to clean water, access to electricity, access to school buildings and facilities, roads and availability of health facilities and services. This is also confirmed by the discussions from the citizen forums across the districts, where the topics relating to availability of infrastructures were predominant. Across five districts, none have mentioned reviving the operations of citizen participation mechanisms among top 5 priorities. They however, preferred infrastructures.

This may be due to the predominance of culture among citizens and local leaders who usually tend to prefer something tangible than something intangible. The programme will use the spaces as a way to bridge this divide and to show that intangible things like “influence” “participation” and “inclusion” could lead to real impactful results such as infrastructure. In addition, this would help citizens to meet both their socio-economic needs and longer term interests to participate in governance and decisions making processes.





Furthermore, the citizen forum members will be encouraged to invite local decision makers/ local leaders in their monthly citizen forum meetings to present to them their priorities and together suggest solutions. Also, the discussions on governance issues through citizen forums will help them formulate and communicate coherent recommendations which will contribute to the improvement of their socio-economic situation and become more active and engaged and less vulnerable to manipulation and acceptance of top-down directives.

3. **A significant number of CF members perceived a limited awareness of citizen priorities among local leaders**

In five districts, a significant proportion of citizen forum members perceived that local leaders are not aware of priorities of citizens at different levels. This may be due to ineffective consultation and feedback mechanisms as discussed above. This therefore has an impact on planning, implementation, ownership and sustainability of government programmes.

The programme will create opportunities to bridge the gap between the citizens and decisions makers, such as community forums, through which citizens and local leaders/ decision makers can openly discuss community issues and priorities and identify possible solutions. The programme will also train local leaders to build their capacities and enable them to understand the importance of inclusive and participatory approaches. In addition, ahead of important events, such as the Imihigo planning exercise, the programme will use the radio as a platform to present citizen priorities so as to attract the attention of decision makers at different levels.

4. **Very poor budget consultation and feedback across five districts**

The consultation of citizens to provide inputs in budgeting process, the provision of information and/or feedback to citizens about how the budget was used is still problematic across all districts. There is a need for the programme to build the capacities of local leaders on participatory budgeting and feedback mechanisms. In addition, the programme would provide support to local leaders on how to technically collect citizens views into budgeting processes. The project Districts governance advisors will jointly organize consultations and feedback sessions together with local leaders in five districts to provide spaces to citizens to raise their inputs, ask for information and where possible hold their leaders to account on one hand. On the other hand, the local leaders will use these spaces to collect citizen's views and provide feedback on government programmes and policies.

Finally, through the citizen forums, citizens will be supported to collectively provide inputs into budgeting and ask their local leaders to provide feedback on the use of budget allocated to development programmes at village, cell, sector and district.

5. **Very low confidence among citizen forum members (especially among women) to hold local leaders accountable on money allocated to community development projects such as VUP, Ubudehe, etc.**

The baseline findings indicate a very low confidence among citizen forum members to hold their leaders accountable about the use of money allocated to development projects. This is consistent with poor budget consultation and feedback observed across five districts as discussed above. This becomes worse as one moves from village to sector level. Female





participants are seemingly less confident than men. The programme will use exchange meetings between citizen forum members and local leaders to increase trust and collaboration. In addition, the citizen forum sessions will be used to build the skills and confidence among citizen forum members especially among female participants, to present their priorities to local authorities, ask for feedback and hold them accountable, especially when it comes to budget.

6. Very limited consultation and feedback through media programmes particularly radio

While the media is meant to build the gap between citizens and decision makers at all levels, majority of local leaders are still reluctant to use media for citizen consultation and feedback. In addition, a majority of media houses see stories related to governance as sensitive and not worth broadcasting. The media space is also quite expensive, and the Districts don't have funds to conduct media campaigns. The programme will host community radio programmes that will bring together citizens and decision makers. The programme will be facilitated by trained journalists. This will be an opportunity for citizens to share their priorities, grievances and ask for feedback and for local leaders to provide feedback on government programmes such as Girinka, Ubudehe, Health insurance, infrastructures, use of money, etc. In addition, the programme will train media practitioners on participatory consultation, investigative stories and reporting.

7. Limited citizen participation in evaluation of local government performance

Consistently with other research findings, the baseline findings indicate very limited citizen participation in local government programme performance evaluation. The citizen forum will help build the capacities and confidence among citizens to be able to participate in management of local government programs including the performance evaluation. In addition, the trainings will build the capacities of local leaders on participatory planning and evaluation approaches.

8. Limited participatory and inclusive consultation and feedback

The baseline findings indicate gaps in participatory and inclusive consultation and feedback at local level. While some local leaders often use community meetings, Inteko z' Abaturage and other mechanisms to consult and give feedback to citizens, some consultation and feedback mechanisms are not functioning well. In addition, consultations and feedback are not done in a timely manner and often do not include the views of all categories of citizens.

For example, in most cases the views of women, youth and historically marginalized people were reportedly not included in village, cell and or sector plans. The upcoming local leaders training will focus on participatory and inclusive consultation and feedback approaches. In addition, the programme should look into account on how to provide local leaders with participatory consultation user-friendly tools that will help them to gather views of different people across the community, including these of women, youth, and people with disability, men, and historically marginalized people.



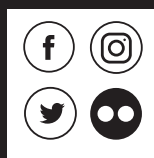


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