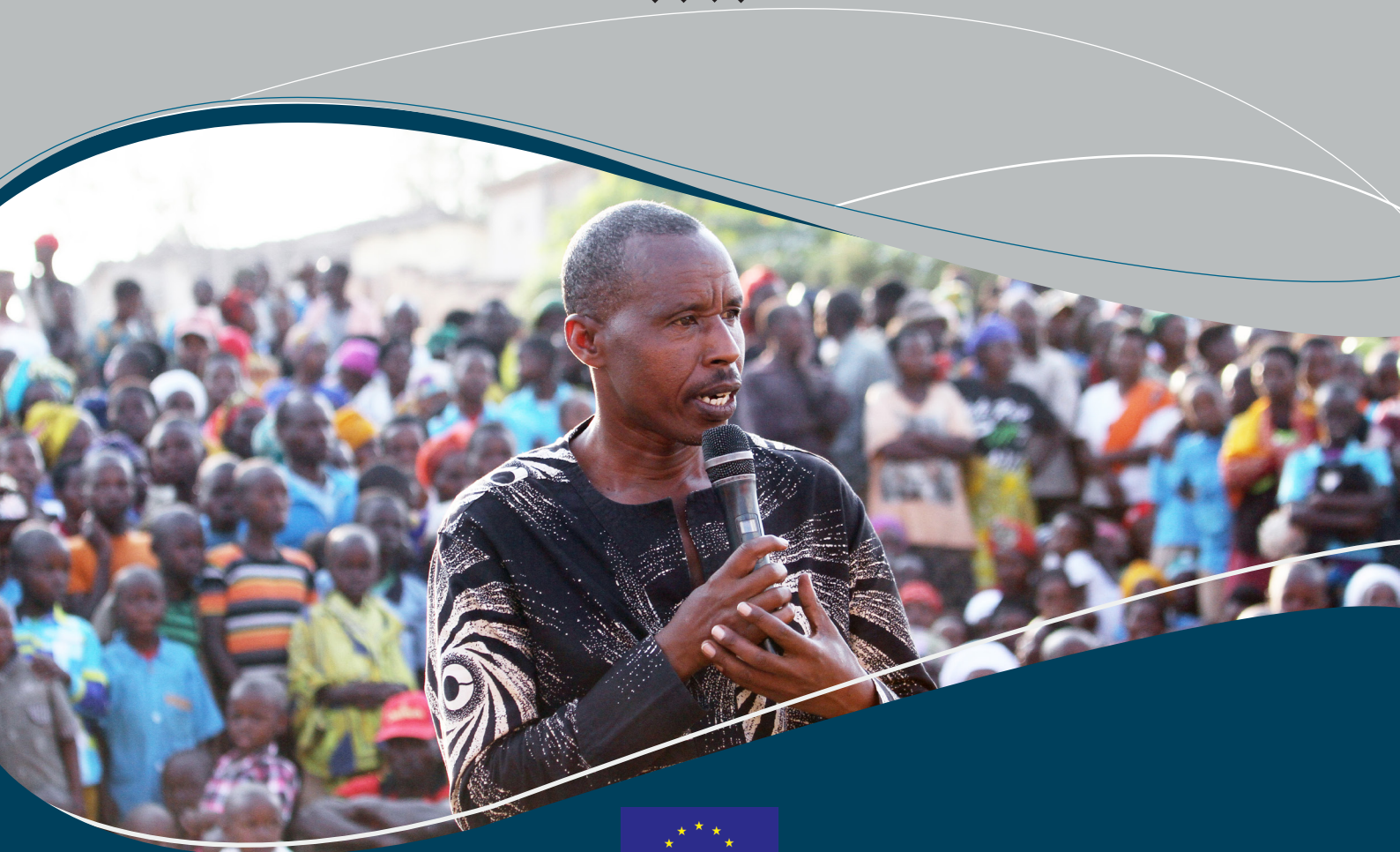# ASSESSING LOCAL
LEADERS CAPACITY NEEDS IN
PARTICIPATORY GOVERNANCE

A Study Done in Five Districts of Rwanda

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ASSESSING LOCAL LEADERS CAPACITY NEEDS IN PARTICIPATORY GOVERNANCE
A Study Done in Five Districts of Rwanda

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The researchers are staff of Never Again Rwanda.

ACKNOWLEDGEMENTS

About Interpeace

Interpeace is an international peacebuilding organisation that supports divided and conflicted societies to build sustainable peace. Interpeace focuses on reinforcing local capacities to overcome deep social divisions, and to address conflict in non-violent ways. It works with local peacebuilding teams to facilitate dialogue between all sectors of society. Building on 25 years of field experience, Interpeace has learnt that peace is sustainable only if all parties involved in a conflict forge it, with local actors playing the lead role. Moreover, lasting peace cannot be built by force, but must be based on understanding, trust, and a common vision for the future.

About Never Again Rwanda

Never Again Rwanda is a peacebuilding and social justice organisation that arose in response to the 1994 genocide perpetrated against the Tutsi. It is guided by a vision of a nation where citizens are agents of positive change, working together towards sustainable peace and development. The mission of Never Again Rwanda is to enhance citizen capacities to analyse the root causes of conflict and facilitate dialogue among peers in order to generate ideas and activities that work towards sustainable peace and socio-economic development. Driven by creative, involved, and critically thinking citizens, Never Again Rwanda aims to empower young people and ordinary citizens with opportunities to become active and engaged citizens.

About Rwanda Management Institute

Rwanda Management Institute (RMI) is a public capacity development institution established by Law N°52/2013 of 28/06/2013. The organisation has legal personality, and financial and administrative autonomy with its offices at Murambi in Muhanga district and a branch at Muhima in the city of Kigali and six e-learning and ICT centres located in Nyanza, Musanze, Karongi, Kayonza, Nyarugenge, and Muhanga districts. RMI is an affiliate agency of the Ministry of Public Service and Labour (MIFOTRA) responsible for building and strengthening public, private sector, and civil society institution capacities through provision of training, applied research, consultancy, and advisory services to realise a knowledge-based economy through national strategic transformative and development targets.

FOREWORD

The essence of participatory governance is to deepen citizen participation in public policy and decision-making processes. Indeed, the Government of Rwanda greatly values citizen participation and strongly believes that it has the potential to increase ownership and sustainability of development outcomes and can spur citizens to seek accountability from local leaders. Nevertheless, the use of participatory approaches among local leaders to effectively engage citizens in local decision-making processes and government programs is still work in progress. One of the prerequisites for local leaders to engage citizens in local decisions making processes is their capacities in participatory governance. Yet no formal research has been done to comprehensively examine local leaders' capacity needs to effectively engage citizens using participatory approaches. NAR and partners believe that assessing local leaders' capacity needs in participatory governance is essential to inform the capacity-building strategies for them at all levels.

To contribute to this noble cause, with the funding from the European Union under the "Enhancing and Reinforcing Rwandan Citizen Participation in Existing Local Government Consultation Processes and Platforms Action", Never Again Rwanda and Interpeace in partnership with Rwanda Management Institute have been over the past twelve months conducting a study seeking to assess local leaders' capacity needs to effectively use participatory governance approaches to engage citizens in decision-making processes.

The study was conducted across five districts of Rwanda namely Rutsiro, Huye, Gasabo, Musanze, and Nyagatare. The research used a mixed-methods approach combining both quantitative and qualitative techniques to comprehensively examine local leaders' capacity needs to effectively engage citizens in the local decision-making process. The research findings, among others, will be used by Never Again Rwanda, Interpeace, and Rwanda Management Institute in collaboration with other relevant government institutions to pilot the capacity building of local leaders in participatory approaches to engage their constituencies in local and national governance and development processes.

We hope the research findings and local leaders capacity building will complement the efforts of the Government of Rwanda in implementing the citizen-centered governance system where citizens meaningfully contribute in the decision making processes and development programs.

Dr. Nkurunziza Joseph Ryarasa
Executive Director, Never Again Rwanda

ACRONYMS

AFROSAI–E	African Regional Organisation of Supreme Audit Institutions–English speaking
CSC	Community Score Card
CSO	Civil Society Organisation
FGD	Focus Group Discussion
GoR	Government of Rwanda
INTOSAI	International Organization of Supreme Audit Institutions
JADF	Joint Action Development Forum
KII	Key Informant Interview
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Finance and Economic Planning
NAR	Never Again Rwanda
NCPD	National Council of People with Disabilities
NISR	National Institute of Statistics Rwanda
NIOGN	Northern Ireland Open Government Network
NPA	Norwegian People's Aid
NST	National Strategy for Transformation
NWC	National Women's Council
NYC	National Youth Council
OECD	Organisation for Economic Co-operation and Development
PAR	Participatory Action Research
RALGA	Rwanda Association of Local Government Authorities
RGB	Rwanda Governance Board
RMI	Rwanda Management Institute
RURA	Rwanda Utilities Regulatory Authority
TSWG	Technical Sub-Working Group
TWG	Technical Working Group
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNDP	United Nations Development Programme

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EXECUTIVE SUMMARY

Introduction

Enhancing citizen participation in decision-making is highly valued by the Rwandan government in order to promote ownership of national development processes, and increase citizen demands for public accountability from duty bearers. The right of every citizen to directly and/or indirectly participate in the governance and development of the country is enshrined in Article 27 of the 2003 constitution of Rwanda, as revised in 2015. Despite Rwandan efforts aimed at promoting citizen participation, centralism impedes genuine citizen involvement in decision-making (NAR, 2016, p. iv). Lack of adequate institutional, human, and financial resources also hampers effective representation of citizens. While the existing literature gives limited hints about existing local leader capacity needs, there are no deeply researched studies in which capacity constraints are encountered by decentralised administrative entities.

It is against this backdrop that Interpeace and Never Again Rwanda (NAR), in partnership with the Rwanda Management Institute (RMI), conducted research on local leader capacity gaps in responding to citizen concerns.

Research Questions and Objectives

The main research question is, "What individual, organisational, and institutional capacities do local leaders need to effectively engage citizens in local decision-making processes?"

The following specific research questions guide the research:

1. What approaches are used to seek citizen views on existing or intended government programmes and policies, which affect or are likely to affect their lives?

2. What are the existing opportunities local leaders can leverage to be more responsive to citizen concerns?

3. What capacity gaps and challenges are faced at individual, organisational, and institutional levels that affect the ability of local leaders to consider citizen needs and concerns in local plans?

4. What strategies can be adopted to sustainably deal with the identified capacity gaps and challenges?

The main objective of the research is to assess the capacity needs of local leaders (at individual, organisational, and institutional levels) to effectively engage citizens in local decision-making processes, and to respond to the voice of the latter.

The specific objectives that underpin the research are to:

1. Identify and document approaches that local leaders use to seek and consider citizen needs and concerns during planning, implementation, and evaluation processes.

2. Identify and examine key capacity gaps and challenges faced by local government at individual, organisational, and institutional levels that affect their ability to consider citizen inputs into local plans, *imihigo* (performance contracts), budgeting, and other decisions.

3. Determine existing opportunities that local leaders can leverage to enhance responsiveness to citizen concerns.

4. Propose practical strategies to be adopted to sustainably deal with the identified capacity gaps and challenges.

Literature Review

A comprehensive literature review has been undertaken for this study and is presented in chapter two. This review also defines key terms and concepts.

Methodology

Research design and approach.

This study uses an empirical, exploratory, and mixed qualitative–quantitative methodology, and is grounded in the participatory action research approach (PAR). PAR is unique because it considers participants as experts and co-researchers "due to their lived experiences related to the research topic", which ensures that relevant issues are being studied (Watters, Comeau & Restall, 2010, p. 5). In Phase I, the qualitative method involved using focus group discussions (FGDs) and key informant interviews (KIIs) to collect views and perceptions from citizens and local leaders. Phase II entailed gathering data using quantitative data collection tools.

Study population and sampling plan.

The assessment was conducted in five districts in Rwanda: Musanze, Nyagatare, Huye, Rutsiro, and Gasabo. These districts were selected based on their performance on imihigo (performance contracts) for the 2016/2017 fiscal year. Gasabo was selected as the overall best performer in Kigali, while Huye was selected as the best performer in the Southern Province. Rutsiro, Nyagatare, and Musanze were selected as the worst performers in the Western, Eastern, and Northern Provinces, respectively.

Participants were selected purposively; that is, local leaders, other government officials, and civil society organisation (CSO) representatives inform the selection. For ordinary citizens, the selection criteria include age, gender, and profession. For the quantitative method, the study population included local government leaders from district to cell level. Districts were selected based on criteria highlighted above of their performance in the 2016/2017 imihigo. Sectors and cells were selected applying a multistage sample random sampling method. The selection of actual respondents was done purposively, based on the positions they hold.

Data collection methods and tools.

Data collection for the qualitative method was conducted using FGDs, KIIs, and direct observation. Thirty-five FGDs, comprised of fifteen participants for each group, were held with: citizens at the cell level, members of local councils (cell and sector levels), opinion leaders and CSO members at the district level, and executive secretaries at the cell and sector level. Gender parity and age parameters were considered. KIIs were conducted with selected members of district executive committees and councils, and with representatives from the National Women's Council (NWC), the National Youth Council (NYC), and the National Council of People with Disabilities (NCPD) at the district level. The KIIs also included heads of corporate services, human resource managers, directors of good governance, mayors, directors of planning, and selected sector executive

secretaries.

The quantitative technique uses a survey that allowed for data collection through a structured questionnaire. The questionnaire was designed after completing the first round of FGDs and KIIs. It is informed by both the findings of FGDs and KIIs, and the literature review.

Audio-visual researchers videotaped all consenting FGDs and KIIs, and produced a documentary film. A technical working group (TWG) and a technical sub-working group (TSWG) were put in place in order to advise the research team on research conceptualisation and contextualisation, methodology design, and review of the research findings.

Data management and analysis.

In order to ensure quality of data, the KIIs and FGDs were recorded, transcribed, cleaned, and loaded into Atlas.ti version 8.4 (a specialised qualitative data analysis software), which then analysed the data. The quantitative data was collected using tablets (KOBO Toolbox software). Data received on the server was reviewed on a regular basis to ensure data coherence. After data collection, the data set was imported to SPSS version 22, where it was analysed.

Quality control measures.

Members of the TWG and TSWG provided technical support to the research team. The Rwanda Governance Board (RGB) and the National Institute of Statistics (NISR) reviewed the research protocol, and granted authorisation and research permits. Field supervision was done during quantitative data collection to ensure adherence to the approved research protocol. Experienced field enumerators were hired and rigorously trained on the administration of the questionnaire. Pre-testing of the data collection tools was done to check for clarity of the questions, and to provide an opportunity for the enumerators to familiarise themselves with the questionnaire prior to the actual data collection.

Ethical considerations.

Interviewees were informed about the background of the assessment, its ultimate goal and objectives, intended use of findings, and the measures taken to ensure confidentiality and anonymity of data sources. They were given an opportunity to seek clarifications on unclear areas from the interviewer before consenting (written or verbally) to take part in this assessment. Throughout the research, the Do No Harm principle of undertaking research involving human subjects was strictly applied.

Key Findings

Social demographic characteristics.

The majority of respondents are male (63.0%), with females accounting for the remainder (37.0%). A significant majority (78.8%) of the respondents are single, with most of them (65.9%) aged between 31 and 50 years. Nine in ten (92.2%) of the local leaders who are interviewed are either in ubudehe1 2 or 3. A majority of study respondents (77.0%) have attended at least secondary or tertiary education.

Local leader understanding of responsiveness to citizen concerns and its importance.

An overwhelming majority (87.0%) of local leaders believe that paying attention to citizen needs, concerns, and priorities is the true meaning of being responsive to citizens. Generally, when local

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1   Ubudehe is social-economic classification mechanism that is used in Rwanda to place people in different categories. These range from category 1, representing the most under-privileged, to category 4, representing the wealthiest in Rwandan society.

leaders and citizens were quizzed on what they understood by responsiveness to citizen voices, they all centre on the theme of listening to citizen concerns and addressing them. This is consistent with Herringshaw (2018, p. 6), who notes that being responsive to citizen needs entails considering their inputs, and disclosing the reasons why their inputs have or have not been incorporated during the planning process.

The top three reasons local leaders seek citizen views in local government decision-making processes are: citizens knowing exactly their needs (69.0%), easing activity implementation (65.1%), and citizens being the basis for all development action (62.7%). The FGD participants and KIIs agree with the quantitative findings. Scholars such as Li (2015, p. 100) credit citizen participation in decision-making with improved accountability and better alignment between citizen needs and development action.

Instances and how often local leaders engage citizens.

An overwhelming majority of local leaders seek citizen views either directly (92.2%) or indirectly (86.6%) through their representatives during the imihigo process. Similarly, local leaders seek citizen views during the imihigo planning process (82.6%) or citizens provide information concerning their views during the imihigo process (87.2%). In contrast, only slightly more than half (57.6%) of local leaders report having directly sought citizen views during the budgeting process. Other studies (NAR, 2016, p. 23; RGB, 2016, p. 90) note that local leaders inadequately engage citizens in the local government budgeting process. Citizen engagement in the budgeting process is low because local leaders claim that budgeting is a technical process requiring technical skills, which are lacking among citizens given low education levels. This is consistent with previous studies (RALGA 2017; NAR 2016).

Types of citizen engagement used by local leaders.

Slightly more than half (54.2%) of local leaders report using both direct and indirect citizen participation mechanisms, while four in ten (40.6%) use only direct citizen participation mechanisms. The popularity of direct citizen participation mechanisms can be explained by Rwandan government commitment to use them, as evidenced through the existence of multiple direct citizen participation channels, including cell assemblies, umuganda, and parent evening forums, among others.

Reasons local leaders engage citizens.

Local leaders engage citizens for varying reasons, including: consultations (63.2%), problem solving (59.3%), issue identification (51.8%), information and communication (48.96%), issues analysis (42.8%), service provision (31.4%), and public accountability (13.6%). Public accountability receiving such low ranking from local leaders is reason for concern because it facilitates and enables citizens to monitor and control the actions of their local government. The local government then becomes more open and transparent towards its citizens.

Mechanisms local leaders use for citizen engagement.

Citizen participation mechanisms preferred by local leaders.

Inteko z' abaturage (cell assemblies) are the most preferred (65.8%) citizen participation forum among local leaders. This is consistent with studies from RALGA (2017, p. 12). Village general assembly comes second (51.3%), while umuganda comes third (36.7%). Local leaders and citizens are in agreement that cell assemblies have added advantages that make them stand out as a citizen participation mechanism. These advantages include: facilitating fair conflict resolution, being geographically closer to citizens in the venues for cell assemblies, and enabling citizens to raise their concerns.

Existing opportunities for being responsive to citizen concerns.

A majority (57.2%) of local leaders name political will as the most significant opportunity for being responsive to citizen concerns, while more than a third (39.9%) of local leaders select the existing consultative meetings during the imihigo planning process. Other notable opportunities for responsiveness include security (30.5%), icyumba cy'imihigo[2] (13.8%), availability of media avenues that reach large parts of the population (6.6%), and the existence of CSOs offering extra space to participate (4.7%). Both local leaders and citizens agree that political will for citizen participation is at its highest. Political will is manifest in several laws and policies, such as the National Decentralization Policy, the National Strategy for Transformation (NST), and Article 48 of the Constitution of the Republic of Rwanda.

Local leaders reveal that legitimate priorities raised by citizens are dropped at each level of administration during the planning process. The fact that many of the suggested citizen priorities are dropped has a direct implication on provision of feedback, and represents an opportunity that is not fully utilised. As a result, local leaders express hesitation to provide negative feedback, claiming it would demotivate citizens, or make leaders look small or insignificant.

Good practices to enhance local leader responsiveness to citizen concerns.

In Rwanda, all districts have acquired toll free phone numbers on advice from the Ministry of Local Government (MINALOC). The idea of establishing toll free phone numbers is to make local leaders more responsive to citizens needs by making them more accessible. In most districts, however, the toll free phone numbers are not working as intended. In some cases, the sim cards are lost, while in others citizens complain

that these numbers are rarely answered when called. In Rutsiro district, the number appears to be working properly and is enhancing the responsiveness of the local leader to citizen needs, prompting this research to classify it as a good practice.

Capacity gaps at individual level.

Overall findings indicate that local leaders have some difficulty in areas such as budgeting (37.9%), reaching consensus on the selected needs (37.6%), implementation (37.2%), monitoring (32.5%), integrating citizen needs in imihigo (34.5%), and needs structuring (32.8%).

Level of knowledge in participatory approaches.

A majority (84.4%) of local leaders have medium or lower levels of knowledge regarding participatory methods in planning. Local leader levels of knowledge in participatory methods in budgeting also ranks medium or lower (78.2%). The findings indicate a consistent pattern, with all methods measured on participatory approaches ranking medium or lower. Other methods measured include: skills in facilitating a participatory planning process (71.0%), knowledge in identifying key priorities (61.7%), and knowledge and understanding of national policies/programmes related to professional responsibilities (63.8%), among others. Findings from the KIIs and FGDs consistently support the findings above. Local leaders confess that their knowledge in participatory approaches is indeed limited since they do not receive any training prior to taking on their duties.

Hindrances to local leader responsiveness to citizen concerns.

Slightly more than half (54.7%) of local leaders name inadequate transport as their top hindrance, while close to half (43.8%) cite citizen mind-set as their top hindrance. Insufficient means of communication (36.2%), tight deadlines (23.2%), heavy workload (20.2%), limited working

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2   *Icyumba cy'imihigo is a room created at each administrative level to focus solely on monitoring imihigo implementation. Icyumba cy'imihigo originates from Rwamagana district but has since been scaled to the rest of the country.*

materials/equipment (20.1%), too many meetings to attend (8.0%), and inadequate knowledge of participatory approaches (7.9%) are among the other significant hindrances local leaders cite. Focus group participants and key informants echo similar capacity gaps. Generally, capacity gaps related to budgetary constraints such as lack of transport, office materials, and means of communication are reported at the lower levels, especially among volunteer entities, such as local councils. The executive committee staff report heavy workloads, tight deadlines, and limited knowledge on participatory approaches as their major hindrances.

Top hindrances across the five districts making up the study area.

Inadequate means of transport is more pronounced in rural districts as compared to urban ones. Musanze district records the highest prevalence (67.8%), followed by Rutsiro (58.9%), then Nyagatare (58.6%), and Huye (47.8%). Gasabo registers the lowest prevalence (38.6%), which is unsurprising, given that it is an urban district with a better transport system.

Top hindrances among different categories of local leaders.

Councillors record higher prevalence than executive committee staff in material or financial support-related hindrances, such as limited means of transport (58.2%), limited communication facilitation (44.3%), and limited working materials (21.0%). In contrast, executive committee staff top councillors in working conditions-related hindrances, such as tight deadlines (32.8%) and heavy workload (33.1%). This is because councillors provide voluntary services, and hence do not receive monthly remuneration.

Factors from citizens that hinder local leader responsiveness to citizen concerns.

Citizen mind-set is ranked highest (32.4%), followed by limited knowledge (27.0%), limited attendance in different programmes (22.2%), and citizens not abiding by local leader guidance (17.8%). Qualitative findings from key informants and focus group participants report similar findings. Local leaders see citizens as having a dependent mind-set and being resistance to change. Prevailing economic conditions are another concern. This is consistent with a study from NAR (2018) that assesses contributing factors to low citizen participation in imihigo processes.

Factors from local leaders that hinder their responsiveness to citizen concerns.

A majority (65.5%) of local leaders report inadequate leadership style as the leading factor limiting their responsiveness to citizen priorities. Poor time management (15.3%), over-solicitation of contributions (10.6%), and limited knowledge on some topics (8.9%) are the other factors mentioned. Inadequate leadership styles manifest in different ways; for example, through a culture of centralism, which is also reported in other studies (NAR, 2018; RALGA, 2017).

Capacity development areas.

Overall, a majority (66.0%) of local leaders have received training in the last three years, while slightly more than a third (34.0%) have not received training in the last three years. Huye and Musanze districts have the highest prevalence of no training (51.8% and 48.1%, respectively). Nyagatare (29.8%) and Rutsiro (27.4%) follow, while Gasabo registers the lowest prevalence (12.1%). The prevalence of training is significantly higher among executive committee staff (92.9%) as compared to councillors (57.8%). This shows there is a greater need for training councillors since around four in ten (42.2%) of them have not received training in the last three years.

Local leaders that have received training.

Overall, the number of those receiving training reduces from the district to the cell. At the district level, about eight in ten (88.1%) local leaders have received training in the last three years, while

at the sector level the prevalence drops somewhat (80.1%). The prevalence drops significantly (59.1%) at the cell level. Such evidence suggests reduced opportunities for capacity building among administrative levels that are closer to citizens.

Areas of training.

Conflict resolution and leadership skills are the most covered (37.2% and 36.6%, respectively). Gender mainstreaming (34.8%), group facilitation skills (33.2%), and participatory approaches (31.3%) are among others areas that have a prevalence of under one-third (30.0%).

Preferred future capacity building areas among local leaders.

Slightly more than half (52.3%) of local leaders mention leadership skills as the most needed priority for training, while at least four in ten (41.5%) local leaders name law relating to persons and family. Among other key priority areas raised are land laws (39.8%), conflict resolution (38.6%), participatory approaches (37.2%), and inheritance law (34.4%). Likewise, during KIIs and FDGs, local leaders mention leadership skills and awareness on most common laws as the most important topics for capacity building.

Preferred priority areas of training in the future across the five districts.

The areas of priority differ slightly across the five districts. In Gasabo district, local leaders rank land law (54.9%); leadership skills (53.0%); law relating to persons and family (52.1%); inheritance law (52.1%); conflict resolution (51.2%); and participatory approaches in planning, and monitoring and evaluation (32.1%). In Musanze district, leadership skills top the rankings (54.5%), followed by conflict resolution (46.3%); land law (43.3%); participatory approaches in planning, and monitoring and evaluation (42.1%); law relating to persons and family (41.6%); and inheritance law (33.9%).

Priority areas for capacity building among different categories of local leaders.

Generally, there is more need for training among councillors as compared to executive committee staff. Councillors name leadership skills as the area with most need (54.9%); executive committee staff also name leadership skills as the number one priority area for training, but with a lower percentage (45.4%). All other priority areas for training follow this trend, except participatory approaches in planning, and monitoring and evaluation, where executive committee staff top councillors (38.2% to 36.8%, respectively).

Priority areas for capacity improvement across local government administration levels.

Overall, the need for capacity improvement among local leaders increases when moving from the district level to the sector, and then the cell. Leadership skills are cited as the area with most need. At the district level, about four in ten (41.8%) local leaders suggest they need training in leadership skills. This percentage increases at the sector and cell levels (48.7% and 54.3 %, respectively).

Conclusion and Recommendations

Conclusion.

This research examines local leader capacity gaps in responding to citizen concerns across five districts in Rwanda; namely, Gasabo, Musanze, Huye, Nyagatare, and Rutsiro. The study adopts a mixed methods research design using a blend of both qualitative and quantitative approaches. Overall, the study can firmly conclude that local leaders and citizens both understand and appreciate the value of being responsive to citizen views.

Recommendations.

1. Develop a comprehensive capacity building programme to enhance the capacity of local leaders in participatory approaches in planning, monitoring, and evaluation.

2. Conduct an assessment to determine the feasibility of increasing the number of staff at the cell level, and filling the organogram at sector and district levels.

3. Consider providing budgetary resources to cell committees to enable them cover minimal costs incurred by transport for council meetings and field visits.

4. Conduct regular participatory capacity needs assessments at all levels of local government.

5. Increase capacity building opportunities for local government workers, especially those at sector, cell, and village levels.

6. Train staff who are in charge of selecting beneficiaries of existing capacity building programmes in human resources.

7. Put in place transparent criteria for the selection of staff to benefit from existing capacity building programmes.

8. Conduct a study to determine the causes of high staff attrition rates and propose recommendations to mitigate the situation.

9. Improve working conditions at local government levels.

10. Establish an educational level threshold as a requirement to qualify as a cell, councillor, or village leader.

11. Assess the functionality of specialised councillors, and develop a comprehensive capacity building programme targeting these institutions.

12. Assess the feasibility of increasing funding for the NWC, NYC, and NCPD at the lower levels (sector and cell).

13. Integrate a comprehensive awareness raising programme that targets the dependency mind-set among citizens, especially in the social protection programme.

14. Develop a specific calendar for the provision of feedback, and diversify the feedback provision channels at each administrative level (from the district to the village) by engaging other partners, such as religious leaders and CSOs.

15. Improve the coordination between local government and central government entities.

01 INTRODUCTION

The Government of the Republic of Rwanda (GoR) sees citizen participation in public decision-making processes as an invaluable factor in increased public ownership, as well as a factor in achieving better developmental outcomes, and increased demand for accountability (Republic of Rwanda, 2013, p. 79). Maximising citizen participation in decision-making processes is highly regarded by the GoR as a means to ensure ownership of national development process, and to increase citizen demands for accountability from duty bearers.

Article 27 of the 2003 constitution of Rwanda, as revised in 2015, provides for the right of every citizen to directly and/or indirectly participate in the governance and development of their country. Citizen participation is further articulated in Vision 2020, the National Strategy for Transformation 1 (NST), and the National Decentralization Policy. Pillar 1 of Vision 2020 on Good Governance and Capable Statehood promotes citizen participation by empowering citizens through decentralisation to actively play a role in decision-making processes at the grassroots, and be a part of solving issues that affect them (Republic of Rwanda, 2012, pp. 9–10).

The National Decentralization Policy emphasises, among other things, citizen interests in directly and indirectly participating in "initiating, implementing, and monitoring and evaluating decisions and plans that affect them" (Ministry of Local Government [MINALOC], 2012, p. 8). In a similar vein, the National Community Development Policy adopted in 2001 and revised in 2008 aims to "foster the public participation in policy and decision-making to turn around the centralized approach that previously characterized the country" (MINALOC, 2008, p. 4). Consistent with this policy framework, a set of platforms have been put in place to facilitate inclusive direct citizen participation in key decisions and/or plans that affect their lives. These include *inteko y'abaturage* (cell assemblies), *umuganda* (community works), *umugoroba w'ababyeyi* (meetings organised by local leaders, such as parent evening forums), *ubudehe* (social-economic status categorisation system), and community reach-out meetings, among others.

Indirect citizen participation in local decision-making processes operates through local councils. As per law N° 87/2013 of 11 September 2013 governing the organisation and functioning of decentralised administrative entities, local councils constitute the supreme decision-making organ of any decentralised administrative entity. Theoretically, the role of local councillors is to bridge the link between ordinary citizens and local decision makers (RALGA, 2017 p. 14). Besides local councils, there are elected representative bodies of historically disadvantaged groups such as women, youth, and people with disabilities (PWDs).3 With the exception of the structure representing PWDs, which starts at the cell level, other elected representative structures of special groups are established from the village up to the national level.

All the previously stated policy, legal, institutional, and strategic provisions are a clear indication of the existing political will of the Rwandan government to translate effective citizen participation into reality. More concretely, local government leaders, in virtue of their proximity to citizens, are mandated, *inter alia*, with the functional responsibility to promote effective citizen participation in public decisions (MINALOC, 2012, p. 12). This particularly holds true as local government is tasked with implementing most government policies and programmes. Research (Rwanda Governance Board [RGB], 2014, 2015, 2016, 2017) suggests, however, that progress has been slow, as citizen participation in key public decisions that affect their lives most, such as local plans, imihigo (performance contracts), and budget, has been consistently low.

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3   *People with disabilities are represented right from the cell to the national level through the National Council of People with Disabilities (NCPD).*

1.1 Problem Statement and Rationale

In any decentralisation context, possessing the requisite capacity—that is, "ability to effectively and efficiently plan and perform" (Morin & Stevens, 2005, p. 7)— is paramount, especially for particular tasks or mandates to be delivered in a responsive manner to the population. As a principle of good decentralisation

practice, any transfer of functional responsibilities and powers from central to sub-national and/or local levels of government has to be accompanied with matching capacities (Scott & Alam, 2011).

These include a capable workforce equipped with requisite knowledge and skills, and organisations equipped with supportive systems, tools, and other material resources, including finances.

The Rwandan government understands the importance of transferring capacity and resources to decentralised administrative entities. Such capacity transfer is considered a key ingredient for: much better responsiveness of local plans; and implementation, monitoring, and reporting on the governmental action as a whole. Furthermore, the government recognises that capacity development is imperative for effectively delivering on the ambitious development vision and goals for the country, including achieving "strong, accountable and highly performing organizations" (GoR, 2016, p. 1).

Despite Rwandan efforts aimed at promoting integrated citizen-centred local and national development planning, evidence suggests that state centralism is still manifest in the attitudes and practices of local government leaders and citizens (NAR, 2016, p. iv). Genuine effort to consult citizens on major issues affecting their daily lives has not always been made because some local leaders: do not involve citizens in decision-making, are not confident enough to take the initiative to solve citizen concerns, use authoritative language that inhibits participation, and impose their will instead of asking for citizen views (NAR, 2016, p. iv).

Lack of adequate institutional, human, and financial resources hampers effective representation of citizen concerns. It is difficult for district council members to address issues, as they are not in regular and systematic contact with councillors at the sector and cell levels. There is also a lack of collaboration between and among inama njyanama (local council) at different levels. For example, evidence suggests that council members at the sector level are not required to exchange information with their counterparts at the district level. Decisions taken at the sector level do not necessarily inform those taken at the district level (NAR, 2016, p. v).

Gaps in local and central government planning and coordination hamper effective response to citizen needs. Plans and budgets are not synchronised with local priorities and policy measures. Programmes adopted at the national level largely have been forwarded to local entities with an urgent request for immediate implementation, putting pressure on local entities to the extent that they do not have time to consult citizens.

The limited capacity of local leaders to effectively engage citizens in the imihigo process is a contributing factor to consistently low citizen participation in this process (NAR, 2016, 2018). The specific capacity challenges local leaders face while engaging citizens on various government policies remain largely unstudied and hence unclear. It is therefore extremely difficult to envisage effective demand-driven capacity development targeted at local leaders and/or their closest technical aides on how best they can promote and facilitate citizen participation, and better respond to their needs and concerns.

While the existing literature gives some limited hints about the current capacity needs of local leaders, there are no deeply researched studies on what capacity constraints are actually encountered by decentralised administrative entities. In fact, past research tends to overlook the key contributing factors to low citizen participation, including capacity gaps. Such a trend is even more acute in action or programmatic research that is promoted by practitioners working closely with local government, and CSOs, in particular. This lack of in-depth research compromises efforts to deliver tailor-made capacity development responses. Limited material incentives, agenda setting, and conflict resolution capacity gaps are among the most urgent areas in which local leaders need training (NAR, 2018, p. 40). Furthermore, the same research calls for a holistic approach towards local leader capacity development if citizen participation is to be effective (NAR, 2018, p. 40).

It is in this regard that NAR and Interpeace, in partnership with the Rwanda Management Institute (RMI), contribute new evidence-based insights into what capacity development responses ought to be urgently considered for action.

1.2 Research Questions and Objectives

The central research question is, "What capacity needs (individual, organisational, and institutional) are local leaders faced with to effectively engage citizens in local decision-making processes?"

The following specific research questions guide the research:

1. What approaches are used to inclusively seek citizen views on existing or intended government programmes and policies, which affect or are likely to affect their lives?

2. What are the existing opportunities for local leaders to be more responsive to citizen needs?

3. What capacity gaps and challenges are faced at individual, organisational, and institutional levels that affect the ability of local leaders to consider citizen needs and concerns in local plans?

4. What strategies can be adopted to sustainably deal with the identified capacity gaps and challenges?

In line with these questions, the research seeks to assess the capacity needs (at individual, organisational, and institutional levels) of local leaders to effectively engage citizens in local decision-making processes, and to respond to the voice of the latter.

The specific objectives that underpin the research are to:

1. Identify and document approaches that local leaders use to inclusively seek and consider citizen needs and concerns during the planning, implementation, and evaluation processes.

2. Identify and examine key capacity gaps and challenges faced by local government at individual, organisational, and institutional levels that affect their ability to consider citizen inputs into local plans, imihigo, budget, and other decisions.

3. Determine existing opportunities to enhance local leader responsiveness to citizen needs.

4. Propose practical strategies to be adopted to sustainably deal with the identified capacity gaps and challenges.

LITERATURE REVIEW

This chapter presents the literature review conducted for this study. It begins by defining key concepts, then analyses mechanisms that facilitate inclusive citizen participation, and finally provides an analysis of capacity gaps that may hinder responsiveness to citizen concerns at individual or institutional levels.

2.1 Definition of Key Concepts

2.1.1 Citizen.

The term "citizen" has an inherently political meaning denoting the relationship between the people and government (National Democratic Institute, 2020, para 2). The word "citizen" is used to mean a member of a political community who is entitled to participate in public affairs such as casting a vote, contesting a leadership position, publicly voicing their ideas on matters of public concern, etc. (Abdin, 2008, p. 1). Citizenship in modern democratic nation states combines the exercise of both entitlements (rights) and duties (responsibilities) of an individual vis-à-vis a given political community (Abdin, 2008, p. 2). This includes the right to participate in decisions that affect public welfare. Citizens are the primary source of authority of any legitimate modern state (Scott & Alam, 2011, p. 22). This justifies why, in a quest for citizen-centred governance, some states have been increasing measures aimed at boosting citizen participation and downward accountability, particularly at the local level where people live and work.

In the context of this research, a citizen is anyone, male or female, aged 18 years or older who lives in Rwanda, and is entitled to directly and/or indirectly participate in government and development processes. This includes participation in local decision-making processes such as planning, imihigo, and budgeting.

2.1.2 Local leaders.

In this research, the term "local leader" is used to mean any public official with or without executive powers, elected or appointed, who is affiliated with any structure of a decentralised administrative entity such as a district, sector, or cell. Elected local leaders include members of councils at district, sector, and cell levels, while appointed local leaders are members of executive committees and other technical staff of a district office, members of the sector executive secretariat, and members of the cell executive secretariat. These are non-elected local government officials who work closely with elected local leaders from cell to district level, and are vested with some form of executive powers. This category also includes staff who technically support elected local leaders and local managers to perform their duties. In this study, these support workers are called "technical aides".

2.1.3 Capacity.

The Organisation for Economic Co-operation and Development (OECD) defines capacity as "the ability of people, organisations and society as a whole to manage their affairs successfully" (OECD, 2006, p. 12). The OECD further states, "Capacity is important because of its relationship to the *performance* of country systems, particularly in delivering basic goods and services, and providing a suitable policy and regulatory environment for development to take place" (OECD, 2006, p. 12).

The International Organization of Supreme Audit Institutions (INTOSAI) guide, "Building Capacity in Supreme Audit Institutions", defines capacity building as "the skills, knowledge, structures and ways of working that make an organization effective. Building capacity means developing further each of these, building on existing strengths, addressing gaps and weaknesses" (INTOSAI, 2007, p.

22). The African Regional Organisation of Supreme Audit Institutions – English speaking (AFROSAI) understands capacity development as a continuous or neverending process through which "people, organizations and society as a whole strengthen, create, adapt and maintain capacity over time" (AFROSAI, 2017, p. 2; OECD DAC, 2006, p. 12).

This research builds on the definition of capacity provided by the Rwandan government in the national capacity development policy. This policy defines capacity as "the ability of people, organizations and society as a whole to manage their affairs successfully" (OECD DAC, 2006, p. 12; GoR, 2016, p. 3), and most importantly their "ability to get things done and build institutions and processes that deliver results" (GoR, 2016, p. 3). In this regard, capacity is a means to an end that allows citizen voices to be heard, and to be met with adequate responses in local decision-making processes and service delivery. Capacity implies a combination of individual and organisational competencies and capabilities, as well as a performance-enabling institutional environment.

2.1.3.1 Individual capacity.

Individual capacity refers to the ability of an individual to contribute to the attainment of results aimed at by their organisations (GoR, 2016, p. 3). In this assessment, individual capacity entails knowledge, attitude, skills, and other qualities.

2.1.3.2 Organisational capacity.

Organisational capacity is about "the ability of organizations to deliver on their mandates and meet performance targets" (GoR, 2016, p. 3). For the purpose of this study, organisational capacity refers to the following aspects: effective systems and processes to support core functions such as facilitating citizen participation, appropriate levels of staffing, appropriate incentives for performance and accountability, adequate and predictable budgets, and clarity of organisational mission.

2.1.3.3 Institutional environment.

Institutional capacity, alternatively referred to as an enabling environment, is concerned with whether the policy and regulatory environment in which citizen participation takes place is conducive to participation (GoR, 2016, p. 3). The enabling environment is the broad social system within which people and organisations function, and includes all the rules, laws, policies, power relations, and social norms that govern civic engagement (UNDP, 2009, p. 11).

In Rwanda, as elsewhere, there is no commonly accepted measurement of local leader capacity in terms of citizen participation and responsiveness to their voice. This suggests the difficulty of measuring capacity gaps. In this regard, it is perhaps more practical to tie the measurement of the capacities or gaps of local leaders to the various forms of capacity previously discussed, as well as the functional responsibilities or mandate of both local government and local leaders. This study considers how local leaders and local government promote effective citizen participation, and adequately respond to their voice as a functional mandate.

2.1.3.4 Capacity gaps.

Faulk (2018, p. 1) defines the term "capacity gap" as significant disparity between institutional, organisational, and individual goals and objectives as stipulated in the vision, mission, or terms of reference, and the actual or potential ability to achieve those goals, objectives, and responsibilities. In other words, capacity gaps imply a lack in key areas of work, which are likely to prevent an individual or organisation from achieving desired objectives. In most scenarios, this results in organisational staff improvising means to cater for those shortfalls (Faulk, 2018, p. 1).

2.1.4 Citizen participation.

Parker defines citizen participation as "a process which provides private individuals an opportunity to influence public decision-making processes and has long been a component of the democratic decision-making process" (Parker, 2003, n.p.). André defines citizen participation as "a process in which ordinary people take part – whether on a voluntary or obligatory basis and whether acting alone or as part of a group – with the goal of influencing a decision involving significant choices that will affect their community" (André, et al., 2012, p. 1). NAR and Interpeace state that citizen participation encompasses five major components: "(i) putting leaders in offices and holding them accountable, (ii) consultations, (iii) voicing [citizen] priorities, (iv) taking ownership of government interventions, and (v) implementing government programs" (NAR & Interpeace, 2016, p. 15).

The Rwanda National Decentralization Policy emphasises that citizen participation is a component of political decentralisation (MINALOC, 2012, p. 12). It places emphasis on empowering citizens to make effective use of the power transferred to them by the GoR in terms of analysing problems facing them, prioritising their needs, planning and budgeting, as well as holding their leaders, at both the local and national level, to account (MINALOC, 2012, p. 2). André et al. (2012, p. 2) classifies citizen participation according to the degree to which citizens are involved in the decision-making process, the direction of information flow between participants, or the status of those who have taken the initiative. The "Ladder of Participation" by Arnstein (1969) comprises eight levels, or rungs, corresponding to increasing degrees of citizen power in decision-making. The higher up the ladder citizen participation can be placed, the more citizens can be sure that their opinions will be integrated into decision-making and applied in the interest of their community.

Citizen participation does not just happen. An enabling institutional, legal, and policy framework should be put in place, and reinforced with political will. It is essential to ensure that: citizens are empowered with skills, knowledge, and attitudes to participate; laws, regulations, and policies that enable participation are implemented effectively; there is a commitment to genuine inclusive participation; there is involvement of all relevant stakeholders, in particular marginalised and vulnerable groups; the government ensures sufficient allocation of resources; government is transparent; and trust exists between government and citizens (The Hague Academy for Local Governance, 2018, para 3).

2.1.4.1 Indirect and direct citizen participation.

Citizen participation can be direct or indirect. Direct citizen participation occurs when citizens are personally and actively engaged in decision-making (Nabatchi, 2011, p. 8). Citizens without intermediaries contribute ideas and perspectives for the sake of influencing the making, implementing, or evaluating of policies in order to influence policy processes (Roberts, 2008, p. 10). Indirect participation occurs when citizens select or work through representatives who make decisions for them (Nabatchi, 2011, p. 8). Indirect participation usually occurs when citizens elect representatives who will voice their concerns.

Direct and indirect citizen participation mechanisms do not contradict each other, but are rather mutually reinforcing (Callahan, 2007). To foster effective citizen participation, direct and indirect citizen participation mechanisms can be combined. The GoR guarantees both mechanisms of participation in the 2003 constitution (revised in 2015). Article 27 of the constitution provides all Rwandans with the right to participate in the governing of the country, either directly or through freely chosen representatives.

2.1.5 Responsiveness to citizen concerns.

Responsiveness of public administrators to citizen voices is closely associated with what is also known as "bureaucratic responsiveness" (Handley & Moroney, 2010, p. 602). Broadly speaking, this refers to how public administrators encourage, and are therefore willing to accept, that citizen

inputs or demands determine whether their issues have a chance of being given due consideration in the decision-making process, and that an appropriate action will be taken on a timely basis to act upon them (Handley & Moroney, 2010, p. 602).

2.1.6 Citizen engagement.

Citizen engagement is at the core of democracy and a representative government. Citizen engagement relates to the interactions between government and citizens. Citizen engagement is top–down as dialogue, and is mainly initiated by governments and decision makers to encourage citizens to discuss and assess policies. Without citizen engagement, governments and decision makers are not aware of citizen concerns (Tobin, 2016, para 2). Citizen engagement therefore requires active, intentional dialogue between citizens and public decision makers. Citizen engagement provides citizens with a voice in governance and development processes, and enables them to speak up. Citizen engagement is promoted as a means to achieve a range of development and governance goals, such as reduced corruption, improved public services, increased social capital, etc. (UNDP Global Centre for Public Service Excellence, 2016, p. 4).

2.2 Policy Framework

The National Decentralization Policy of Rwanda was adopted in 2000. Decentralisation is enshrined in the Rwandan constitution: Article 167 provides that decentralised entities and states are the foundations of community development. Decentralisation brings government closer to citizens, in order to strengthen voice and accountability, and make policy and service delivery more responsive to local needs.

These principles are clearly emphasised in the National Decentralization Policy (GoR, 2001, p. 8), which includes the following objectives:

1. Enable and encourage local people to participate in initiating, devising, implementing, and monitoring decisions and plans that consider their local needs, priorities, capacities, and resources by transferring power, authority, and resources from central to local government and lower levels

2. Strengthen accountability and transparency in Rwanda by making local leaders directly accountable to the communities they serve, and by establishing a clear linkage between the taxes people pay and the services financed through those taxes

3. Enhance the sensitivity and responsiveness of public administration to the local environment by placing the planning, financing, management, and control of service provision at the point where services are provided, and by enabling local leadership to develop organisational structures and capacities that take into consideration the local environment and needs

4. Develop sustainable economic planning and management capacity at local levels that will serve as the driving motor for planning, mobilisation, and implementation of social, political, and economic development to alleviate poverty

5. Enhance effectiveness and efficiency in the planning, monitoring, and delivery of services by reducing the burden from central government officials, who are distanced from the point where needs are felt and services delivered

2.3 Mechanisms to Facilitate Inclusive Citizen Participation

Inclusive citizen participation promotes the right of all citizens to participate, including vulnerable and marginalised groups. It entails proactively using multiple mechanisms to reach out to and provide a safe space for all citizens, including those from traditionally marginalised groups and voices that are seldom heard, without discrimination on any basis including nationality, race, ethnicity, religion, gender, sexual orientation, disability, age, or caste (ParlAmericas, 2017 p. 16). Inclusive citizen participation also recognises that different participation channels maybe more appropriate for different stakeholder groups, and considers public inputs objectively and irrespective of their source (ParlAmericas, 2017, p. 16).

Many countries have developed mechanisms and initiatives to promote inclusive citizen participation. These include participation in budgeting processes, climate change and environmental protection programmes, and participation in policymaking. Inclusive citizen participation produces better decisions and outcomes (Organisation for Security and Co-operation in Europe [OSCE], 2013 p 5).

There are seven critical tenets for inclusive participation. These include: an empowered citizenry with skills and knowledge to participate; laws, regulations, and policies that enable participation; commitment to genuine inclusive participation by the government and citizens; identification, understanding, and involvement of all relevant stakeholders, particularly marginalised and vulnerable groups; a well-planned process; a transparent government; and trust between government and citizens (The Hague Academy for Local Governance, 2018, para 5).

There are different mechanisms that promote inclusive citizen participation. These mechanisms include spaces created by the government, such as community assemblies, community work, and parents' evening forum, among others.

The Rwandan government promotes inclusive citizen participation, which is reflected in the policies and mechanisms that are in place. Citizen participation is broadly defined in Articles 17, 27, and 48 of the constitution. Policies such as Vision 2020, the National Strategy for Transformation 1, and the National Decentralization Policy enhance citizen participation. Home-grown solutions such as imihigo (performance contracts), ubudehe (social-economic status categorisation system, and umuganda (community works), among others, aim to promote citizen participation in the development of the country. In addition, the Joint Action Development Forum (JADF) is established "to facilitate and promote full participation of citizens in the decentralized and participatory governance and improve service provision processes with representatives from the public sector, private sector, and civil society" (RGB, 2009, p. 9).

2.3.1 Community meetings.

Community meetings can be formal or informal, and can be initiated by the government or citizens. Examples of community meetings include public forums, public hearings, focus groups for sharing information, and other similar meetings.

In Rwanda, community meetings have been effective as a means of disseminating information on government programmes and community development projects. Citizens use community meetings to voice their needs and concerns. Local leaders also use community meetings as a channel to provide feedback on projects, and to engage citizens in decision-making.

Various platforms are used to facilitate community meetings. These include: community assemblies (inteko z'abaturage), community works (umuganda), meetings organised by local leaders, such as parent evening forums (umugoroba w'ababyeyi), sector working group forums, and the JADF. The most preferred and used channels by citizens for direct citizen participation are inteko z'abaturage, umuganda, and umugoroba w'ababyeyi (Rwanda Association of Local Government Authorities [RALGA], 2017, p. 12). Of these, the community assembly is the most preferred and used channel

by both citizens and local leaders, mainly because there is adequate time for discussion and citizens can freely debate issues and express their concerns (RALGA, 2017, p. 12).

2.3.2 Community score card.

The community score card (CSC) is an effective way to monitor and evaluate service delivery. It is a social accountability tool that brings together citizens, service providers, and local government to deliberate and improve the access of community members to services (Norwegian People's Aid [NPA], 2019, p. 13). CSCs provide citizens with the opportunity to participate in development and policymaking processes. It is a two-way and ongoing participatory tool for assessment, planning, monitoring, and evaluation of services (CARE Malawi, 2013, p. 6). CSCs improve efficiency, policy effectiveness, accountability, and participation in decentralised levels of administration (NAR, 2018, p. 44).

CSCs allow citizens to participate in decision-making, call for transparency and accountability, and enable improvement in the quality of service delivery (Van Zyl, 2014, p. 248). CARE Rwanda further asserts that CSCs increase participation, accountability, and transparency between service users, providers, and decision makers. In Rwanda, CSCs are lauded for promoting citizen engagement and accountability among leaders. A study conducted by NAR shows that CSCs contribute to a citizen-centred approach, and promote responsive leaders (NAR, 2018, p. 44–45). The CSC has been greatly appreciated by local authorities, and in districts where the CSCs have been implemented, improvements are noted in service delivery. For example, CARE Rwanda facilitated the implementation of the CSC in Gisagara district, which subsequently was ranked first in a national campaign to identify best practices in the fight against corruption, injustice, and the promotion of good governance (CARE Rwanda, 2019). As a result, the Rwanda Governance Board (RGB) awarded a governance award to the district in 2013 (CARE Rwanda, 2019). Moreover, in a project implemented by NPA in eight districts, the far-reaching successes of the CSC have resulted in its integration into government-created spaces, with more than 78,000 people participating in the process (NPA, 2019, p. 13). To ensure sustainability aimed at connecting citizens to the local government planning process, the CSC takes places at cell assemblies.

In the initial days of CSC implementation, however, local leaders perceived it as a policing tool, and government officials viewed the CSC as not sufficiently representative of citizen views (NPA, 2019, pp. 13, 15). However, this has since changed and now government officials acknowledge that the CSC is important and adds value to the citizen report card.

2.3.3 Media.

The media plays a fundamental role in educating citizens and disseminating information. The mass media in Rwanda has been pivotal in disseminating information about government policies and programmes, and social and economic issues. Access to information allows citizens to form opinions, gain knowledge and information, and meaningfully participate in policymaking. From time to time, government, mainly through local leaders, use media to provide feedback on government policies and programmes.

Currently there are 34 radio stations and 21 television channels in Rwanda (Rwanda Utilities Regulatory Authority [RURA], 2019). The media in Rwanda has increasingly provided citizens with a forum to participate in governance, though there is room for improvement (NAR, 2016, p. iv). Community radios are critical in providing vital information to citizens, and contribute to development, and peace and reconciliation in Rwanda (United Nations Educational, Scientific and Cultural Organization [UNESCO], 2018, para 9).

As Davies & Simon (2012, p.10) report, scholars have pointed out that people who live in more socially mobilised communities, or in communities with strong social networks or social capital,

easily acquire civic skills that are needed to engage in debates of public issues, and to become more engaged in public affairs. Though the media has played a major role in sensitising citizens, it has failed to reach remote areas, and to serve as a powerful interface between the state and society. Radio stations in Rwanda need support to develop locally relevant content; they often ignore in-depth investigation of various topics of interest, and focus instead on entertainment, sports, and other broadcasts that do not require investigative journalism (UNESCO, 2018).

The advent of social media has resulted in more and more people using platforms such as Facebook, Twitter, and others. Social media has emerged as an important tool for citizen participation and engagement (Edosomwan et al., 2011, p. 2). Presently, Rwanda has 9 million mobile telephone subscribers, 6,234,520 internet subscribers, and an internet penetration rate that stands at 51.6% (RURA, 2019, p. iv). The relatively low internet penetration rate impedes use of social media, however, which is dependent on internet access.

2.3.4 Citizen representatives: councillors.

One way to involve citizens is through the work of citizen representatives. The roles of citizen representatives include: representation of citizen interests, information dissemination, providing feedback on concerns raised by citizens, facilitating discussion on citizen concerns and government projects, being accountable to the community, and representing the views of citizens.

The inama njyanama (local council) is composed of elected representatives. Local citizens participate indirectly in local decision-making processes through the local councils. The local councils have been instrumental in many areas of activity, including reviewing and approving action plans, and imihigo and district budgets (NAR, 2016, p. v). The Rwanda Governance Board (2018, p. 20) reveals an increase of the level of satisfaction of both local councillors (58.9% up to 77.2%) and constituents (29.3% up to 42.0%) when it comes to citizen participation in defining their priorities and preferences.

This improvement is due to the use of a number of existing participation platforms by councillors; for example, parent evening forums, community assemblies, and community works (Murasi, 2018). Despite the improvement in satisfaction levels, the inama njyanama is criticised for failing to consult citizens about their concerns, and failing to provide feedback where it is needed (NAR, 2016, p. v). Furthermore, some councillors reside far away from their respective districts, sometimes do not attend council meetings, and do not have time to learn about the priorities of the population they represent (Transparency International Rwanda, 2013, p. 40).

2.4 Capacity Gaps that may Hinder Responsiveness to Citizen Concerns at Individual or Institutional Level

Building capacity requires knowledge about existing and pressing needs (NAR, 2018, p. 40). Local leaders fail to utilise such knowledge, however, because of challenges in engaging with citizens to learn about their needs, challenges, and perspectives pertaining to governmental programmes.

The main challenges to local government capacity building interventions are: uncoordinated interventions, supply driven interventions, multi-faceted and often conflicting approaches, a plethora of funding mechanisms, and local government challenges to attract, recruit, and retain a critical mass of technical and professional personnel (RALGA, 2013 p. 44). Challenges that seem to hamper the effectiveness of mechanisms meant to spearhead citizen participation include: a long-standing culture of centralism and a culture of obedience, communication gaps among citizen representatives, gaps in local versus central government planning and coordination, and gaps in women's participation (NAR, 2016, p. iv). Other factors, such as the illiteracy of citizens,

lack of time, lack of sensitisation, and lack of mobilisation might limit the practicability of direct citizen participation in local governance (RALGA, 2017, p. 12).

2.4.1 Limited financial resources.

Adequate financial resources are required for local leaders to respond to citizen needs and concerns; hence, the lack of institutional financial capacity hinders effective response to citizen concerns. Participation is a costly endeavour in terms of logistics, time, and the limited resources at the sector, cell, and village levels affect genuine efforts to actively engage citizens (NAR, 2018, p. 40).

Even though local government budgets have significantly increased over the past years, overall financial resources are still not at the level necessary to cover all needs of local governments. The share of the budget over which local governments have discretionary control (from their own revenues and from central government transfers) is still small and needs be increased to strengthen the decentralisation process (MINALOC, 2013, p. 16).

2.4.2 Limited collaboration between executive committee staff and councillors.

The major challenges regarding collaboration between executive committee staff and councillors include centralism and a top–down approach to governance. Mayors and executive secretaries describe their role in terms of merely implementing national policies and district resolutions (NAR, 2016, p. iv).

There is also a lack of smooth collaboration between and among inama njyanama at different levels; for example, council members at the sector level are not required to exchange information with their counterparts at the district level, and decisions at the sector level do not necessarily inform those taken at the district level (NAR, 2016, p. v).

Lack of consultation and power asymmetries in relations between the elected council and local executive officials in the imihigo process result in district councillors failing to make any meaningful inputs. District councils are consulted at a later stage, when plans for imihigo are almost finalised, making it difficult if not impossible for them to question anything or influence changes in the best interest of the public that they are elected to represent (NAR, 2018, p. iv).

2.4.3 Heavy workloads.

At the institutional level, understaffing in local government is a challenge. More responsibilities have been devolved to local governments with limited adjustments in organisational structures or staff numbers. As a result, there has been an enormous increase in operations and responsibilities, yet the increased responsibilities have not been matched with adjustments in local government organisational structures and staff numbers (MINALOC, 2012, p. 15). Similarly, the lower-level structures (sectors, cell, and village structures) are understaffed. Even though structures with personnel positions were put in place, sectors remain understaffed. Though cell and village structures provide services much closer to the citizens, they are also weak and unable to effectively fulfil their service delivery responsibilities (MINALOC, 2012, p. 15).

2.4.4 Lack of time for meeting citizens.

Nonetheless, local leaders need to devote time to consulting citizens. Citizens complain about members of parliament (MPs) who do not make time to engage citizens (NAR, 2016). Such complaints are also reported in previous studies (Institute of Research and Dialogue for Peace [IRDP], 2010, 2011, 2013).

2.4.5 Limited knowledge of participatory approaches in citizen engagement.

Participatory approaches in citizen engagement promote increased citizen awareness of their rights and responsibilities. Using participatory methods assists local leaders in being more responsive to citizen concerns. Participatory approaches require well-designed strategies, without which they can run into bureaucratic and political challenges (Khan, 2019). When it comes to citizen engagement, citizens can provide input, but the decision-making process is largely unknown to citizens, as is how decision makers respond to these contributions. Participation should also ensure that underprivileged groups fully participate and influence outcomes; otherwise, it will not serve their needs, but further buttress exclusion (Khan, 2019, p.35).

Limited knowledge of participatory approaches hinders effective citizen engagement. For example, citizens should engage in participatory budgeting processes from at least the cell level; yet, low-level councillors may lack the capacity to participate in a particular field of budgeting (NAR, 2016). Participatory budgeting involves citizens in deciding how public money is spent, empowering citizens to scrutinise and monitor the budget so that it reflects their needs (Local Government Association, 2020, para 1). This can only be done, however, if the process is inclusive, democratic, informative, and meaningful (Khan, 2019).

2.4.6 Poor leadership style.

In Rwanda, centralism is still manifest in the attitudes and practices of both local government leaders and citizens (NAR, 2016, p. iv). NAR research further shows that some local leaders do not involve citizens in decision-making, are not confident enough to take the initiative to solve citizen concerns, use authoritative language that inhibits participation, and sometimes impose their will over that of citizens (NAR, 2016, p. iv) Hence, there is no genuine response to citizen needs.

2.4.7 Dependency mind-set of citizens.

Dependency is also a factor that may hinder responsiveness to citizen concerns. Citizens believe that government in general, and local leaders and councillors in particular, are better able to define and address their needs (RALGA, 2017, p. 13). RALGA (2017) therefore recommends education and socialisation, entrenching a culture of participation in decision-making among Rwandans, enhancing communication between local leaders and citizens, and regular meetings between local leaders and citizens in order to discuss the real needs, views, and priorities of citizens.

The culture of dependence on their leaders is entrenched in Rwandan society. As a NAR study shows, Rwandans are raised in situations in which their leaders always know what is good for them, instead of asking them to voice their needs; hence, citizens are passive bystanders who blindly follow their leaders (NAR, 2016, p. iv).

2.4.8 Lack of skills among citizens.

Citizens lack essential skills to effectively participate in local governance. In particular, they lack skills in active listening, and the confidence required for public scrutiny (NAR, 2018, p. 39). NAR research also shows that there is a general feeling among local officials that citizens lack the required level of competence to participate in local government decision-making processes, especially those from rural and remote areas. Furthermore, citizens in categories 1 and 2 of ubudehe have little, if any, awareness of their rights and duties because of low levels of literacy (NAR, 2018). This point is buttressed by the RALGA (2017, p. 13) assertion that because of low levels of literacy and the culture of centralism, citizens think that participating in issues affecting their daily lives is not necessary. Citizens without the minimum skills required to participate keep silent even though they are encouraged to voice their concerns and needs, especially marginalised groups and those in rural areas.

03 METHODOLOGY

This chapter introduces the methods and tools used to conduct this research. The chapter is divided into the following sections: research design and approach, data collection methods and tools, study population and sampling, data analysis, quality control measures, ethical considerations, and expected use of findings.

3.1 Research Design and Approaches

A research design is about the type of study to be undertaken in order to satisfactorily and acceptably address the research problem and answer related questions (Mouton, 2001, p. 49). Research design is equally concerned with the type of results aimed at and the kind of evidence needed to attain those results (Mouton, 2001, p. 56). In this regard, the research design and approach is completely distinct from a research methodology, which is instead concerned with how to conduct the chosen type of study (Mouton, 2001, p. 56).

Looking at the research problem underpinning this assessment, the guiding research questions, as well as its unit of analysis, this assessment is typically empirical, exploratory, and mixed qualitative–quantitative, based on a participatory action research (PAR) approach.

3.1.1 Mixed methods approach.

This research adopts a mixed methods approach involving both qualitative and quantitative research methods. The qualitative part involved collecting the views and perceptions of participants with regard to approaches and tools used by local leaders to engage citizens in decision-making processes and identifying capacity gaps. This was done in Phase I of the assessment, the exploratory phase. The aim of this was to gather primary information on major dimensions and themes, not only on approaches and tools used by local leaders to effectively engage citizens in decision-making process, but also related capacity gaps. The findings from this exploratory phase were then used to inform the design of the quantitative data collection tool (questionnaire) that was used in Phase II to collect quantitative data on capacity gaps of local leaders at the individual level.

The quantitative phase therefore was composed of a survey using a semi- structured questionnaire that was administered to local leaders, including both executive committee staff and members of the council at the district, sector, and cell levels. The survey built on the emerging findings from the qualitative phase to quantify some the key findings generated from Phase I. Lastly, the research concluded with Phase III, which was qualitative in nature and undertaken to further interrogate gaps that were not well answered during Phase I and Phase II.

3.1.2 Participatory action research (PAR).

This research relies on the PAR methodology. PAR is a "process through which people investigate meaningful social topics, participate in research to understand the root causes of problems that directly impact them, and then take action to influence policies through the dissemination of these findings to policy makers and stakeholders" (Powers & Allaman, 2012, p. 1). This strategy is unique because it considers participants as experts and co-researchers "due to their lived experiences related to the research topic" (Watters, Comeau & Restall, 2010, p. 5), which ensures that relevant issues are being studied.

In this regard, the issue that this assessment seeks to address—the limited capacity of local leaders to engage citizens in decision-making—is highlighted by participants in previous research projects conducted by NAR and Interpeace (NAR, 2016, p. 23; NAR, 2018, p. 40). In the same vein, this

assessment process involves major categories of stakeholders—local leaders, citizens, CSOs, and opinion leaders—who are either affected by or work on this issue. Additionally, the assessment outcomes inform the design of appropriate responses to take up this challenge. It is therefore an assessment that is action oriented.

Beyond the involvement of key stakeholders (citizens, local leaders, opinion leaders, and CSOs), a technical sub-working group (TSWG) also was put in place. The role of this sub-working group consisted of advising the research team on research conceptualisation and contextualisation, designing methodology, and reviewing the research findings. Additionally, a national stakeholders meeting will be convened after the research is complete to review and validate the research findings. NAR and Interpeace, in partnership with the Rwanda Management Institute (RMI), will work closely with district authorities to address the gaps that have been identified as a result of this research.

3.2 Study Population and Sampling Plan

3.2.1 Study population for the qualitative approach.

It is impractical to gather and analyse information from every eligible citizen aged 18 years and older. This limitation stems from time and financial resource constraints. Moreover, the qualitative approach does not call for large-scale data collection. Rather, this approach only focuses on the interpretations Rwandans have of their own world, in particular their views of the capacity of local leaders and the challenges they face in terms of fostering effective citizen participation and responding to their voice.

Consequently, the scope of the sample universe that is observed during the process of data collection is narrowed to ordinary citizens, opinion leaders, and local leaders (both elected and non-elected, but with executive powers). The defining criteria of the study population are

NAR researchers conducting a focus group discussion during data collection
Photography; courtesy of Never Again Rwanda

borrowed from an earlier conceptual and operational framework. In each of the 5 districts, 7 focus group discussions (FGDs) have been conducted, for a total of 35 FGDs. At least 11 key informant interviews (KIIs) have also been conducted in each district, for a total of 55 KIIs.

Qualitative research design is well-suited to the use of non-probability or purposive sampling techniques (Saunders et al., 2012, 163). In this assessment, participants are selected purposively. Positions held by local leaders and other government officials, as well as CSO representatives, inform the selection. For ordinary citizens, the selection criteria include age, gender, and profession. The NAR district governance advisors facilitated the recruitment of participants at district level.

The assessment was conducted in five districts: Musanze, Nyagatare, Huye, Rutsiro, and Gasabo

$$\textit{Sample size (n)} = \frac{N}{1+N(e)^2} \qquad \frac{20,000}{1+20,000(0.03)^2}$$

$$\frac{20,000}{1+20,000(0.0009)} \qquad = 1053 \text{ respondents}$$

because the project financially supporting this assessment is being implemented in those districts. These intervention districts were selected based on their individual performance on their imihigo (performance contracts) for the 2016/2017 fiscal year. Gasabo was selected as the overall best performer in the city of Kigali, while Huye was selected as the best performer in the Southern

A local leader engaging citizens during a community dialogue
Photography; courtesy of Never Again Rwanda

Province. Rutsiro, Nyagatare, and Musanze were selected as worst performers in the Western, Eastern, and Northern Provinces, respectively.

3.2.2 Study population for the quantitative approach.

The study population for the quantitative approach includes local government leaders from district to cell level. The operational definition of local leaders is provided in section 2.1.2. This study population also clearly shows the categories of local leaders concerned. For sample size calculation, Raosoft (2004, p. 55) proposes that when the population size is unknown, the use of estimated population of 20,000 is recommended. The same applies to this study, given that the total number of available leaders (executive, councils, staff, NYC committee members, NWC committee members, and NCPD committee members) is unknown.

The sample size of the study adopts the formula proposed by Slovin (2012). The formula is n = N / 1+N (e2), where (n) is the sample size, (N) is the given population size, and (e) is a margin error. In the case of this study, N is 20,000 and the margin of error is 3% (0.03).

3.2.2.1 Adjustment of sample to consider non-response.

The corrected sample to minimise non-response rate is done with 10% size effect and leads to a total of 1,159 respondents (1,053+ (1,053*10%)).

The sample size of 1,159 is distributed across the 5 districts using the ratios method (see Table 2). Due to challenges related to a partially filled organogram, however, **1,054 respondents** are interviewed for the study. The administrative structure of local government entities is examined to determine the positions that have direct engagement with citizens during the citizen consultation process. Table 1 indicates the distribution of the sample size across the five districts (the study area).

Sampled district	# Sampled sectors in district	# Sampled cells per district[1]	Total sampled respondents/ district	Total Sampled respondents at sector level per district[2]	Total sampled respondents at cell level per district[3]	Overall expected sample per district	Sample achieved per district during fieldwork
Huye	5	20	15	60	160	235	218
Nyaga-tare	5	20	15	60	160	235	197
Rutsiro	5	19	15	60	152	227	191
Gasabo	5	19	15	60	152	227	214
Musanze	5	20	15	60	160	235	234
Total	**25**	**98**	**75**	**300**	**784**	**1,159**	**1,054**

Table 1:Distribution of sample size across the study area

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4   *cells per sector, except in Rutsiro and Gasabo where Manihira and Gatsata sectors respectively have three cells only.*

5   *12 respondents per sector*

6   *8 Respondents per cell*

The five districts are selected on the basis of their performance in imihigo in 2016/2017. Gasabo is selected as the overall best performer. Huye is selected as the best performer in Southern Province. The other three selected districts are the worst performers in their respective provinces: Rutsiro (Western Province), Nyagatare (Eastern Province), and Musanze (Northern Province).

The selection of sectors and cells is done by applying a multistage random sampling method (five sectors are selected from each of the districts and four cells chosen from each of the sectors; see Table 2), except districts that are selected purposively by the project. The random selection of sectors and cells follows the steps below.

Step 1: Arrange sectors and cells

Step 2: Generate random numbers using =RAND ()

Step 3: Assign random number to each (sector and cell); this is done separately from sector to village   (urban   and rural cluster)

Step 4: Randomly select 5 sectors from each district (in total, 25 sectors are randomly selected from the 5   districts)

Step 5: Randomly select 98 cells from 20 sectors (in total, 98 cells are randomly selected from 25 sectors).   This means 4 cells are randomly selected from each sampled sector, except in Manihira sector   (Rutsiro district) and Gatsata sector (Gasabo district), where only 3 cells are selected because   these sectors only have 3 cells.

This process of selecting sectors and cells is done separately using the index function in Excel to extract the specific sector and cells from the list based on random numbers generated and assigned to each element from the list.

The Index function method is chosen over the other traditional method, the RANDBETWEEN function, to avoid several occurrences of the same value, since the latter method is not duplicate free. The Index function is used to extract sampled units without duplicates (see Step 6).

Step 6: The following formula was entered in the formula bar and extracted a random value from a   specific column:

=INDEX ($D$2: $D$9, RANK (D2,$D$2:$D$9), 1)

Step 7: The above formula was copied five times and four times to select sectors and cells, respectively.

3.2.2.2 Selection of respondents.

While the selection of decentralised entities is done randomly (as shown above), the selection of actual respondents is done purposively based on specific positions they hold. This sampling technique is dictated by the fact that the study only targets local leaders who are meant to interact with citizens for the purpose of consultation, or planning, and/or service delivery. Table 3 depicts major categories of local leaders and specific positions targeted by this study.

Level of entity	Sampled positions	# of sampled respondents
District level	**Executive Staff** 1. Mayor 2. Vice-mayor in Charge of Economic Affairs 3. Vice-mayor in Charge of Social Affairs **Technical Staff** 1. District Executive Secretary 2. Director of Health Unit 3. Director of Education Unit 4. Director of Infrastructure (One Stop Centre/Land Notary) 5. Director of Planning 6. Director of Agriculture and Natural Services Unit 7. Director of Good Governance 8. Director of Social Development Unit **Councillors** 1. District Councillor 2. National Women's Council Member 3. National Youth Council Member 4. National Council for People with Disabilities Member	15
Sector level	**Technical Staff** 1. Sector Executive Secretary 2. Civil Registration and Notary 3. Good Governance and Specific Programme Officers 4. Sector Education Officer 5. Land, Infrastructures, and Community Settlement Officer 6. Health and Sanitation Officer 7. Social Protection Officer 8. Agriculture and Natural Resources Officer **Councillors** 1. Sector Councillor 2. National Women's Council Representative 3. National Youth Council Representative 4. National Council of People with Disability Representative	12
Cell level	**Technical Staff** 1. Cell Executive Secretary 2. Social Economic Development Officer **Councillors** 1. President of the Cell Council 2. National Women's Council Member 3. National Youth Council Member 4. 3 Cell Members Representing Villages	8

Table 2: List of sampled respondents at each local government level[4]

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7   *The source of the local government positions listed in Table 3 is adapted from the district and sector organograms.*
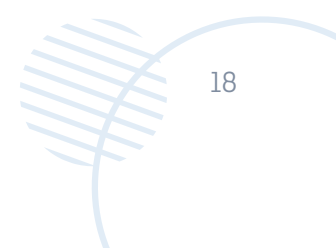
At each sampled local government administrative entity, enumerators selected respondents from their offices, following the positions in the table above. Given that councillors are not full-time employees of decentralised entities, NAR district governance advisors (project staff based in each of the five districts) liaised with district authorities to invite sampled councillors for data collection with enumerators. Interviews were conducted at respective decentralised entity offices.

3.3 Data Collection Methods and Tools

3.3.1 Qualitative data collection methods and tools.

Data collection for the qualitative part of the research is done through focus group discussions (FGDs) and key informant interviews (KIIs).

3.3.1.1 Focus group discussions.

FGDs have been conducted with citizens at cell level, members of local councils (cell and sector levels), opinion leaders, and CSO members at district level, and executive secretaries at cell and sector level. A total of 35 FGDS have been conducted, with each FGD comprised of at least 15 individuals. For each FGD, gender parity and age parameters have been considered. Focus group interview guides have been designed (see Appendix 1). District governance advisors acted as the local focal points and assisted in the recruitment of participants (based on established selection criteria) and arranged venues to host the FGDs.

3.3.1.2 Key informant interviews.

In addition to FGDs, key informant interviews (KIIs) have been conducted with selected members of district executive committee and councils, representatives of the National Women's Council (NWC), the National Youth Council (NYC), and the National Council for People with Disabilities (NCPD) at district level. KIIs also include heads of corporate services, human resource managers, directors of good governance, mayors, directors of planning, and selected sector executive secretaries. Table 2 depicts the number and categories of FGDs and KIIs. A comprehensive key informant interview guide has also been developed (see Annex 2). In a bid to maximise the information collected and to conduct evidence-based advocacy, the assessment process is backed up by audio-visual support. Audio-visual researchers videotaped all consenting FGDs and KIIs, and eventually produced a documentary in support of the research findings.

3.3.2 Quantitative data collection methods and tools.

3.3.2.1 Survey.

The quantitative phase is in the form of a survey designed to collect data through a tablet-based structured questionnaire. The questionnaire was designed after completing the first round of FGDs and KIIs. It is informed by the findings of FGDs and KIIs, as well as the literature review.

3.4 Data Collection Procedures

3.4.1 Hiring enumerators.

In an effort to ensure the high quality of this research, experienced data enumerators were hired, who at least had a bachelor degree in social sciences and had participated in more than five

research projects in the past as a field enumerator for a reputable institution. In total, fifteen field enumerators and five supervisors were recruited and took part in the data collection exercise

3.4.2 Training enumerators.

A three-day training was organised in which field enumerators were rigorously trained on the administration of the questionnaire. The enumerators were given a general introduction to the research, and the meaning and essence of each question in the questionnaire was explained. The enumerators were also given opportunity to familiarise themselves with using the tablets.

3.4.3 Pre-testing.

After the training, the questionnaire was pre-tested in Kimironko sector, which was not included in the sampled sectors in Gasabo district. In this exercise, each enumerator was required to interview three to five respondents. Pre-testing helped the research team to fine tune the questionnaire, and improve the clarity and question sequencing of the data collection.

3.5 Data Management and Analysis

3.5.1 Data management and analysis for the qualitative data.

In order to preserve data of the highest quality, the KIIs and FGDs were audio-visually recorded, transcribed, cleaned, and loaded onto Atlas.ti version 8.4 (a specialised qualitative data analysis software) for data analysis. Consistent with Braun & Clarke (2006), the six steps of thematic content analysis were used for qualitative data analysis. The steps that were followed include becoming familiar with the data set, generating initial codes, searching for themes, reviewing themes, defining themes, and writing the report (Braun & Clarke, 2006, p. 92). This enabled the research team to find general themes to inform the writing process.

3.5.2 Data management and analysis for the quantitative data.

After fieldwork, the data was transmitted to a server on a daily basis, where it was stored while data collection continued. Data received on the server was reviewed on a regular basis to ensure data coherence. After data collection, the data set was imported to SPSS version 22, where it was analysed. During the analysis process, the data was tabulated in frequency tables and, where necessary, data was visualised in the form of graphs and charts. Cross tabulations were also done to check for possible associations among different variables.

As a good research practice, and to the extent possible, the discussion of findings is also linked to the literature review in order to identify possible knowledge gaps worth exploring in future research. External validity is maintained by generalising the conclusions only to the districts covered. There is no intention to extrapolate the findings to national level.

After research report drafting, a national stakeholder meeting will be organised to review and validate the research findings. Once stakeholder comments and feedback have been integrated into the report, it will be produced and shared with the National Institute of Statistics Rwanda (NISR), along with the raw data. NISR feedback will also be incorporated and then the final report will be produced for the purpose of both publication and informing the second milestone of the project: local leader capacity building.

3.6 Quality Control Measures

For the purpose of assuring quality, the following measures were taken.

1. Interpeace and NAR senior management, heads, and programme officers reviewed the research documents (concept note, methodology, data collection tools, and draft report). This served to ensure that quality was not only audited, but also that the work was owned by both organisations as part of their internal learning processes.

2. Members of the TWG and TSWG gave technical support to the research team. They played a vital role in providing guidance on concepts, policy and legal frameworks, context analysis, and in reviewing and validating the research methodology and tools, as well as in reviewing the draft report prior to the national stakeholder meeting.

3. RGB and the NISR also reviewed the research protocol and granted research permits.

4. Triangulation (the use of various data collection methods and collecting data from various sources) and iterative approaches (progressive reviews throughout the assessment process) were used.

5. Field supervision and editing were done during quantitative data collection to ensure adherence to the approved research protocol.

3.7 Ethical Considerations

Ethical standards to conduct quality research have been strictly observed throughout the research process. Prior to kicking-off any interview, interviewees were informed about the background of the assessment, its ultimate goal and objectives, the intended use of findings, and the measures taken to ensure the confidentiality and anonymity of data sources. Each potential interviewee was given an opportunity to seek clarifications on unclear areas from the interviewer before consenting (written or verbally) to take part in the assessment.

3.8 Expected Use of Findings

As it is exploratory in nature, this assessment has the potential to fill in the critical programming knowledge gaps about how the existing capacity in local government supports local leaders to effectively engage citizens from all walks of life in local decision-making processes and thus respond to their voice. More particularly, the findings will be used to gather a district-specific understanding of local leader capacity needs in the districts of Musanze, Nyagatare, Huye, Rutsiro, and Gasabo, where the project that is financially supporting this assessment is implemented. This understanding will be drawn upon by NAR, Interpeace, RMI, and any other goodwill actor, to inform the design of tailor-made capacity development interventions targeted at local leaders in those specific districts. Untapped opportunities, lessons learnt, success stories, and innovative practices will be disseminated as part of a knowledge management strategy, in collaboration with RMI and other interested actors.

04 FINDINGS PRESENTATION, INTERPRETATION, AND DISCUSSION

This chapter presents, interprets, and discusses findings from the local leader capacity needs assessment. It also contextualises the findings in relation to the existing literature. The chapter is divided into six sections, including: social demographic characteristics, understanding the importance of being responsive to citizen needs, citizen participation mechanisms, opportunities to enhance citizen engagement, capacity gaps hindering local leader responsiveness to citizen needs, and priority areas for local leader capacity improvement.

4.1 Social Demographic Characteristics

This section details the social demographic characteristics of the respondents. In particular, it documents respondent place of residence, age, sex, education level, marital status, and ubudehe category.

Indicator	Category	Frequency and percentage (%) N=1054
Province and district	Northern - Musanze Southern - Huye City of Kigali - Gasabo Western - Rutsiro Eastern - Nyagatare	234 (22.2) 218 (20.6) 215 (20.4) 197 (18.7) 191 (18.1)
Gender	Male Female	664 (63.0) 390 (37.0)
Marital status	Married Single Widowed Separated	**830 (78.8)** 172 (16.3) 12 (1.1) 40 (3.8)
Age group	18–30 31–40 41–50 51–60 61–70 71+ Don't know	198 (18.8) **400 (38.0)** **294 (27.9)** 124 (11.8) 33 (3.1) 4 (0.4) 1 (0.1)

Ubudehe	Category 1	61 (5.8)
	Category 2	**312 (29.6)**
	Category 3	**660 (62.6)**
	Category 4	21(2.0)
Education level	Never went to school	4 (0.4)
	Primary level	238 (22.6)
	Secondary level	401 (38.1)
	Tertiary education	411 (38.9)
Category of local leaders	Councillors	761 (72.2)
	Executive committee staff	293 (27.8)

Table 3: Social demographic characteristics

A majority of the respondents are male (63%) with females accounting for just more than one third (37.0%). A significant majority (78.8%) of the respondents are single, with most of them (65.9%) aged between 31 and 50 years. About nine in ten (92.2%) of the interviewed local leaders are either in ubudehe category 2 or 3. A majority of study respondents (77.0%) have attended at least tertiary or secondary education.

4.1.1 Respondent gender distribution across the study area.
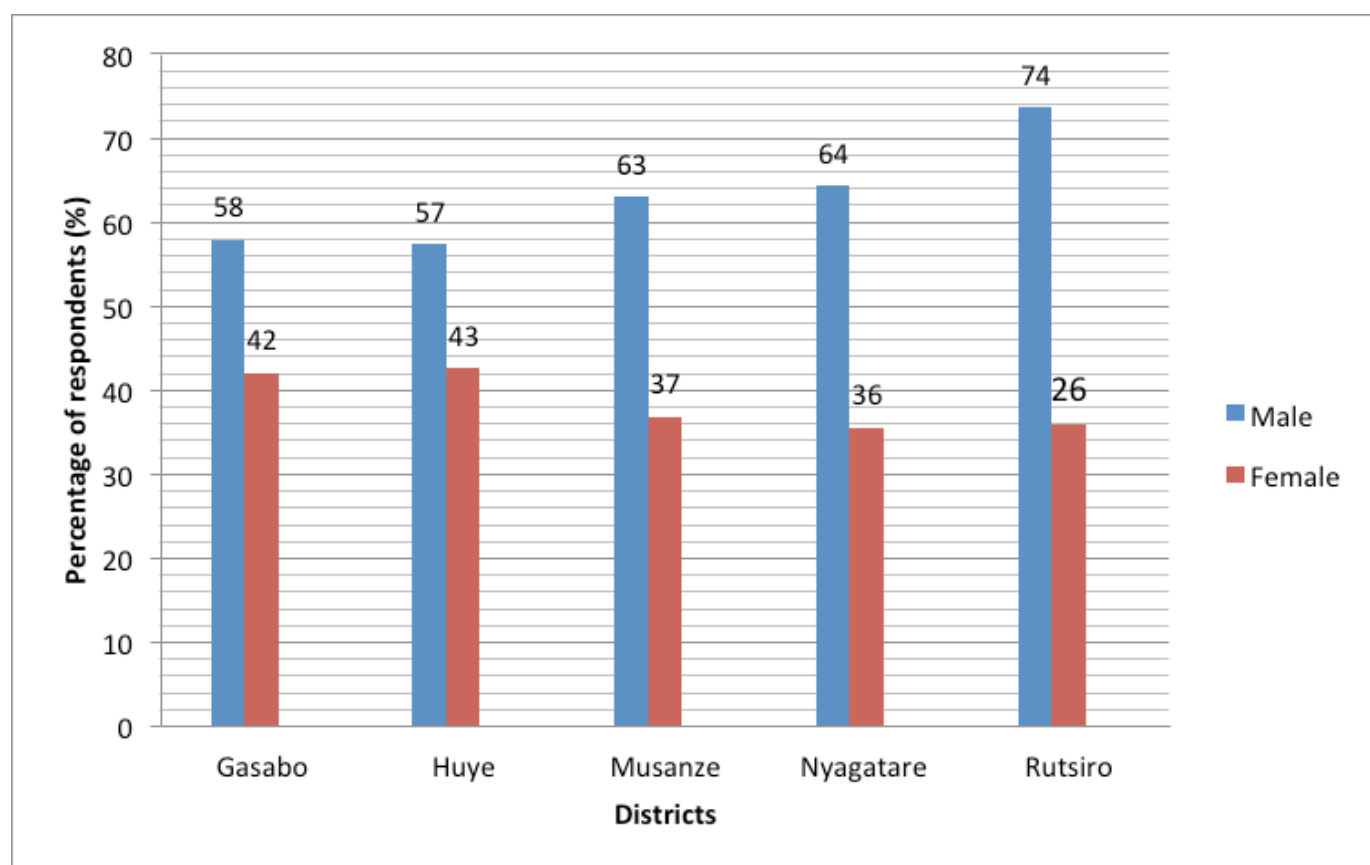
Figure 1: Gender distribution, per district (across the study area)

In all districts, the majority of respondents are males. The highest representation of males is observed in Rutsiro district (74%) while the lowest male representation is in Huye district (57%). The highest female representation is observed in Huye (43%) and Gasabo (42%), where at least four in ten respondents interviewed are female. The representation of women in Musanze (37%) and Nyagatare (36%) follows closely.

4.2 Local Leader Understanding of the Importance of Responsiveness to Citizen Concerns

This sub-section describes the perceptions of local leaders as to their understanding of what it means to be responsive to citizen concerns. Table 4 presents a ranking of the frequency of their responses.

4.2.1 Local leader understanding of responsiveness to citizen concerns.

Indicator	Frequency and percentage (%) n= 1054
Paying attention to citizen needs, concerns, and priorities	917 (87.0)
Implementing solutions for key issues raised by citizens	391 (37.1)
Providing feedback to citizens on their unmet needs	251 (23.8)
Close collaboration with citizens	239 (22.7)
Being accountable to citizens	193 (18.3)
Communicating to citizens with humility	171 (16.2)
Being on duty/in office to solve citizens issues	129 (12.2)
Respecting appointments for meetings with citizens	39 (3.7)

Table 4: Local leader understanding of being responsive to citizen concerns

Local leaders have various understandings of what it means to be responsive to citizen concerns. A large majority (87%) believe that responsiveness implies paying attention to citizen needs, concerns, and priorities. This understanding concurs with Bratton (2010), who defines political responsiveness as the "willingness of leaders to register the preferences of constituents, that is, by paying attention to their requests and complaints" (Bratton, 2010, p.5). Important proportions of respondents provide further insight on other aspects of responsiveness, including: implementing solutions for key issues raised by citizens (37.1%), providing feedback to citizens on their unmet needs (23.8%), close collaboration with citizens (22.7%), being accountable to citizens (18.3%), and communicating to citizens with humility/humbleness (16.2%).

Overall, the study suggests that, to a very large extent, local leaders are aware of major aspects of the concept of responsiveness to citizen concerns.

The qualitative findings that result from KIIs and FGDs with both citizens and local leaders corroborate the quantitative findings. Key informants interpret being responsive to citizens needs as taking time, listening to citizen concerns, and, where possible, implementing solutions to the issues they raise. Generally, when local leaders and citizens are quizzed on what they understand by responsiveness to citizen voices, they centre on the theme of listening to citizen concerns and addressing them. A snapshot of indicative quotes elaborates these findings.

> *Being responsive to citizen concerns means providing enough time for citizens to freely express their concerns and you attentively listen to them.* **(Cell councillor, Gasabo district)**

> *Giving citizens audience to voice their concerns or needs, and us as their leaders should listen to them, convey their concerns to our superiors, and look for solutions.* **(Sector councillor, Huye district)**

> *For a citizen to express his or her needs, it does not require education or sophisticated knowledge. Instead it's a way to engage citizens on what they need and when they need it.* **(Sector executive secretary, Huye district)**

> *Personally, I think being responsive means whatever is going to be done or implemented, a citizen should have been consulted and their views taken into account, either in what is done for citizens or what is being planned.* **(Citizen, Nyagatare district)**

> *The main reason is because it's the citizen that will implement most of the proposed development actions. When the citizen participates in formulating the actions, it becomes easy for the citizen to understand the projects and fully participate in the implementation.* **(Citizen, Gasabo district)**

The interpretations from citizens and local leaders alike are consistent with available literature. Herringshaw (2018, p. 6) notes that being responsive to citizen needs entails considering their inputs and disclosing reasons why their inputs have or have not been incorporated during the planning process. Sjoberg, Mellon & Peixoto (2017, p. 341) also suggest that local governments can actually directly seek and address individual citizen concerns.

The fact that both local leaders and citizens have identical understanding of being responsive to citizen concerns is quite significant. The revised National Decentralization Policy of 2012 envisions a governance system that is guided by empowered citizens (MINALOC, 2012, p. 24). The existence of a shared understanding of what responsiveness means among local leaders and citizens indicates progress towards this vision. In this regard, citizens reveal numerous instances of raising concerns and local leaders addressing these concerns. For example, citizens in Rutunga sector of Gasabo district cite the revising of the Ubudehe as one of the key examples that shows increased responsiveness by local leaders towards their concerns, as one citizen explains:

> *Another concern that we raised in the meeting and was addressed by local leaders includes the revision of Ubudehe. The Ubudehe categorisation was a very big problem. We raised this issue every time we went for citizen assemblies and finally they were revised.* **(Ordinary citizen, Rutunga sector, Gasabo district)**

4.3.2 Understanding the importance of seeking citizen views in local government decision-making processes.

This sub-section presents citizen responses on how they understand the importance of seeking citizen views in local government decision-making processes. Evidence suggests that local leaders are more likely to be more responsive to citizens if they consider responsiveness to citizens concerns to be important (Gaventa, 2004, p. 27).

Indicator/variable	Frequency and percentage (%) N=1054
Citizens know exactly their needs	727 (69.0)
It eases implementation	686 (65.1)
Citizens are the basis for all development action	661 (62.7)
Promotes sustainability	220 (20.9)
To maximise inputs from different categories of citizens	152 (14.4)

Table 5: Importance of seeking citizen views in local governments decision-making processes

The survey suggests there is a high proportion of citizen respondents who understand the rationale for local leaders to seek citizen views in local governments decision-making process. The top three reasons they cite, include: the fact that citizens are aware of their needs (69%), easing activity implementation (65.1%), and citizens being the basis for all development action (62.7%). To a large extent, participants in FGDs and KIIs also express these views. For instance, when asked about the importance of seeking citizen views in planning, a citizen from Nyagatare district says, "Usually, it's us the citizens that know the issues we face here at the grassroots level. If we do not get a chance to reveal those issues to the local leaders, they cannot know them."

A councillor at the district level also echoes similar sentiments, commenting, "It's actually the citizens who know what they want. It's only when local leaders get to know what the citizens want that they can be able to implement solutions."

Other local leaders also corroborate the reasons mentioned in Table 5. A summary of their responses follows.

> *I think it's important because often whatever is done in development depends on the citizen. So if you're going to implement any development project without consulting the citizen to know their view, then there is a problem.* **(District coordinator NCPD)**

> *When the citizen participates in deciding what should be done for him [or her], he [or she] becomes protective of what has been achieved.* **(Citizen, Nyagatare district)**

> *Now local leaders have understood that citizens are the foundation of everything. The citizens form the basis for activities implemented on his [or her] behalf and all other development plans also have to be citizen centred.* **(Director of good governance, district level)**

Citizen participation is not a privilege, but a right and obligation rooted in the Constitution of the Republic of Rwanda. Article 48 stipulates that Rwandans have a duty to participate in country development processes. Indeed, this serves to emphasise the value the country attaches to citizen participation in decision-making processes. This is evident in multiple policies that promote citizen participation, such as the National Decentralization Policy (MINALOC 2012) and Ministerial Instruction N°002/07/01, which establishes community assemblies (inteko z'abaturage). Existing literature, such as Li (2015, p. 100), credits citizen participation in decision-making with improved accountability and better alignment between citizen needs and development action. Local leaders clearly understand the importance of citizen participation, which is quite encouraging.

4.2.3 Frequency of citizen engagements by local leaders in different aspects of their work.

This sub-section describes how regularly local leader respondents seek citizen views while performing their duties.

4.2.4 Instances and how often local leaders engage citizens.

Indicator/variable	Category 1	Frequency and percentage (%) N=1054
Seeking citizen views directly during the imihigo process	Always	635 (60.2)
	Sometimes	340 (32.3) 92.5
	Rarely	51 (4.8)
	Never	21 (2.0)
	Not applicable	7 (0.7)
Seeking citizen views through their representatives during the imihigo process	Always	585 (55.5)
	Sometimes	328 (31.1) 86.6
	Rarely	62 (5.9)
	Never	35 (3.3)
	Not applicable	44 (4.2)
Seeking citizen views directly during budgeting process	Always	330 (31.3)
	Sometimes	277 (26.3) 57.6
	Rarely	105 (10.0)
	Never	234 (22.2)
	Not applicable	108 (10.2)
Seeking citizen views directly during local planning process	Always	482 (45.7)
	Sometimes	389 (36.9) 82.6
	Never	67 (6.4)
	Rarely	72 (6.8)
	Not applicable	44 (4.2)

Providing information concerning their views during the imihigo process	Always	552 (52.4)
	Sometimes	367 (34.8) 87.2
	Rarely	75 (7.1)
	Never	38 (3.6)
	Not applicable	22(2.1)
Providing space for citizens to select beneficiaries of pro-poor programmes	Always	803 (76.2)
	Sometimes	196 (18.6) 94.8
	Rarely	19(1.8)
	Never	19(1.8)
	Not applicable	17(1.6)

Table 6: Instances of and how often local leaders engage citizens

An overwhelming majority of local leaders seek citizen views either directly (92.2%) or indirectly (86.6%) through their representatives during the imihigo process. Similarly, local leaders seek citizen views during the imihigo planning process (82.6%), and provide information concerning their views during the imihigo process (87.2%). In contrast, only slightly more than half (57.6%) of local leaders report having directly sought citizen views during the budgeting process.

The notion of local leaders inadequately engaging citizens in the local government budgeting process is not new, and is reported by other studies (NAR, 2016, p. 23; RGB, 2016, p. 90). Data from the FGDs with citizens corroborate these findings in the qualitative interviews. A citizen in Huye district explains, "During the preparation of the budget, the local leaders don't usually seek citizen views."

When asked about why citizen engagement is lower during the budgeting process, local leaders reveal two major challenges. First, local leaders claim budgeting is a technical process requiring technical skills that are lacking among citizens, given their low education levels. Second, they suggest that the current planning process, whereby three priority concerns are selected at each administrative level (namely, village, cell, and sector) are inadequate. Most citizen priorities that are raised are dropped by the time the planning process reaches the district level. This makes meaningful citizen participation in the budgeting process difficult.

The main reason is because it's the citizen that will implement most of the proposed development actions. When the citizen participates in formulating the actions, it becomes easy for the citizen to understand the projects and fully participate in the implementation".

(Citizen, Gasabo District)

As one key informant puts it:

> *The main challenge is working with citizens whose knowledge is still low. Most of them did not go to school and for them to give ideas on the budgeting process it is difficult. Sometimes they do not know what they want or what is most valuable for them.* **(Monitoring and evaluation officer, district level)**

While some of those interviewed agree that some citizens have limited knowledge to participate in technical processes such as budgeting, they suggest that there are some citizens who are knowledgeable enough to participate in the budgeting process.

> *I don't agree that all citizens have limited knowledge because there are some citizens who understand the technical budgeting process and can ably participate in the budgeting process.* **(Citizen, Rutsiro district)**

Every year MINECOFIN releases a planning and budgeting call circular that comes with multiple tools to guide and monitor citizen participation in the budgeting and planning process. These guidelines, however, are not well understood by citizens and local leaders, especially those at lower levels. Considering that the budgeting process is technical in nature, there is a need to develop user-friendly tools to facilitate participatory budgeting processes in order to address some of the concerns raised by local leaders and citizens.

4.2.5 Types of citizen engagement used by local leaders.

Figure 2 illustrates the types of citizen participation mechanisms that local leaders use when engaging citizens.
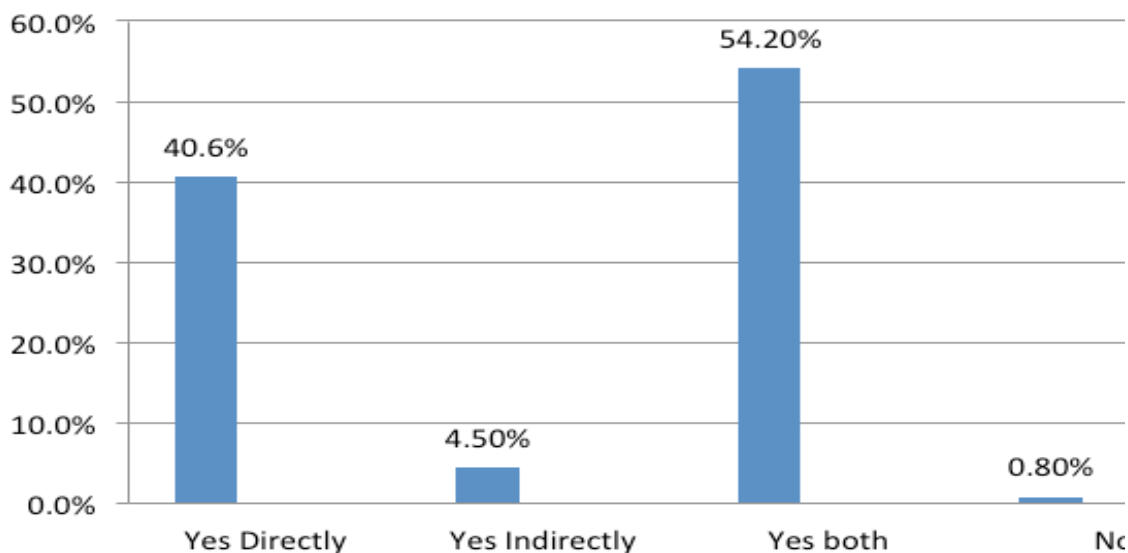
Figure 2: Type of citizen engagement used by local leaders

Slightly more than half (54.2%) of local leaders report using both direct and indirect citizen participation mechanisms, while about four in ten (40.6%) use only direct citizen participation mechanisms. The popularity of direct citizen participation mechanisms as compared to indirect citizen participation mechanisms may be explained by Rwandan government political will, as evidenced by the existence of multiple direct citizen participation channels, including cell

assemblies, umuganda, and parent evening forums. A majority of study respondents come from the cell or sector level, which are geographically closer to citizens, which could also explain the predominance of direct citizen participation.

In Rwanda, there are numerous direct citizen participation channels that require citizens and local leaders to interact at least once per week, making exclusive indirect citizen engagement highly unlikely; hence the lower percentage (4.5%).

4.2.6 Local leader reasons for engaging citizens.

This sub-section highlights the main reasons why local leaders engage citizens.

Indicator/variable	Frequency and percentage (%) N=1054
For which reasons do you engage citizens	
Consultation	666 (63.2)
Problem solving	625 (59.3)
Issue identification	546 (51.8)
Information/communication	516 (48.9)
Issue analysis	451 (42.8)
Service provision	331 (31.4)
Public accountability	144 (13.6)

Table 7: Local leader reasons for engaging citizens

Table 7 highlights the reasons local leaders engage citizens, including consultations (63.2%), problem solving (59.3%), issue identification (51.8%), information and communication (48.96%), issues analysis (42.8%), and service provision (31.4%). Lastly, public accountability is loosely defined as an obligation to answer publicly for responsibilities that have been conferred on an individual or authority (Smyth, 2007, p. 30). This response receives the lowest score (13.6%) among local leaders.

A great deal of local leader engagement with citizens aims to seek their views (consultation), solve problems, and identify issues or problems that require the attention of and action by leaders. At least half (50%) of respondents are of this view. These three areas are so critical for citizen engagement, especially as far as planning and budgeting is concerned. It is also important to note that problem solving is equally important because it is one of the major expectations citizens have of local leaders. Previous studies (NAR, 2016) reveal that citizen assemblies (Inteko z'abaturage) are mostly used by local leaders to solve citizen problems, both at the individual and community-based levels.

Citizen participation is fast becoming a culture in Rwanda. Local leaders indicate through KIIs and FGDs that their primary role is to address the concerns of citizens. In his own words, a district mayor said; "the main reason for the existence of local government is to be close to citizens and work for them so citizens can own what is done for them. Even our policy is citizen centred and everything is based on the concerns raised by citizens".

In Rwanda, local leaders and citizens meet at least once per week. While engaging in these citizen participation channels, they discuss a range of different issues, including consulting citizens, solving problems, and conveying information and communication, among other functions. This

explains why local leaders score consultations the highest. It also explains why other parameters are quite close, as indicated in Table 7. In addition, local leaders understand that being responsive to citizen needs entails actively listening to citizen concerns and addressing those concerns. This is, then, a reason as to why local leaders score consultation and problem solving the highest.

At the same time, however, there is a remaining gap when it comes to the quality of citizen engagement processes. In this research, local leaders express challenges related to using participatory approaches to engage citizens. This raises a question about how adequate and meaningful the citizen engagement process actually is.

Furthermore, the fact that public accountability receives such a low ranking from local leaders is a reason for concern because of its importance. Public accountability facilitates and enables citizens to monitor and control the actions of local government. In such a scenario, the local government is more open and transparent towards the citizens it serves. This creates good collaboration between citizens and local leaders (Northern Ireland Open Government Network (NIOGN), 2015, p.1).

4.3 Mechanisms Local Leaders Use for Citizen Engagement

4.3.1 Citizen participation mechanisms preferred by local leaders.

Table 8 presents a list of existing citizen participation mechanisms as ranked according to the preferences of local leaders.

Indicator	Frequency and percentage (%) N=1054
Cell assemblies (inteko y'abaturage)	693(65.75)
Village general assembly	540(51.23)
Community work (umuganda)	387(36.72)
Councils (inama njyanama)	244(23.15)
Parent evening assembly	190(18.03)
Office meetings	164(15.56)
Local leaders outreach programme	116(11.01)
Isibo[4] (small-scale household groupings at village level)	107(10.5)
Nation Council of People with Disabilities	21(1.99)
National Women's Council	15(1.42)
National Youth Council	14(1.33)
Social media	8(0.76)
Community radio	7(0.66)

Table 8: Citizen participation mechanisms used and ranked by local leaders

Overall, inteko y'abaturage is the most preferred (65.8%) citizen participation forum. The village general assembly comes second, at slightly more than half (51.3%), and umuganda comes third (36.7%). Other citizen participation fora that local leaders rank include inama njyanama (23.2%), parent evening forums (18.0%), office meetings (15.6%), local leader outreach programmes (11.0%), isibo (10.5%), National Council of People with Disabilities (1.9%), National Women's Council (1.4%), National Youth Council (1.3%), social media (0.8%), and community radio (0.7%).

The popularity of inteko y'abaturage is corroborated by the qualitative findings. Local leaders and citizens both agree that the cell assembly has added advantages that make it the stand out citizen participation mechanism. Local leaders provide strong reasons as to why they find cell assemblies exceptional compared to other citizen participation mechanisms. The available literature supports this. A study by RALGA (2017, p. 12), for example, shows that community assemblies are most preferred by both citizens and local leaders, followed by community works. RALGA points out that the community assemblies are preferred because citizens are able to raise their concerns.

> *I want to give two or three reasons regarding cell assemblies. Number one: Citizens get space to voice their concerns to local leaders contrary to other forums, where you go as the leaders and you address them through a speech. Then later, you allocate the remaining time for citizens. But during Inteko z'abaturage, it's the citizens who are allocated the majority of the time and we the leaders sit and listen.*
> **(District Mayor)**

In this study, local leaders advance three specific reasons why they prefer inteko y'abaturage. First, cell assemblies facilitate fair conflict resolution, mainly due to the presence of many diverse groups of people who have a clear understanding of the root causes of a given conflict. Second, the venues for cell assemblies are geographically closer to citizens compared to other fora. Third, and perhaps the most important reason, the cell assembly is the only mechanism in which citizen engagement is the primary focus of the meeting. During cell assemblies, citizens raise their concerns while local leaders listen, making the citizen the centre of attention. Study participants explain their preferences in their own words.

I want to give two or three reasons regarding cell assemblies. Number one: Citizens get space to voice their concerns to local leaders contrary to other forums, where you go as the leaders and you address them through a speech. Then later, you allocate the remaining time for citizens. But during Inteko z'abaturage, it's the citizens who are allocated the majority of the time and we the leaders sit and listen. (District mayor)

The good thing with cell assemblies is that the citizens themselves participate directly in resolving conflicts. This provides added advantage because they know more details about the conflict since they live together in the same neighbourhood. Sometimes a person may come to the district office and report a case, but during inteko z'abaturage, the citizens give us the correct version of events. (District mayor)

Every Tuesday, the leaders come and we meet. During those meetings, we discuss several concerns and get solutions. For example, recently we discussed food insecurity and resolved to grow enough crops for our families because growing only one crop was leading to food insecurity. (Citizen, Rutsiro district)

The predominance of support for inteko y'abaturage is unprecedented among both local leaders and citizens, especially when compared to other citizen participation channels such as umuganda and umugoroba w'ababyeyi, as highlighted in Table 8 and qualitative evidence presented. This is mainly because they address needs and expectations of both local leaders and citizens. Indeed, this raises an important question as to how other citizen participation channels can be adapted so as to make them more popular. It would be interesting to assess the feasibility of amending other existing citizen participation channels based on the success of inteko y' abaturage.

4.3.2 Existing opportunities for being responsive to citizen concerns.

This sub-section details the available opportunities that facilitate local leader responsiveness to citizen concerns.

Indicator/variable	Frequency and percentage (%)
Political will	603 (57.2)
Existence of consultative meetings during imihigo planning (3 concerns per village to cells)	421 (39.9)
Security	321 (30.5)
Icyumba cy'imihigo	145 (13.8)
Availability of media avenues that reach a large part of the population	70 (6.6)
Existence of CSOs offering extra space to participate	50 (4.7)

Table 9: Opportunities to enhance citizen engagement

A majority (57.2%) of local leaders name political will as the most significant opportunity, while more than a third (39.9%) of local leaders select the existing consultative meetings during the imihigo planning process. Other notable opportunities include security (30.5%), icyumba cy'imihigo (13.8%), availability of media avenues that reach a large part of the population (6.6%), and the existence of CSOs offering extra space to participate (4.7%).

Local leaders state that political will is best exemplified by the Rwandan president, Paul Kagame, through his citizen-centred governance. This is manifest in several policies that require and promote citizen participation. Article 48 of the Rwandan constitution stipulates that Rwandans have a duty to participate in the development of their country (GoR, 2016, p. 17). The first specific objective of the revised National Decentralization Policy calls for improved and sustained citizen participation in planning, implementation, and monitoring and evaluation in government decisions that affect their lives (MINALOC, 2012, p. 24). The National Strategy for Transformation, under transformational governance pillar priority six, further emphasises the need for increased citizen participation and

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8   *Isibo (amasibo in plural form) refers to a group of between 15 to 20 households in a village. Villages are divided into these smaller groups of households (isibo) with the aim of easing planning, monitoring, and implementation of activities at the village level.*

engagement in development (GoR, 2017, p. 19). Embedded in all these policy documents is the concept of enhancing citizen participation.

Qualitative findings indicate a similar trend. Both local leaders and citizens agree that political will for citizen participation is at its highest. A director of good governance at the district level uses an old Kinyarwanda proverb to explain the role of political will in promoting citizen participation from the highest echelons of the government.

> *There is a proverb that says, "Imbyino nyiri urugo ateye ni yo bikiriza" [The people dance the music played by the head of the house]. It would be awkward for the president of the country to say we should focus on citizen-centred development, with citizens having an active role in development, and then another person suggests otherwise.* **(Director of good governance, district level)**

Other officials at the sector level reinforce the importance of political will:

> *We have His Excellency President Paul Kagame. He is an exemplary and model leader. We have senior government leadership that provides us with the vision and mission that we follow. When you have the central government providing vision and political guidance, this facilitates local government.* **(Sector executive secretary)**

> *Personally, I would say there is political coercion or enforcement to promote citizen participation. It's true there is political will in the country that citizens should play an active role in what is done for them. The decentralisation policy of 2001 and Vision 2020 all suggest that the development of Rwanda should be based on the citizen voice. The citizens should have an active role and own the development. That kind of political will is there at the highest level. But there is also political coercion or enforcement because not until the introduction of the 10 points awarded in imihigo, based on citizen participation, did local government actually start to meaningfully engage citizens.* **(President of inama njyanama)**

The existing consultative meetings during the imihigo planning process are identified as another opportunity for local leaders to be more responsive towards citizen priorities. In the current imihigo planning process, along each administrative level, three priorities are selected and advanced for further prioritisation at the next level of administration, from the village level to the cell, then the sector, and finally the district. Local leaders did, however, mention one major drawback with the system.

Local leaders reveal that a lot of legitimate priorities raised by citizens are dropped at each administrative level during the planning process. This results from prioritising the given priorities. Even worse, most of the priorities that are dropped as a result of the prioritising process are permanently lost since there is no database for their storage.

> *We have 29 villages, which means we received about 60 priorities at the village level. As these priorities are forwarded to the next administrative level, further prioritisation is done, and three priorities are selected from each cell. Along the way, many priorities suggested by citizens are dropped. By the time these priorities reach the district, there are only five.* **(Sector executive secretary)**

The fact that many of the suggested citizen priorities are dropped proves to have a direct impact on the provision of feedback. Local leaders express hesitation to provide negative feedback, claiming it would demotivate citizens or make leaders look small or insignificant.

> *We as local leaders have a challenge. You go assess and find that in a specific cell you have about 20 priority projects. Due to the prioritising in the planning process, you find that by the time the planning process reaches the district, sometimes none of the 20 priorities selected at the cell level have made it. As the leader with responsibility to go back and provide feedback, you do not feel you have fulfilled your responsibility to go back as a leader.* **(District division manager)**

The availability of media avenues that reach a large part of the population and the existence of CSOs offering extra space for citizens to participate are ranked the lowest by local leaders. During key informant interviews, local leaders acknowledge that media presents a potential opportunity for them to be more responsive towards citizen needs. At the same time, local leaders also proffer a number of explanations for their low opinion of the media, including lack of professionalism, absence of balanced reporting, and focusing on controversies that create headlines.

> *I do not know whether the media we have is similar to the rest of the world. I don't know what they call news because when you look back and analyse, you find they only focus on controversies. That's the reason local leaders hold them in low regard.* **(Director of good governance, district level)**

> *The media is a good avenue that can actually help us to change the mind-set of citizens. The challenge local leaders have regarding media is related to their conduct. You find that you have 100 things and they only focus on what was not done, disregarding what was achieved.* **(Sector executive secretary)**

In contrast, ordinary citizens disagree with local leader opinions on media, instead suggesting that the main reason for local leader unease with the media is due to being suspicious about some of the things they have not adequately addressed.

> *I think the reason local leaders do not like the media is because there are some unresolved issues, which makes them suspicious that the media might report them.* **(Citizen, Nyagatare district)**

Key informant interviews with media personnel accuse local leaders of bias because they always want positive coverage. As one key media informant says, *"They always want us to cover the positives but neglect those that are not going well. This is contrary to our profession."*

4.4 Good Practices for Enhancing Local Leader Responsiveness to Citizen Concerns

The Food and Agricultural Organisation (FAO) (2015, p.1) defines a good practice as not only a practice that is good, but a practice that has been proven to work well and produce good results, and is therefore recommended as a model. It is a successful experience, which has been tested and validated, in the broad sense, which has been repeated and deserves to be shared so that a greater number of people can adopt it. Similarly, Jackson, Trutkowski & Mururajani (2015, p. 7) summarise good practice as the most favourable technique for solving a given problem or accomplishing a particular goal that can be shared and used by others.

There are specific criteria that are used to determine or qualify what constitutes a good practice. This research adopts a set of criteria that makes local leaders more responsive to citizen priorities. These include effectiveness, efficiency, level of success, relevance, sustainability, and the possibility of being replicated in different geographic areas (Jackson, Trutkowski & Mururajani, 2015, pp. 9–11).

4.4.1 Toll free phone number in Rutsiro district.

A toll free phone number is a phone number that enables people to call in without being charged. In Rwanda, all districts have acquired toll free phone numbers on advice from the Ministry of Local Government. The idea of establishing toll free phone numbers is to make local leaders more responsive to citizen needs by making them more accessible.

In most districts, however, the toll free phone numbers are not working as intended. In some cases, sim cards have been lost, while in others citizens complain that these numbers are rarely answered. In Rutsiro district, however, the number appears to be working properly, enhancing local leader responsiveness to citizen needs, and prompting this research to classify it as a good practice.

In Rutsiro, the toll free phone number is under the stewardship of the district public relations officer. When a citizen calls in and voices his or her concern, the public relations officer records the citizen concern in a devoted register book and thereafter compiles a report of the raised concerns. The district public relations officer reaches out and tasks the concerned district officials with addressing the issue that was raised by the citizen. Through use of the toll free phone number, both local leaders and citizens report that numerous citizen issues have been solved, especially those that were urgent in nature. The toll free number provides a cost-free way for citizens to access local leaders. Additionally, it also enables citizens who have been aggrieved at the local level, such as in sectors and cells, to reach the district level and voice their concerns, hence promoting accountability at sub-district local government levels.

> *What I can say is that the toll free phone number enables citizens to call in and seek for solutions to their problems.* **(Monitoring and evaluation officer, district level)**

> *On another note, the toll free number helps us in cases where local leaders at the lower levels and citizens have misunderstandings. In such cases, citizen concerns cannot be resolved at those levels. The toll free number helps us to know most of the problems citizens have. It also offers hope and confidence to the citizen that they can provide their concerns without interruption and fear from lower-level local leaders.* **(District executive secretary)**

4.4.2 Electronic based platform: WhatsApp Messenger groups and Twitter.

WhatsApp Messenger[5] and Twitter[6] are social media platforms that are widely used in Rwanda. Likewise, local leaders create WhatsApp Messenger groups among themselves, and sometimes with citizens. These WhatsApp Messenger groups appear to facilitate communication between local leaders themselves, and citizens. For instance, the National Council for People with Disabilities (NCPD) in Gasabo district report holding virtual meetings between the district executive committee of the NCPD and representatives at the sector level during local government planning processes. The NCPD leadership in Gasabo district indicate that this initiative has helped them to overcome the challenge of limited means of transport, especially for people with disabilities.

Similarly, district leadership in Rutsiro report having a WhatsApp Messenger group that connects local leaders with the citizens of Rutsiro district and other people who come from Rutsiro but are in other localities. Local leaders report that this group helps in communication with citizens. In one instance, through this group, the district successfully raised funds for medical fees for one of their residents abroad.

All local leaders and a significant portion of Rwandan citizens are registered as active twitter subscribers. Twitter has proven to be an effective tool for holding local leaders accountable. Through Twitter, citizens directly voice some of their concerns to local leaders, and on many occasions local leaders respond promptly. Twitter is not only effective among local leaders, but is also used by and among central-government level leaders and the private sector.

Nevertheless, these electronic platforms have not been optimally utilised. In most cases, these platforms are used in an ad hoc manner lacking a more structured and systematic use. If used optimally, these platforms have the capacity to solicit views of people in formal employment and the business community who often miss inteko y'abaturage, especially during the crucial local government planning and budgeting process.

Studies clearly indicate e-governance as the future. Kalsi and Kiran (2015) credit e-governance with improved links between government and society that can serve to reduce time, costs, and corruption, while increasing effectiveness, efficiency, transparency, and accountability.

4.5 Key Capacity Gaps

4.5.1 Level of ease or difficulty performing select aspects of local government work.

Table 10 quantifies the level of difficulty local leaders encounter while performing specific aspects of their work.

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9   *WhatsApp Messenger is a social media platform widely used in Rwanda for communication, both individually and also in group settings.*
10   *Twitter similarly is a social media platform used for sharing information and stimulating open discussion. Twitter has become quite popular in Rwanda, especially among the elite.*

How easy is it for you to engage citizens on each of the following aspects?	Difficult	Easy	Don't know
	Frequency and percentage (%) N=1054		
Identification of their needs	264 (25.0)	788 (74.8)	2 (0.2)
Structuring their needs	346 (32.8)	706 (67.0)	2 (0.2)
Needs prioritisation	251 (23.8)	802 (76.1)	1 (0.1)
Reaching consensus	397 (37.6)	655 (62.2)	2 (0.2)
Budgeting	400 (37.9)	389 (37.0)	265 (25.1)
Integrating citizen needs in the plans and imihigo process at your entity	363 (34.5)	671 (63.7)	20 (1.9)
Implementation	392 (37.2)	653 (62.0)	9 (0.9)
Monitoring	342 (32.5)	695 (65.9)	17 (1.6)
Evaluation	313 (29.3)	731 (69.4)	15 (1.4)
Providing feedback on unmet needs	295 (28.0)	749 (71.4)	7 (0.7)

Table 10: Local leader level of ease or difficulty performing specific aspects of their work

The majority of respondents report not having difficulties with engaging citizens in all assessed areas. The study does suggest, however, that important proportions (more than 30%) of local leaders find it difficult to engage citizens in many regards. Overall findings indicate that local leaders have some difficulty in areas such as budgeting (37.9%), reaching consensus on the selected needs (37.6%), implementation (37.2%), monitoring (32.5%), integrating citizens needs in imihigo (34.5%), and needs structuring (32.8%). Furthermore, KIIs with local leaders indicate that they express a need for capacity building in these gap areas in order to engage citizens more effectively.

4.5.2 Level of knowledge on participatory approaches.

This sub-section assesses respondent knowledge about using participatory approaches to engage citizens in local government.

Level of knowledge and skills in participatory approaches	High	Medium	Low	None	Don't know
Frequency and percentage (%) N=1054					
Knowledge of participatory methods in planning	157 (14.9)	662 (62.8)	178 (16.9)	50 (4.7)	7 (0.7)
Skills in facilitating a participatory planning process	303 (28.7)	594 (56.4)	126 (12.0)	27 (2.6)	4 (0.4)
Knowledge in identifying key priorities	408 (38.7)	548 (52.0)	86 (8.2)	10 (0.9)	2 (0.2)
Knowledge and understanding of national policies/programmes related to your professional responsibilities	372 (35.3)	545 (51.7)	113 (10.7)	15 (1.4)	9 (0.9)
Knowledge in effective localisation of national policies/programmes	289 (27.4)	523 (49.6)	156 (14.8)	64 (6.1)	22 (2.1)
Public communication skills	403 (38.2)	511 (48.5)	119 (11.3)	20 (1.9)	1 (0.1)
Group meeting facilitation	461 (43.7)	501 (47.5)	80 (7.6)	12 (1.1)	0 (0.0)
Skills in facilitating a participatory budgeting exercise	223 (21.2)	482 (45.7)	172 (16.3)	129 (12.2)	48 (4.6)
Knowledge of participatory methods in budgeting	183 (17.4)	477 (45.3)	195 (18.5)	152 (14.4)	47 (4.5)

Table 11: Local leader levels of knowledge on participatory approaches

Only a minority of respondents (at most 40%) report having a high level of knowledge and skills in participatory approaches. Cumulatively, at least 60% of respondents have medium, low, or very low levels of knowledge and skills in participatory approaches in general. More specifically, the large majority (84.4%) of respondents cumulatively have medium or lower levels of knowledge regarding participatory methods in planning. The level of knowledge among local leaders in participatory budgeting methods also ranked medium or lower (78.2%), cumulatively.

The findings indicate a consistent pattern with all parameters measured on participatory approaches ranking medium or lower. Similarly, other parameters with medium or lower levels of knowledge and skills in participatory approaches include facilitating a participatory planning

process (71%), knowledge in identifying key priorities (61.7%), and knowledge and understanding of national policies/programmes related to professional responsibilities (63.8%), among others.

Qualitative findings from the KIIs and FGDs consistently support these findings. Local leaders indicate that their knowledge of participatory approaches is indeed limited since they do not receive any training prior to taking on their leadership duties. Instead they are encouraged to learn by doing, thus making it difficult to implement participatory approaches.

> *In local government, we do not have a specific institution where we get people who have knowledge on participatory approaches. Our staff members are recruited through a normal competitive process, as for any civil servant. They learn the participatory approaches while on the job. That's the reason why most of them ranked their knowledge as medium.* **(District mayor)**

> *There are some leaders who do not know how to discuss issues with citizens. When you do not avail time and space for citizens to freely express themselves, for example, and instead you instruct them forcefully or just read out to them as if it's Mass [Catholic church service]. In such a case, even me as a citizen, I would not comeback to such a meeting.* **(Director of good governance, district level)**

> ❝
> *There are some leaders who do not know how to discuss issues with citizens. When you do not avail time and space for citizens to freely express themselves, for example, and instead you instruct them forcefully or just read out to them as if it's Mass [Catholic church service]. In such a case, even me as a citizen, I would not comeback to such a meeting.*
> **(Director of good governance, district level)**

4.5.3 Hindrances to local leader responsiveness to citizen concerns.

This sub-section assesses the hindrances local leaders face in engaging citizens in local government planning processes (see Table 12).

Factors	Frequency and percentage %) N=1054
Inadequate means of transport	517(54.7)
Citizen mind-set	462(43.8)
Limited/lack of communication facilitation	381(36.2)
Tight deadlines	244(23.2)
Heavy workload	213(20.2)
Limited/lack of working materials/equipment	212(20.1)
Too many meetings to attend	84 (7.9)
Limited knowledge of participatory approaches	83(7.9)

Table 12: Major hindrances to local leader responsiveness to citizen concerns
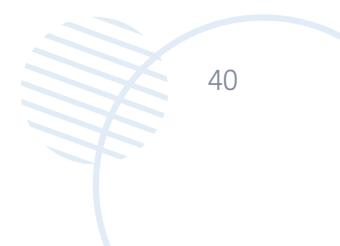
Slightly more than half (54.7%) of local leaders name inadequate means of transport as their top hindrance, and close to half cite citizen mind-set as their top hindrance. Insufficient means of communication (36.2%), tight deadlines (23.2%), heavy workload (20.2%), limited working materials/equipment (20.1%), too many meeting to attend (8.0%), and inadequate knowledge in participatory approaches (7.9%) are among the other significant hindrances local leaders cite.

Those who participated in the FGDs and KIIs echo similar capacity gaps. Inadequate or absent means of transport as a hindrance is more pronounced among the following categories: councillors at the cell level, councillors at the sector level, executive committee staff at the cell level, and representatives of the National Women's Council, the National Youth Council, and members of the National Council of People with Disabilities. A series of quotes from some key informants offers additional insight.

Me, when I first joined the National Women's Council, I was surprised. A district like Gasabo is like a country of its own, I think. You invite a representative from Rutunga sector for a meeting at the district offices and you don't provide a means of transport. Transport from Rutunga to and fro is 10,000 Rwandan francs [approximately USD 10.50] because they use motorcycles. So it becomes very hard. **(Key Informant, National Women's Council, district level)**

We have a challenge of transport means, considering that 70% of our work is supposed to be in the field and we come to the office mostly for report writing. You find the movement in the field is really big challenge, especially in such a sector with hilly terrain and limited public transport. **(Secretary for social affairs, sector level)**

In terms of capacity gaps, in the sector council we have commissions—a commission in charge of good governance and a commission in charge of economic development. But when it's necessary for the commissions to go to the field, they do not get transportation refunded. Most times, this affects our work in the commission. **(Councillor, sector level)**

Another issue is the lack of transport means. This is an issue that is challenging us. It's important that they should also be providing transport, so that if we are to provide service to the citizens, we reach there in time and leave on time. **(Coordinator, National Youth Council, district level)**

> *when I first joined the National Women's Council, I was surprised. A district like Gasabo is like a country of its own, I think. You invite a representative from Rutunga sector for a meeting at the district offices and you don't provide a means of transport. Transport from Rutunga to and fro is 10,000 Rwandan francs [approximately USD 10.50] because they use motorcycles. So it becomes very hard.*
> **(Key Informant, National Women's Council, district level)**

Another gap that should be addressed is related to the budget for levels below the district. This is a very big challenge. We demand a lot from them, yet the budget they have is very little, but they have to deliver. For example, the cell council is supposed to do a lot of work, but sometimes doesn't. When you talk to them, they tell you that when a council member at the sector attends a meeting, they are given a transport refund. Why is it that you do not apportion anything for us? We also attend these meetings—at the expense of our other development activities. **(Director of good governance, district level)**

There is a need to assess the capacity to provide support for councillors so that they get transport refunds. At the cell level, they do not get anything since the cell has no budget. This affects the issues that are supposed to be addressed or resolved. **(Director of planning, district level)**

When the village leader needs transport, when they have been invited to Rwempasha or Bushoga for a meeting at the sector, the leader will use 2,000 Rwandan francs [approximately USD 2.10] to reach there and 2,000 francs to come back, which makes a total of 4,000 francs. But that money has come from his family budget, which affects personal development. **(Citizen, Nyagatare district)**

> **"**
> *The staff at the cell level are currently two. You realise they are not enough for the cell. The cell has roughly between 11 and 14 villages. There are many people and it creates a serious problem.*
> **(Civil registration officer, sector level, Rutsiro district)**

Capacity gaps related to budgetary constraints such as lack of transport, office materials, and communication means are reported at the lower levels, especially among volunteer entities such as the local council. Such entities report incurring costs that have direct impacts on their families. Above any other challenges, these appear the most urgent among local leaders, hindering their ability to effectively engage citizens.

For executive committee staff, heavy workloads, tight deadlines, and limited knowledge of participatory approaches are reported as the major hindrances. Heavy workloads and tight deadlines are caused by high staff turnover in local government, especially at the cell level. The local government organogram is also only partially complete. The executive committee staff is unable to fulfil their duties because of heavy workloads, which are due to either understaffing or staff turnover. Extracted quotes from key informants elaborate these issues.

The staff at the cell level are currently two. You realise they are not enough for the cell. The cell has roughly between 11 and 14 villages. There are many people and it creates a serious problem. **(Civil registration officer, sector level, Rutsiro district)**

Even the capacity building we conduct for staff compared to the workload require from them… In other words, we ask of them more than what we have invested. At the end of the day, you find we have jeopardised the quality of work somehow. You realise we do not have enough workers who are focused on only their work. The reason is we invest less than what we expect out of them. **(District mayor)**

> *I think other challenges we as citizens encounter while seeking public services is that sometimes these services are slow as a result of few staff. This impacts us citizens. Sometimes you find the worker has gone to the field to check on the terraces. When you call him [or her] they tell you, "I will come at 11:00 a.m." This has impacts on our other activities. **(Citizen, Rutunga sector)***

Knowledge on participatory approaches was not ranked among the top hindrances despite respondents indicating that they have inadequate knowledge and skills for using participatory approaches in engaging citizens. Two factors explain the position of local leaders. First, very few local leaders understand why participatory approaches are important as far as citizen engagement is concerned. Second, logistic needs such as inadequate means of transport that are ranked high have a direct impact on their basic needs in terms of their family welfare, with local leaders reporting that they incur financial costs that are paid from their own personal resources

4.5.4 Top hindrances across the five districts of the study area.

Table 13 illustrates the hindrances to citizen engagement segregated according to the five districts of the study area.

Factors by district	Frequency and percentage (%) N=1054		
	No	Yes	Total
1. Limited/lack of means of transport			
Gasabo	132 (61.4)	83 (38.6)	215
Huye	116 (53.2)	102 (47.8)	218
Musanze	75 (32.2)	158 (67.8)	233
Nyagatare	79 (41.4)	112 (58.6)	191
Rutsiro	81 (41.1)	116 (58.9)	197
2. Citizen mind-set			
Gasabo	145 (67.4)	70 (32.6)	215
Huye	139 (63.8)	79 (36.2)	218
Musanze	145 (62.2)	88 (37.8)	233
Nyagatare	97 (50.8)	94 (49.2)	191
Rutsiro	66 (33.5)	131 (66.5)	197

3. Limited/lack of communication facilitation			
Gasabo	182 (84.7)	33 (15.3)	215
Huye	143 (65.6)	75 (34.4)	218
Musanze	121 (37.6)	112 (62.4)	233
Nyagatare	115 (60.2)	76 (39.8)	191
Rutsiro	112 (56.9)	85 (43.1)	197
4. Tight deadlines			
Gasabo	148 (68.8)	67 (31.2)	215
Huye	173 (79.4)	45 (20.6)	218
Musanze	199 (85.4)	34 (14.6)	233
Nyagatare	142 (74.3)	49 (25.7)	191
Rutsiro	148 (75.1)	49 (24.9)	197
5. Heavy workload			
Gasabo	170 (79.1)	45 (20.9)	215
Huye	182 (83.5)	36 (16.5)	218
Musanze	184 (79)	49 (21.0)	233
Nyagatare	167 (87.4)	24 (12.6)	191
Rutsiro	138 (70.1)	59 (29.9)	197
6. Limited/lack of working materials/equipment			
Gasabo	188 (87.4)	27 (12.6)	215
Huye	183 (83.9)	35 (16.1)	218
Musanze	199 (85.4)	34 (14.6)	233
Nyagatare	151 (79.1)	40 (20.9)	191
Rutsiro	121 (61.4)	76 (38.6)	197

Table 13: Hindrances to citizen engagement across the five study districts

Inadequate means of transport is more pronounced in rural districts when compared to the urban one. Musanze records the highest prevalence (67.8%), followed by Rutsiro (58.9%), then Nyagatare and Huye (58.6% and 47.8%, respectively). Gasabo registers the lowest prevalence

(38.6%). Gasabo most likely has the lowest ranking because it is an urban district with a better transport system. Citizen mind-set, insufficient communication facilitation, and limited or lack of working materials follow a similar trend.

4.5.5 Top hindrances among different categories of local leaders.

Table 14 shows the distribution of the top hindrances among the two interview categories (councillors and executive committee staff) of local leaders.

Factors	Frequency and percentage (%) N=1054		
	No	Yes	Total
1. Limited/lack of means of transport			
Councillors	318 (41.8)	443 (58.2)	761
Executive committee staff	164 (56.0)	128 (44.0)	293
2. Citizen mind-set			
Councillors	432 (56.8)	329 (43.2)	761
Executive committee staff	160 (54.6)	133 (45.4)	293
3. Limited/lack of communication facilitation			
Councillors	424 (55.7)	337 (44.3)	761
Executive committee staff	249 (84.9)	44 (15.1)	293
4. Tight deadlines			
Councillors	613 (80.6)	148 (19.4)	761
Executive committee staff	197 (67.2)	96 (32.8)	293
5. Heavy workload			
Councillors	645 (84.8)	116 (15.2)	761
Executive committee staff	196 (66.9)	97 (33.1)	293
6.Limited/lack of working materials/equipment			
Councillors	601(80.0)	160 (21.0)	761
Executive committee staff	241(82.3)	52 (17.7)	293

Table 14: Top hindrances among different categories of local leaders

Councillors record a higher prevalence than executive committee staff in material or financial support-related hindrances, such as limited means of transport (58.2%), limited communication facilitation (44.3%), and limited working materials (21.0%), while executive committee staff top councillors in working condition-related hindrances, such as tight deadlines (32.8%) and heavy workload (33.1%).

Councillors provide voluntary services and hence do not receive monthly remuneration, thus the finance-related challenges are understandable. Similarly, executive committee staff are permanent technical staff that provide daily service delivery to citizens, among other responsibilities. It is thus equally understandable that they face working condition-related challenges such as heavy workload and unrealistic deadlines.

4.5.6 Top hindrances among different levels of local government administration.

Table 15 showcases the ranking of top hindrances local leaders face across local government administration levels, from the district to the cell.

Top factors hindering local leader capacities to directly consult citizens effectively for local planning, budgeting, implementation, and evaluation processes	Frequency and percentage (%) N=1054		
	No	Yes	Total
1. Limited/lack of means of transport			
District	51 (76.1)	16 (23.9)	67
Sector	106 (44.9)	130 (55.1)	236
Cell	326 (43.4)	425 (56.6)	751
2. Citizen mind-set			
District	32 (47.8)	35 (52.2)	67
Sector	128 (54.2)	108 (45.8)	236
Cell	432 (57.5)	319 (42.5)	751
3. Limited/lack of communication facilitation			
District	59 (88.1)	8 (11.9)	67
Sector	178 (75.4)	58 (24.6)	236
Cell	436 (58.1)	315 (41.4)	751

4. Tight deadlines			
District	51 (76.1)	16 (23.9)	67
Sector	156 (66.1)	80 (33.9)	236
Cell	603 (80.3)	148 (19.7)	751
5. Heavy workload			
District	55 (82.1)	12 (17.9)	67
Sector	172 (72.9)	64 (27.1)	236
Cell	614 (81.8)	137 (18.2)	751
6. Limited/lack of working materials/ equipment			
District	59 (88.1)	8 (11.9)	67
Sector	199 (84.3)	37 (15.7)	236
Cell	584 (77.8)	167 (22.2)	751

Table 15: Top hindrances across local government administration levels

Generally, financial and material related challenges increase in a descending order from the district to the cell, while working environment-related hindrances are more prevalent at the sector, district, and cell level among executive committee staff. For instance, the hindrance identified as limited means of transport increases from (23.9%) at the district level to (55.1%) at the sector level and finally to (56.6%) at the cell level. In a similar trend, insufficient means of communication facilitation increases from (11.9%) at the district level to (24.6%) at the sector level and (41.4%) at the cell level. In contrast, the hindrance of tight deadlines is more prevalent at the sector (33.9%) and district (23.9%) levels.

Key informants attribute the lack of refunds for transportation costs at the cell level to low attendance of njyanama at cell levels. Key informants further indicate that they also incur high costs that affect their family finances. The executive secretary of Kinazi sector supports this analysis when she says, "There is a problem of low attendance rates at the cell level for njyanama due to the lack of transport refunds."

4.5.7 Citizen perspectives on factors hindering local leader responsiveness to their concerns as ranked by local leaders.

Table 16 highlights factors that citizens identify as hindering local leader responsiveness to citizen priorities.

Citizen perspectives on factors hindering local leader responsiveness to their concerns	Frequency and percentage (%) N=1054
Citizen mind-set	341 (32.4)
Limited knowledge	285 (27.0)
Limited citizen attendance in different programmes	234 (22.2)
Citizens are not abiding by our guidance	188 (17.8)
Difficult geographical terrain in some districts	100 (9.5)
Long distances of travel to attend meetings	92 (8.7)

Table 16: Citizen perspectives on factors hindering local leader responsiveness to their needs

Citizen mind-set is ranked highest (32.4%), followed by limited knowledge (27.0%), limited attendance in different programmes (22.2%), and citizens not abiding by the guidance local leaders (17.8%).

Qualitative findings from the KIIs and FGDs report similar findings. For starters, local leaders define citizen mind-set as a dependent mind-set, resistant to change and susceptible to prevailing economic conditions. Local leaders suggest citizen mind-set affects their uptake of different government programmes and shapes citizen attitudes. Respondents elaborate their views of citizen mind-set in their own words.

 Recently we went to Jabana sector to monitor women's cooperatives. We reached a school and found community health workers helping a lady and her two grandchildren who were infested with jiggers [parasitic sand fleas that burrow into skin and lay eggs] by applying medication. Then I asked the lady, "Mama, really?" She laughed and replied that it's the local leaders who hadn't come to help them. **(Key informant, National Women's Council, district level)**

Recently we went to Jabana sector to monitor women's cooperatives. We reached a school and found community health workers helping a lady and her two grandchildren who were infested with jiggers [parasitic sand fleas that burrow into skin and lay eggs] by applying medication. Then I asked the lady, "Mama, really?" She laughed and replied that it's the local leaders who hadn't come to help them.
(Key informant, National Women's Council, district level)

> *Sometimes the problem is with the citizens. In inteko z'abaturage [cell assemblies] where decisions are made and needs are voiced, we do not attend those meetings as we should be doing.* **(Citizen, Rutunga sector, Gasabo district)**

The issue of citizen mind-set as a significant factor that hinders local leader responsiveness towards citizen concerns is both echoed by citizens and local leaders. Local leaders mainly attribute this to a dependency mind-set, and suggest that it is an unintended effect of the pro-poor programmes that the government has implemented to address poverty in Rwanda. Local leaders also cite lower education levels and ignorance as one important factor that might be contributing to a negative citizen mind-set. Local leaders nonetheless suggest that there is need for sensitisation of Rwandan citizens regarding their responsibilities in relation to government, as well.

4.5.8 Local leader perspectives on factors hindering their responsiveness to citizen concerns.

Table 17 outlines the factors identified by local leaders that hinder their responsiveness to citizen priorities.

Factors identified by local leaders that hinder their responsiveness to citizen concerns	Frequency and percentage (%) N=1054
Inadequate leadership style	690 (65.5)
Poor time management	161 (15.3)
Over solicitation of contributions	112 (10.6)
Limited knowledge on some topics	94 (8.9)
None	161 (21.5)

Table 17: Factors identified by local leaders that hinder their responsiveness to citizen needs

In a self-assessment, the majority (65.5%) of local leaders report inadequate leadership style as the leading factor limiting their responsiveness to citizen priorities. Poor time management (15.3%), over-solicitation of contributions (10.6%), and limited knowledge on some topics (8.9%) are the other factors local leaders mention.

These findings are consistent with the qualitative data. Key informants confess that there are some local leaders who exhibit characteristics of inadequate leadership and recommend trainings on leadership skills. Inadequate leadership styles manifest in different ways; for example, through a culture of centralism (NAR, 2018; RALGA, 2017). Quotes from key informants offer additional insight.

> *Another thing is time. Some local leaders invite us for a meeting at 8:00 a.m. and the meeting starts at 1:00 p.m. This affects our other activities, such as farming.* **(Citizen, Nyagatare district)**

> *There are some things I see that can qualify as poor leadership. The first thing is I agree that*

*whoever works can make a mistake, but if it comes to soliciting bribes and unfairly treating citizens, it's worse than poor leadership style and we encounter such cases. **(District mayor)***

The issue of inadequate leadership style from local leaders could be attributed to the culture of centralism that some local leaders still exhibit. Past studies, including a NAR (2016) research report entitled "Governing with and for Citizens", along with a 2018 NAR report on understanding the contributing factors to low citizen participation in local government imihigo processes, identify the culture of centralism as a hindering factor for citizen participation. Inadequate leadership style has the unintended effect of demotivating citizens from engaging local leaders, thus creating a gap in their collaboration. Consequently, citizens cannot freely express their concerns due to fear of local leaders (NAR, 2016, p. 19).

4.6 Capacity Development Areas

This section describes the different capacity building areas that need attention for local leaders to

> " *There are some things I see that can qualify as poor leadership. The first thing is I agree that whoever works can make a mistake, but if it comes to soliciting bribes and unfairly treating citizens, it's worse than poor leadership style and we encounter such cases. **(District mayor)***

make more effective responsiveness to citizen needs and concerns.

4.6.1 Prevalence of training among local leaders.

Figure 3 shows the number of local leaders who have attended at least one training in the last the three years.
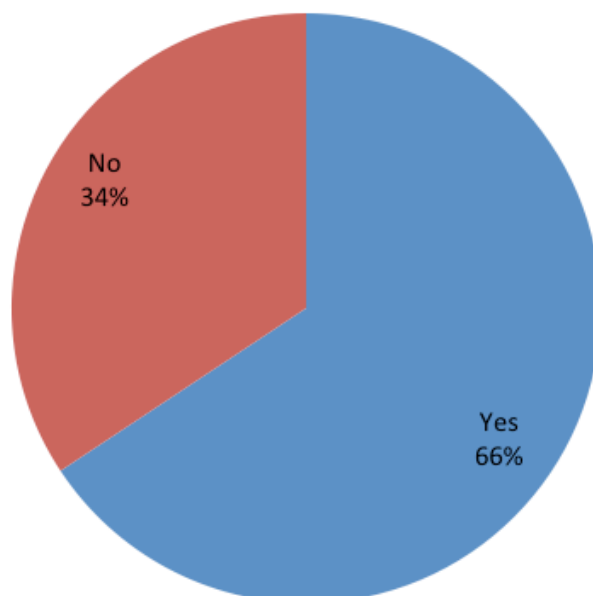
Figure 3: Prevalence of local leaders who have received training (past three years)

Overall, a majority (66.0%) of local leaders have received training in the last three years, while slightly more than one third of local leaders (34.0%) have received no training in the last three years.

Overall, key informants reveal that there is more need for training opportunities compared to the available training programmes. Local leaders acknowledge this gap and reveal that they try cover for this by learning on the job through their peers at work who may be more experienced and knowledgeable in specific areas of work.

4.6.2 Prevalence of training per district.

Table 18 shows the prevalence of training in the last three years per district.

Training in the last three years, by district		Frequency and percentage (%) N=1054		Total
No		Yes		
District	Gasabo	26 (12.1)	189 (87.9)	215
	Huye	113 (51.8)	105 (49.2)	218
	Musanze	112 (48.1)	121(51.9)	233
	Nyagatare	57 (29.8)	134 (71.2)	191
	Rutsiro	54 (27.4)	143 (72.6)	197
Total		362	692	1,054

Table 18: Prevalence of training received in the last three years, per district

Huye and Musanze districts have the highest prevalence of not having received training (51.8% and 48.1%, respectively). Nyagatare (29.8%) and Rutsiro (27.4%) follow, while Gasabo registers the lowest prevalence (12.1%).

4.6.3 Prevalence of training among councillors and executive committee staff

	Councillors	Executive committee staff
■ Didn't receive training	42.2%	7.1%
■ Recieved training	57.8%	92.9%
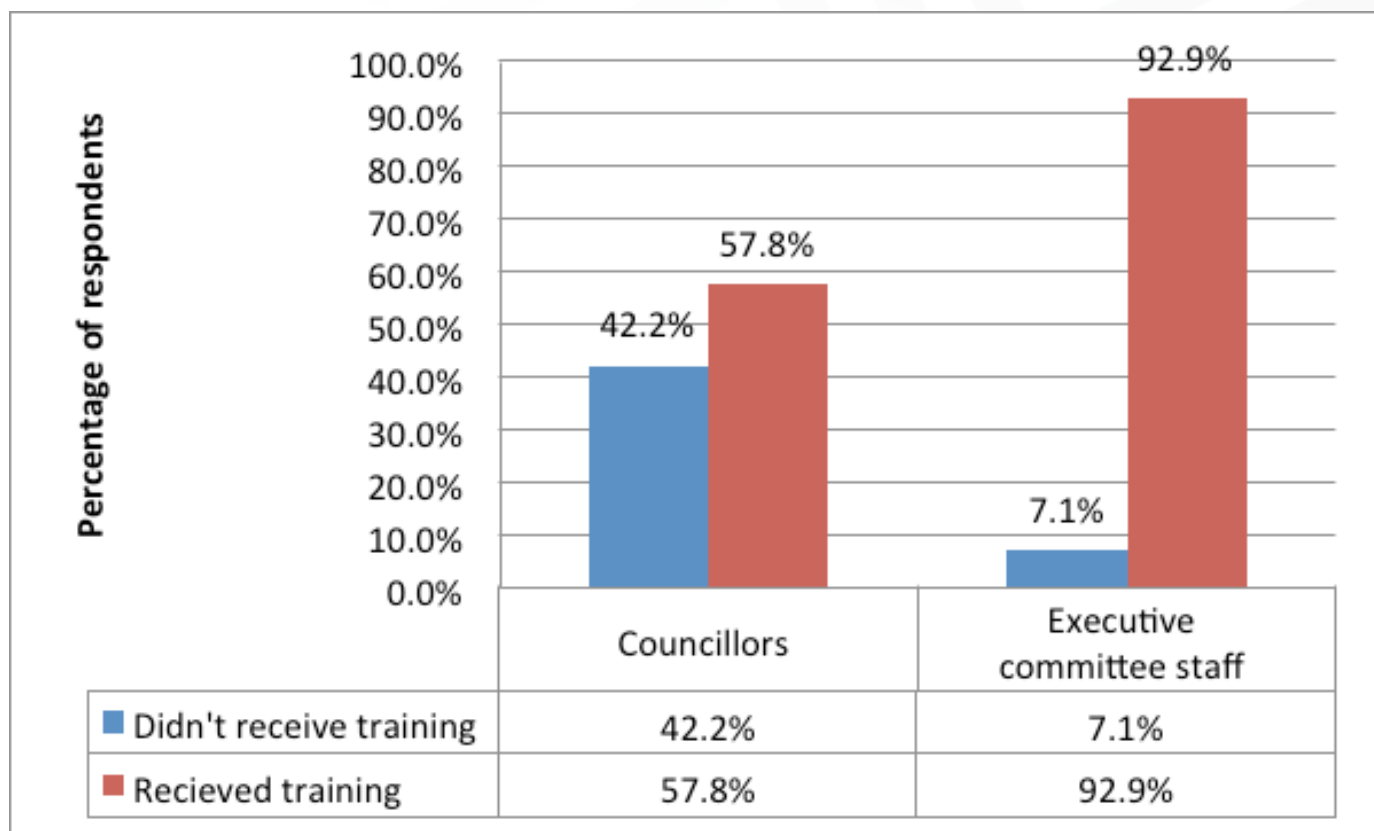
Figure 4: Prevalence of councillors and excecutive committe staff who have received training in the last three years

As indicated in Figure 4, training is significantly higher among executive committee staff (92.9%) when compared to councillors (57.8%). The need for training is higher for councillors since around four in ten (42.2%) have not received training in the last three years. The findings clearly indicate a higher need for trainings among councillors compared to executive secretary staff. Not surprisingly, then, councillors express limited knowledge in different areas of their work, especially in participatory approaches. This is worrying, given that the primary role of councillors is to inclusively engage citizens, solicit their concerns, and convey these to executive secretary staff.

4.6.4 Prevalence of training among local leaders, per local government administrative level.

Figure 5 shows the prevalence of training across local government administrative levels, from the district to the cell.
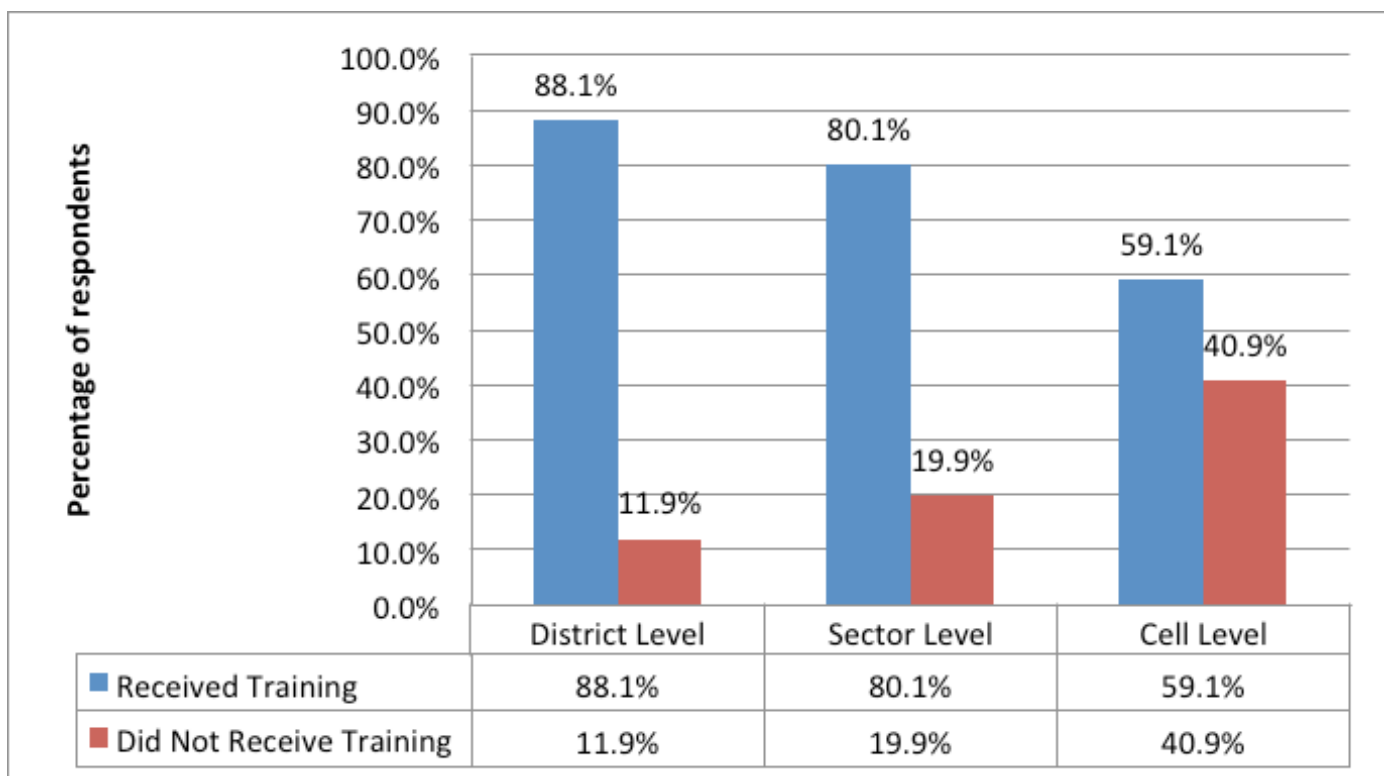
Figure 5: Prevalence of local leaders who have received training, per administration level

Overall, the number of those receiving training reduces from the district to the cell level. At the district level, the majority of local leaders (88.1%) have received training in the last three years, while at the sector level the prevalence drops (80.1%). The prevalence drops significantly at the cell level (59.1%). Such evidence suggests reduced opportunities for capacity building among administrative levels that are closer to the citizens. Such a scenario can lead to reduced responsiveness to citizen priorities as a result of limited knowledge (see Table 11).

4.6.5 Topics covered by past trainings.

If yes, which among the following themes did the training cover?	Frequency and percentage (%)
Conflict resolution	392 (37.2)
Leadership skills	386 (36.6)
Gender mainstreaming in local government plans	367 (34.8)
Group facilitation skills	350 (33.2)

Participatory approaches	330 (31.3)
Law relating to persons and family	301 (28.6)
Participatory planning	286 (27.1)
Inheritance law	274 (26.0)
Land laws	240 (22.8)
Time management	230 (21.8)
Taxation laws	216 (20.5)
Participatory budgeting	190 (18.0)
Human resources management	88 (8.3)

Table 19: Topics covered by past trainings

Table 19 illustrates the areas that past trainings have covered. Conflict resolution and leadership skills are the most covered (37.2% and 36.6%, respectively). Gender mainstreaming (34.8%), group facilitation skills (33.2%), and participatory approaches (31.3%) are among others training areas that are identified as past themes.

Local leaders in the KIIs and FGDs reveal that the training needs are still considerably high compared to the available training opportunities. They call for an increase in the number of trainings currently on offer.

The Rwanda Management Institute (RMI), a public capacity development institution, indicates that in most institutions, such as local government entities, staff that prepare capacity building plans lack the required competence. Consequently, some instances are observed in which the wrong set of beneficiaries have been sent to attend a training. Other examples include trainings that are approved and conducted without conducting a prior training needs assessment. Evidence indicates that conducting training without a training needs assessment may lead to training sessions that are less relevant and do not necessarily address the needs of the institution (Firdousi, 2014, p. 113).

4.6.6 Preferred future capacity building areas among local leaders.

Area of work	Frequency and percentage (%)
Leadership skills	551 (52.3)
Law relating to persons and family	437 (41.5)
Land laws	419 (39.8)
Conflict resolution	407 (38.6)

Participatory approaches	392 (37.2)
Inheritance law	362 (34.4)
User friendly summaries/ policy briefs	305 (28.9)
Gender mainstreaming in local government plans	273 (25.9)
Taxation laws	255 (24.2)
Group facilitation skills	239 (22.7)
Time management	173 (16.4)

Table 20: Future priority capacity building areas suggested local leaders

> *What my fellow councillors are saying is true. There is a saying that says when one is going to get healed of a disease, he or she should freely talk about it [ujya gukira indwara ngo arayirata]. When you're for the parent evening forums [umugoroba w'ababyeyi] to sensitise people about a specific law, you should have knowledge on the law. As councillors, we do not have an entity that provides us with trainings.*
> **(Councillor, sector level)**

Around half (52.3%) of local leaders mention leadership skills as the highest priority for training, while at least four in ten (41.5%) local leaders name law relating to persons and family as a priority. Among other key priority areas raised are land laws (39.8%), conflict resolution (38.6%), participatory approaches (37.2%), and inheritance law (34.4%). Overall, these findings indicate that a majority of local leaders are not aware of some relevant skills required to engage citizens, or that they simply do not regard those areas as priorities. In both cases, this is a serious issue. Local leaders are likely to continue organising meetings that are officially meant for consultation purposes, but end up only being information-sharing meetings, without a consultative component.

These findings are consistent with the qualitative data. During the KIIs and FGDs, local leaders select leadership skills and awareness on most commonly used laws as the most important topics for capacity building. For instance, a mayor from one of the study districts asserts, "But there is something I want to really emphasise—the issue of leadership gaps. Because much as they went to school, these workers studied different things and not necessarily leadership."

A district human resources manager also emphasises the importance of leadership skills, saying that the issue of leadership needs extra attention among local leaders. Other participants also add their views.

I have spent some time observing and I realise the issue of leadership needs attention and consideration. Local leaders need to know how to conduct themselves, and fulfil their roles and responsibilities in a timely manner. **(Human resource manager, district level)**

I think there is need for trainings, especially at the lowest levels. There is a need for training on conduct of local leaders. There is a need for training on governance. **(Citizen, Nyagatare district)**

What my fellow councillors are saying is true. There is a saying that says when one is going to get healed of a disease, he or she should freely talk about it [ujya gukira indwara ngo arayirata]. When you're for the parent evening forums [umugoroba w'ababyeyi] to sensitise people about a specific law, you should have knowledge on the law. As councillors, we do not have an entity that provides us with trainings. **(Councillor, sector level)**

Generally, councillors at the cell and sector levels are more interested in capacity building on the laws that they normally encounter at the grassroots level while executing their roles as councillors. These laws include land laws, inheritance law, and the law relating family and persons. In contrast, executive committee staff are more interested in skills that can ease their work, such as participatory approaches and leadership skills.

4.6.7 Preferred future training priorities, per district.

Table 21 presents preferred future priority training areas across the five districts of the study area.

Area of work	Frequency and percentage (%) N=1054		
	No	**Yes**	**Total**
1. Leadership skills			
Gasabo	101 (47.0)	114 (53.0)	215
Huye	113 (51.8)	105 (48.2)	218
Musanze	106 (45.5)	127 (54.5)	233
Nyagatare	83 (43.5)	108 (56.5)	191
Rutsiro	100 (50.8)	97 (49.2)	197
2. Law relating to persons and family			
Gasabo	103 (47.9)	112 (52.1)	215
Huye	144 (66.1)	74 (33.9)	218
Musanze	136 (58.4)	97 (41.6)	233
Nyagatare	96 (50.3)	95 (49.7)	191
Rutsiro	138 70.1)	59 (29.9)	197

3. Land laws			
Gasabo	97 (45.1)	118 (54.9)	215
Huye	152 (69.7)	66 (30.3)	218
Musanze	132 (56.7)	101 (43.3)	233
Nyagatare	95 (49.7)	96 (50.3)	191
Rutsiro	159 (80.7)	38 (19.3)	197
4. Conflict resolution			
Gasabo	105 (48.8)	110 (51.2)	215
Huye	148 (67.9)	70 (32.1)	218
Musanze	125 (53.7)	108 (46.3)	233
Nyagatare	118 (61.8)	73 (39.2)	191
Rutsiro	151 (76.7)	46 (23.3)	197
5. Participatory approaches in planning, and monitoring and evaluation			
Gasabo	146 (67.9)	69 (32.1)	215
Huye	123 (56.4)	95 (43.6)	218
Musanze	135 (57.9)	98 (42.1)	233
Nyagatare	136 (71.2)	55 (28.8)	191
Rutsiro	122 (61.9)	75 (38.1)	197
6. Inheritance law			
Gasabo	103 (47.9)	112 (52.1)	215
Huye	158 (72.5)	60 (27.5)	218
Musanze	154 (66.1)	79 (33.9)	233
Nyagatare	115 (60.2)	76 (39.8)	191
Rutsiro	162 (82.2)	35 (17.8)	197

Table 21: Future training priorities, per district

The training priorities differ slightly across the five districts. For instance, in Gasabo district, local leaders rank land law (54.9%), leadership skills (53.0%), law relating to persons and family (52.1%), inheritance law (52.1%), conflict resolution (51.2%), and participatory approaches in planning, and monitoring and evaluation (32.1%) as their future training priorities. In Musanze district, leadership

skills top the rankings (54.5%), followed by conflict resolution (46.3%), land law (43.3%), participatory approaches in planning, and monitoring and evaluation (42.1%), law relating to persons and family (41.6%), and inheritance law (33.9%).

4.6.8 Priority areas for capacity building among different categories of local leaders.

Table 22 illustrates priority areas of training among the two categories of local leaders (councillors and executive committee staff).

Area of work	Frequency and percentage (%)		
	N=1054		
	No	Yes	Total
1. Leadership skills			
Councillors	343 (45.1)	418 (54.9)	761
Executive committee staff	160 (54.6)	133 (45.4)	293
2. Law relating to persons and family			
Councillors	432 (56.8)	329 (43.2)	761
Executive committee staff	185 (63.1)	108 (36.9)	293
3. Land laws			
Councillors	445 (58.5)	316 (41.5)	761
Executive committee staff	190 (64.9)	103 (35.2)	293
4. Conflict resolution			
Councillors	457 (60.1)	304 (39.9)	761
Executive committee staff	190 (64.9)	103 (35.2)	293
5. Participatory approaches in planning, and monitoring and evaluation			
Councillors	481 (63.2)	80 (36.8)	761
Executive committee staff	181 (61.8)	112 (38.2)	293
6. Inheritance law			
Councillors	492 (64.7)	269 (35.3)	761
Executive committee staff	200 (68.3)	93 (31.7)	293

Table 22: Priority areas for capacity development, per category of local leader

Generally, there is more need for capacity building among councillors as compared to executive committee staff. Councillors name leadership skills as the area with most need (54.9%), while

executive committee staff also name leadership skills as the number one priority area in need for capacity building, but with a lower percentage (45.4%). All other priority capacity building areas follow this trend, except participatory approaches in planning, and monitoring and evaluation, where executive committee staff top councillors (38.2% to 36.8%, respectively).

4.6.9 Priority areas for capacity development, per local government administrative levels.

Table 23 highlights the priority areas for capacity building ranked across local government administrative levels.

Area of work	Frequency and percentage (%) N=1054		
	No	Yes	Total
1. Leadership skills			
District	39 (58.2)	28 (41.8)	67
Sector	121 (51.3)	115 (48.7)	236
Cell	343 (45.7)	408 (54.3)	751
2. Law relating to persons and family			
District	49 (73.1)	18 (26.9)	67
Sector	139 (58.9)	97 (41.1)	236
Cell	429 (57.1)	322 (42.9)	751
3. Land laws			
District	44 (65.7)	23 (34.3)	67
Sector	142 (60.2)	94 (39.8)	236
Cell	449 (59.8)	302 (40.2)	751
4. Conflict resolution			
District	46 (68.7)	21 (31.3)	67
Sector	151 (64.0)	85 (36.0)	236
Cell Level	450 (59.9)	301 (40.1)	751

5. Participatory approaches in planning, and monitoring and evaluation			
District Level	42 (62.7)	25 (37.3)	67
Sector Level	139 (59.0)	97 (41.0)	236
Cell Level	481 (64.1)	270 (35.9)	751
6. Inheritance law			
District	46 (68.7)	21 (31.3)	67
Sector	157 (66.5)	79 (33.5)	236
Cell	489 (65.1)	262 (34.9)	751

Table 23: Priority areas of capacity building, per local government administrative levels

Overall, the need for capacity improvement among local leaders increases from the district level to the sector, and then the cell level. Leadership skills are cited as the area with most need. At the district level, four in ten local leaders (41.8%) suggest they need capacity building in leadership skills. This percentage increases at the sector and cell levels (48.7% and 54.3%, respectively).

05 CONCLUSION

This research examines local leader capacity gaps in responding to citizen concerns across five districts in Rwanda; namely, Gasabo, Musanze, Huye, Nyagatare, and Rutsiro. The study adopts a mixed methods design using a blend of both qualitative and quantitative approaches.

Overall, the study can firmly conclude that local leaders and citizens both understand and appreciate the value of being responsive to citizen views. Among other key findings, the study confirms overwhelming support on the part of both local leaders and citizens for citizen assemblies (inteko y'abaturage) as a citizen participation channel.

Regarding capacity gaps, limited knowledge of participatory approaches among local leaders, especially in budgeting processes, is revealed as a key constraint local leaders face when to trying to engage citizens. A significant majority of local leaders rate their overall knowledge of participatory approaches in planning, monitoring and evaluation, and budgeting as being medium.

Local leaders working on a voluntary basis, such as councillors and specialised entities such as the National Women's Council, National Youth Council, and the National Council of People with Disabilities, report budget-related hindrances in trying to respond to citizen concerns. Their top hindrances are limited transport, inadequate communication means, and insufficient office materials. In contrast, executive committee staff report working condition-related challenges as their top hindrances. They cite specific hindrances such as a heavy workload and tight deadlines within which to deliver their targets.

Lastly, local leaders indicate specific areas in which they wish to receive training and capacity development sessions. Councillors are more interested in legal awareness of the most common laws they encounter in their daily endeavours, such as inheritance law, law relating persons and family, and land law. Executive committee staff name leadership skills and participatory approaches as their priority areas for training and capacity development.

In conclusion, the findings of this study provide an important insight into existing capacity gaps that local leaders at the local government level encounter while responding to citizen needs. If left unattended, these capacity gaps can lead to decreased responsiveness towards citizen concerns. Therefore, this research also elaborates key recommendations that the Ministry of Local Government and other stakeholders can undertake to remedy the gaps identified in this study.

06 RECOMMENDATIONS

#	Observed gap	Suggested recommendation	Targeted institution
1.	Local leaders reveal limited knowledge in participatory approaches in planning, and monitoring and evaluation. In a self-assessment, the majority of local leaders rank their level of knowledge as medium.	- Develop a comprehensive capacity building programme to enhance the capacity of local leaders in participatory approaches in planning, and monitoring and evaluation	Rwanda Management Institute
2.	Local leaders claim that they face challenges related to the limited number of staff at the cell level, despite the fact that myriad services are provided for citizens at this level. At the sector and district levels, the organogram is yet to be completely filled. This creates heavy workloads for staff.	- Conduct an assessment to determine the feasibility of increasing the number of staff at the cell level and filling the organogram at sector and district levels	Rwanda Management Institute
3	Lack of financial support for councillors at the cell level is identified as hindering them in being able to execute their roles and responsibilities; for example, they never receive transport refunds.	- Consider providing budget resources to cell committees to enable them cover minimal costs incurred by transport for council meetings and field visits	Ministry of Local Government
4	A capacity gap is observed between what is required of local government staff and the available training programmes. The capacity gap is more pronounced at the lowest levels. Additionally, there are cases where trainings have been held without having conducted a training needs assessment. Furthermore, the staff in charge of selecting beneficiaries for capacity building are not competent in this area.	- Conduct regular capacity needs participatory assessments at all levels of local government - Increase capacity building opportunities for local government workers, especially those at sector, cell, and village levels - Train staff who are in charge of selecting beneficiaries to participate in existing capacity building programmes in human resources - Put in place transparent criteria for the selection of staff to benefit in existing capacity building programmes	Rwanda Management, RALGA and other partners

6.	High staff turnover is reported in local government entities such as the districts, sector, and cells. This appears to impact responsiveness to citizen priorities and concerns	- Conduct a study to determine the causes of high staff attrition rates and propose recommendations to mitigate the situation - Improve working conditions at local government levels	Rwanda Management, RALGA, and other partners
7.	Local leaders who are serving in njyanama at the cell and village levels have low education levels. This introduces challenges related to technical capacity in the execution of their work.	- Establish an educational level or a skills threshold as a requirement for an individual to qualify as a cell councillor or village leader	Ministry of Local Government
8.	Representatives of the NWC, NYC, and NCPD at the lower levels are not properly functioning due to limited knowledge of their roles, responsibilities, and participatory approaches. Additionally, these specialised entities express finance-related challenges, such as inadequate transport facilitation.	- Assess the functionality of the specialised councillors and develop a comprehensive capacity building programme targeting these institutions - Assess the feasibility of increasing the funding for NWC, NYC, and NCPD at lower levels (sector and cell)	Ministry of Local Government and partners
10.	A dependency mind-set appears to be taking root among citizens. Citizens are becoming over dependent on local leaders, expecting everything to be done for them, including fulfilment of their own responsibilities.	- Integrate a comprehensive awareness-raising programme that targets the growing dependency mind-set among citizens, especially into the social protection programme	Ministry of Local Government
11.	Study respondents, especially citizens, report that feedback to citizens is late or sometimes is not provided at all. One of the cited reasons for the delay is the constant urgent unplanned activities that originate from central government, creating pressure on local leaders. This derails local leader responsiveness to citizen concerns.	- Develop a specific calendar for provision of feedback and diversify the feedback provision channels at each administrative level, from the district to the village, by engaging other partners such as religious leaders and CSOs - Improve coordination between local government and central government entities	Ministry of Local Government

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List of Laws

Law N° 87/2013 of 11/09/2013 governing the organisation and functioning of decentralised administrative entities, local councils

Ministerial Instruction N°002/07/01, which establishes community assemblies (inteko z'abaturage).

08 ANNEXES

Annex One: Questionnaire (English and Kinyarwanda)

Introduction

Greetings, my names are…. I am from Never Again Rwanda. Thank you for your interest in participating in this research. We are conducting a capacity needs assessment for local leaders to optimally engage citizens in government programmes such as during development of action plans and imihigo processes, among others. The purpose of this research is to document the capacity needs for local leaders to effectively engage citizens. Your answers will be kept entirely confidential. Your views will be analysed along with more than 1,125 other participants. You are encouraged to answer openly and freely.

Intangiriro

Turabashuhuje, Nitwa…………………mvuye mu muryango utari uwa leta witwa Never Again Rwanda……………..tubashimiye ko mwatuboneye umwanya wo kwitabira ibiganiro bigamije ikusanya makuru ku bushakashatsi bugamije gusesengura ubushobozi abayobozi n'abakozi b'inzego z'ibanze bafite ndetse n'ibyo bakeneye muguha ijambo abaturage mu bikorwa na gahunda za Leta no gukemura ibibazo byabo. Watoranyijwe ngo tugirane ikiganiro hashingijwe ku nshingano ufite mu miyoborere y'inzego z'ibanze cyane imikoranire n'abaturage. Iki kiganiro kiratwara (iminota 45). Ibitekerezo byawe ntabwo bizatangazwa ku mazina yawe ahubwo bizahuzwa n'iby'abandi bitangazwe mu buryo bwa rusange kandi bizakoreshwa muri ubu bushakashatsi no mu kazi ka Never Again gusa. Turagusaba gusubiza mu bwisanzure. Ese wemeye ko tugirana ikiganiro? Niba wemeye reka dutangire.

CONSENT FORM *(IFISHI IGARAGAZA KO UMUNTU YEMEYE GUTANGA AMAKURU K'UBUSHAKE)*

Jyewe (Amazina yose)...maze gusobanurirwa neza icyo ubushakashatsi umuryango Never Again Rwanda urimo gukora, maze kumva kandi ko gutanga amakuru bikorwa kubushake, Nemeye gutanga amakuru kubibazo biri muri ubu bushakashatsi. Nemereye kandi Umuryango Never Again Rwanda kuzifashisha igice cy'amakuru cyangwa amakuru yose ntanze muri Raporo y'ubu bushakashatsi cyangwa se muzindi Nyandiko Never Again Rwanda izandika. Nemereye kandi Never Again Rwanda kuba yasangira amakuru ntanze n'abafatanyabikorwa bayo.

Akarere:...

Umurenge:...

Akagari:...

Umudugudu:...

Umukono w'utanze amakuru:...

Nomero ya telefoni y'utanze amakuru (niba ihari): ....

Amazina y'uwakusanyije amakuru:..

Umukono w'uwakusanyije amakuru:..

Itariki yo gukusanya amakuru:.................../..................../.................

Part One: Social demographic characteristics**/Amakuru y'ibanze**

VAR. No	Questions/ Ibibazo	Coding categories/Ibisubizo uhitamo
Dmg 101	Select [province]/ **Intara**	1. Eastern/**Intara y'Iburasirazuba** 2. Western/**Intara y'Iburengerazuba** 3. Northern/**Intara y'Amajyaruguru** 4. Southern/**Intara y'Amajyepfo** 5. City of Kigali/**Umujyi wa Kigali**
Dmg 102	Select [district]/ **Akarere**	1. Nyagatare 2. Rutsiro 3. Musanze 4. Huye 5. Gasabo
Dmg 103	Select [sector]/ **Umurenge**	1. Nyagatare: Gatunda, Karangazi, Nimuri, Rwimiyaga, and Nyagatare 2. Huye: Kinazi, Simbi, Mukura, Ruhashya, and Huye 3. Gasabo: Bumbogo, Gatsata, Rutunga, Jabana, and Kinyinya 4. Musanze: Kinigi, Busogo, Gacaca, Cyuve, and Remera 5. Rutsiro: Gihango, Kigeyo, Nyabirasi, Murunda, and Manihira
Dmg 104	Cell (Record cell)/**Ak-agari**	Refer to the sampling table to be provided separately/**Kinyarwanda**
Dmg 106	Sex (Record sex)/**Igitsina**	1. Male/**Gabo** 2. Female/**Gore**
Dmg 107	Age group/ **Imyaka**	1. 18–30 2. 31–40 3. 41–50 4. 51–60 5. 61–70 6. 71+ 7. Do not know/**Simbizi**

Dmg 108	What is your marital status?/ **Iran-gamimere-re?**	1. Married/**Yarashatse** 2. Separated/Divorced/**Baratandukanye** 3. Widowed/**Yarapfakaye** 4. Single/**Ingaragu**
Dmg 109	What is the highest level of education you have attained/**Ni ikihe kicyiro cya nyuma cy'amashuri warangije?**	1. None/**Ntayo** 2. Primary/**Amashuri abanza** 3. Ordinary level/**Icyiciro Rusange** 4. Advanced level/**Amashuri yisumbuye** 5. Vocational/**Amashuri y'imyuga** 6. Undergraduate/**ikicyiro cya mbere cya kaminuza** 7. Postgraduate/**Ikiciro cya kabiri cya kaminuza**
Dmg 1010	Ubudehe category/ **Ikicyiciro cy'Ubudehe**	1. Category 1/**Ikicyiro cya 1** 2. Category 2/**Ikicyiro cya 2** 3. Category 3/**Ikicyiro cya 3** 4. Category 4/**Ikicyiro cya 4**

Dmg1011	Your position in local leadership/ **Umwanya ufite mu ubuyobozi**	- Mayor/**Umuyobozi w'Akarere** - Vice-mayor in charge of economic affairs/ **Umuyobozi w'akarere wungirije ushinzwe ubukungu** - Vice-mayor in charge of social affairs/ **Umuyobozi w'akarere wungirije ushinzwe imibereho myiza** - District executive secretary/**Umunyamabanga nshingwabikorwa** - District councillor/**Umujyanama w'akarere** - Director of health unit/**Ushinzwe ubuzima ku karere** - Director of education unit/**Ushinzwe uburezi ku karere** - Director of infrastructure one-stop centre/land notary/**Noteri w'Akarere/ ushinzwe ihuriro ry'ibikorwa** - Corporate services division manager/**Umuyobozi w'ibikorwa** - Director of agriculture and natural services unit/**Umuyobozi w'ishami ry'ubuhinzi n'umutungo kamere** - Director of good governance/**Umuyobozi w'imiyoborere myiza** - Director of social development unit/**Umuyobozi w'ishami ry'imibereho myiza** - Water and sanitation officer/**Ushinzwe amazi n'isukura ku karere** - Construction permitting officer/**Ushinzwe impushya zo kubaka** - Agriculture officer/**Ushinzwe ubuhinzi** - National Women's Council member at district level/**Ugize Inama y'igihugu y'abagore ku karere** - National Youth Council member at district level/**Ugize Inama y'urubyiruko ku karere** - Member of National Council of People with Disabilities/**Ugize inama y'igihugu y'urubyiruko** - Sector executive secretary/**Umuyobozi w'umurenge** - Sector councillor/**Umujyanama w'umurenge**

Part Two: Understanding about the value of responsiveness to citizen voices/**Ibice cya kabiri: Kumva ubumenye kubijyanye no guha umuturage ijambo.**

VAR. No	Question/Ikibazo	Coding category Ibisubizo
VCP 201	As a local leader, what do you understand by responsiveness to citizen voices? /**Nk'umuyobozi/umukozi mu nzego z'ibanze wumva guha umuturage ijambo bisobanura iki?** (*Ntumusomere ibisubizo*) (*Wahitamo byinshi bishoboka*)	1. Paying attention to citizen needs, concerns, and priorities/**Guha agaciro ibyifuzo, ibibazo, n'ibyo abaturage bakeneye kurusha ibindi** 2. Implementing solutions for their key issues raised/**Gukemura ibibazo byingenzi abaturage bagaragaje** 3. Providing feedback to citizens on their unmet needs/**Guha abaturage amakuru ku igihe ku bibazo bitashoboye gukemuka** 4. Communicating to citizens with humility/ **Kwicisha bugufi mu gihe uganira/uvugana n'abaturage** 5. Being accountable to citizens/**Kwemera kubazwa n'abaturage ibyo tubagomba** 6. Being on duty/in office to solve citizen issues/**Kubonekera igihe mugukemura ibibazo by'abaturage** 7. Respecting appointments for meetings with citizens/ **Kubahiriza gahunda y'inama duhuriramo n'abaturage** 8. Close collaboration with citizens/**Gukorana byahafi n'abaturage** 9. Other (specify)/**Ibindi (bivuge)** ....
VCP 202	In your own understanding, what is the importance of seeking citizen views in local government decision-making process? (Tick all options that apply) **Kuri wowe wumva ari akahe kamaro ko kugisha inama abaturage mugihe hafatwa ibyemezo mu inzego z'ibanze (hitamo ibisubizo bishoboka) Ntumusomere ibisubizo**	1. Citizens are the basis for all development action/**Abaturage nibo shingiro ry'ibikorwa** 2. Citizens know exactly their needs/**Abaturage nibo bazi icyo bakeneye** 3. It eases implementation/**Bifasha mwishyirwa mubikorwa**/promotes ownership/**Bituma ibikorwa babigira ibyabo** 4. Promotes sustainability/**Bituma habamo uburambe** 5. To ease pressure from some citizens (citizens know their rights and where to claim them)/**Bigabanya igitutu cyabaturage kubayobozi (baturage bamenya uburenganzira bwabo naho babariza mugihe barenganyijwe).**

VCP 203	In your capacity as a local government leader/staff please indicate how often you do the following actions. Would you say it is always, sometimes, rarely, or never? **Nk'umuyobozi/umukozi w'inzego z'ibanze wambwira inshuro ukora ibi bikurikira. Ese ni buri gihe, rimwe na rimwe, gake cyane cyangwa nta na rimwe?**	Always/ **Buri gihe**	Sometimes/ **Rimwe na rimwe**	Rarely/ **Gake cyane**	Never/**Ntanarimwe**
	202.1. Seeking citizen views directly during imihigo process/**kugisha inama abaturage *mu buryo butaziguye* mu gihe cy'itegurwa ry'imihigo**				
	202.2. Seeking citizen views through their representatives during imihigo process/**kugisha inama abahagarariye/intumwa z'abaturage mu buryo butaziguye mu gihe cy'itegurwa ry'imihigo y'akarere**				
	202.3. Seeking citizen views directly during budgeting process/**kugisha inama abaturage mu buryo butaziguye mu gihe cy'itegurwa ry'ingengo y'imari y'akarere**				
	202.4. Seeking citizen views directly during local planning process/**kugisha inama abaturage mu buryo butaziguye mu gihe cy'itegurwa rya gahunda y'iterambere ry'akarere**				
	202.5. Providing information concerning their views during imihigo process/**guha abaturage amakuru ajyanye n'uburyo ibitekerezo batanze mw'itegurwa ry'imihigo byitaweho cyangwa bititaweho, ndetse n'impamvu zabyo**				
	202.6. Providing space to citizens to select beneficiaries of pro-poor programmes/**Guha abaturage umwanya mu guhitamo abagenerwabikorwa ba za gahunda za leta zigenewe abatishoboye/abakene**				

Part Three: Practices, approaches, techniques, and tools for citizen engagement/**Igice cya gatatu: Ibikorwa, uburyo, ibikoresho bifasha umuyobozi guha umuturage uruhare**.

VAR. No	Question/**Ikibazo**	Codes/**Ibisubizo bishoboka**
GP 301	Does your position in current institution require you to meet or interact with citizens personally or through their representatives? **Umwanya ufite mu inzego z'ibanze ugufasha guhura cyangwa gukorana bya hafi n'abaturage. Ubwabo cyangwa binyuze mu babahagarariye?**	1. Yes, personally/**Yego, ubwabo** 2. Yes, through their representatives/**Yego, nyuze mu babahaharariye** 3. Yes, both/**Yego, hombi** 4. No/**Oya**
	1. If yes, how often do you interact with citizens? Would you say it happens often, sometimes, or rarely? **Niba ari yego, wavugako uhura nabo kenshi, rimwe na rimwe cyangwa gace cyane?**	**Citizens directly** 1. Often/**Kenshi** 2. Sometimes/**Rimwe na rimwe** 3. Rarely/**Gake cyane** **Citizen representatives** 1. Often/**Kenshi** 2. Sometimes/**Rimwe na rimwe** 3. Rarely/**Gake cyane**
	2. For which reasons do you meet (Tick all options that apply) **Muhuzwa n'iki? (Ibisubizo birenze kimwe birashoboka)**	1. Consultations/**Kubagisha inama** 2. Issue identification/**Kugaragaza ibibazo** 3. Structuring and analysis/**Gusesengura ibibazo** 4. Service provision/**Kubaha serivice** 5. Problem solving/**Kubakemurira ibibazo** 6. Information/communication/**Kubaha/amakuru** 7. Public accountability/**Gutanga ubusobanuro kubitarakozwe** 8. Other (specify)/**Ibindi (bisobanure)**
	3. Over the past 12 months, how many times have you personally met/interacted with citizens or their representatives for the purpose of consultation or hearing their concerns? **Mu mezi 12 ashize, ni inshuro zingahe ubwawe wahuye n'abaturage ubagisha inama cyangwa wumva ibibazo byabo?**	**Citizens directly** 1. Never/**Nta na rimwe** 2. Once/**Inshuro imwe** 3. Twice/**Inshuro ebyiri** 4. Three times/**Inshuro eshatu** 5. Above 3 times/**Hejuru y'inshuro eshatu** **Citizen representatives** 1. Never/**Nta na rimwe** 2. Once/**Inshuro imwe** 3. Twice/**Inshuro ebyiri** 4. Three times/**Inshuro eshatu** 5. Above 3 times/**Hejuru y'inshuro eshatu**

GP 302	Over the past 12 months, what channels/avenues have you personally used to seek citizen voices on local government plans or imihigo (if any)? **Mu mezi 12 ashize ni ubuhe buryo waba warakoresheje mu kugisha abaturage inama mu igenami-gambi no mugutegura imihigo?**	1. Office meeting/**Inama ku biro** 2. Councils/**Inama njyanama** 3. Cell assemblies/**Inteko y'abaturage b'akagari** 4. Village general assembly/**Inama rusange y'abaturage b'umudugudu** 5. Community work/**Umuganda** 6. Parent evening forums/**Umugoroba w'ababyeyi** 7. National Women's Council/**Inama nkuru y'Igihugu y'aba-gore** 8. National Youth Council/**Inama y'igihugu y'urubyiruko** 9. National Council of People with Disabilities/**Inama y'igi-hugu y'abafite ubumuga** 10. Community radio/**Radio z'abaturage** 11. other radios/**Kuyandi ma radio** 12. household grouping at village level/**Isibo** 13. Social media/**Imbuga nkoranya mbaga** 14. Local leader outreach/**Gahunda zo gusura abaturage aho batuye** 15. Other/**Ubundi buryo/buvuge…..**
GP 303	Over the past 12 months, what channels/avenues have you personally used to hear and solve citizen concerns or problems (if any)? **Mu mezi 12 ashize, ni ubuhe buryo wakoresheje ukemura ibibazo by'abaturage (niba hari ibyo wakemuye)**	1. Office meeting/**Inama ku biro** 2. Councils/**Inama njyanama** 3. Cell assembly/**Inteko y'abaturage b'akagari** 4. Village general assembly/**Inama rusange y'abaturage b'umudugudu** 5. Community work/**Umuganda** 6. Parent evening forums/**Umugoroba w'ababyeyi** 7. National Women's Council/**Inama y'Igihugu y'abagore** 8. National Youth Council/**Inama y'igihugu y'urubyiruko** 9. National Council of People with Disabilities/**Inama y'igi-hugu y'abafite ubumuga** 10. Community radio/**Radiyo z'abaturage** 11. Other radios/**Kuyandi ma radio** 12. household grouping at village level/**Isibo** Social media/**Imbuga nkoranya mbaga** 13. Local leader outreach/**Inzinduko z'abayobozi b'inzego z'ibanze** 14. Other/**Ubundi buryo/buvuge**

GP304	What techniques/tools do you use to get citizens in your locality to express their opinions on programmes, policies? **Ni ubuhe buryo/ibikoresho mukoresha mugukusanya ibitekerezo by'abaturage aho mutuye kugira ngo ijwi ryabo ryumvikane muri gahunda na programe za leta?**	1. Toll free lines of communication/**Telephone zihamagarwaho k'ubuntu** 2. Suggestions box/**Udusanduku tw'ibitekerezo** 3. Community score card/**Ifishi igaragaza ibibazo by'abaturage** 4. Citizen forums/**Ihuriro ry'abaturage ryashyizweho n'abafatanya bikorwa** 5. Radio programmes/**Ibiganiro kuri radiyo** 6. Visits to citizens (community level)/**Gusura abaturage** 7. Mobile phone numbers displayed on doors of offices/**Dushyira nomero za telephone z'abayobozi n'abakozi ku imiryango**
GP306	1) Opportunities for citizen participation (Tick all options that apply) **Amahirwe ahari yatuma urhare rw'abaturage mu ibibakorerwa rurushaho kuzamuka (tanga ibisubizo bishoboka)**	1. Imihigo Monitoring Room/**Icyumba cy'imihigo** 2. Security/**Umutekano** 3. Political will (citizen participation policies, inama y'umushyikirano space for citizens etc.)/ **Ubushake bwa politike (ingamba leta yashyizeho zo kwegereza abaturage ijambo no kubegereza ubuyobozi)** 4. Exemplary president: President Paul Kagame/**Kuba Perezida atanga urugero rwo kwegera abaturage no kubaha ijombo** 5. Consultative meeting during imihigo planning process (3 concerns per village to cells)/ **Gahunda yo kugisha inama abaturage mugihe cyitegurwa ry'imihigo** 6. CSOs for extra space to participate/**Imiryango itari iya leta ishyiraho forumu zindi zunganira izisanzwe** 7. Media/**Itangazamakuru** 8. Other (specify)/**Ibindi (bivuge)**

Part Four: Capacity gaps at individual, organisational, and institutional levels/**Igice cya kane: Ubushobozi bukenewe ku rwego ry'umuntu kugiti cye, ni urw'ikigo**

VAR. No	Question/**Ikibazo**	Response options/**Ibisubizo bishoboka**			
		Very diffi-cult/ **Bira-kom-eye cya-ne**	Diffi-cult/ **Bira-kom-eye**	Easy/ **Biroro-shye**	Very easy/ **Biroroshye cyane**
CG 401	How easy is it for you to engage citizens on each of the following aspects? Would you say it is very easy, easy, difficult, or very difficult?/**Ubona bikoroheye ku rugero rungana iki gukorana n'abaturage muri ibi bikurikira? Ese birakoroheye cyane, biroroshye, birakomeye cyaangwa birakomeye cyane?**				
	1) Identification of their needs/**Kumenya ibyo bakeneye**				
	2) Structuring their needs/**Kubiha umurongo**				
	3) Needs prioritisation/**Kumenya no guhitamo iby'ingenzi abaturage bakeneye kurusha ibindi**				
	4) Reach consensus/**Kwemeranya kubyo bakeneye**				
	5. Budgeting/**Gutegura ingengo y'imari**				
	6. Integrating citizen needs in the plans and imihigo at your entity/**Gushyira ibyifuzo by'abaturage mw'igenami-gambi/imihigo**				
	7) Implementation/**Gushyira mu bikorwa**				
	8) Monitoring/ **Ikurikiranabikorwa**				
	9) Evaluation/**Isuzumabikorwa**				
	10) Providing timely feedback/ **Guha amakuru abaturage ku gihe ku bijyanye nibyo baba babajije cyangwa ibyo bifuza**				
		High/ **Bwin-shi**	Me-di-um/ **Bu-rin-gani-ye**	Low/ **Bucye**	Not at all/ **Ntabwo**
CG 402	How would you rate your level of knowledge and skills in each of the following areas? Would it be high, medium, low, or not at all?/**Muri ibi bikurikira mwatubwira ubu-menyi mufite kuri buri ngingo? Mwavugako ubumenyi ari bwinshi, buringaniye, bucye, cyangwa ntabwo?**				

| Dmg1011 | Your position in local leadership/**Umwanya ufite mu ubuyobozi** | • Civil registration and notary/**Ushinzwe irangamimerere ku murenge**

• Social affairs officer/**Ushinzwe imibereho myiza ku murenge**

• Good governance and specific programmes officer/**Ushinzwe imiyobore-re myiza na gahunda zihariye**

• Sector education officer/**Ushinzwe uburezi ku murenge**

• Land, infrastructure, and community settlement officer/**Ushinzwe ubuta-ka, ibikorwaremezo n'imiturire ku murenge**

• **Health and sanitation officer/Ushinzwe ubuzima n'isukura**

• Social protection officer/**Ushinzwe abatishoboye**

• Entrepreneurship, cooperatives, and business promotion officer/**Ushinzwe Ubucuruzi n' amakoperative**

• Agriculture and natural resources officer/**Ushinzwe ubuhinzi n'umutungo kamere ku murenge**

• Animal resources officer/**Ushinzwe ubworozi ku murenge**

• Cell executive secretary/**Umuyobozi w'akagari**

• Social and economic affairs officer /**Ushinzwe iterambere n'imibereho myiza ku kagari**

• Cell councillors/**Umujyanama ku murenge** |

Knowledge of participatory methods in planning/ **Ubumenyi mu guha buri wese uruhare mu igenamigambi**				
Skills in facilitating a participatory planning process /**Ubumenyi mu kuyobora ibiganiro biha buri wese ijambo mu igenamigambi**				
Knowledge of participatory methods in budgeting/ **Ubumenyi mu guha buriwese ijambo mu gutegura ingengo y'imari**				
Skills in facilitating a participatory budgeting exercise/ **Ubumenyi ku kuyobora ibiganiro kuburyo ibyifuzo byaburi wese byitabwaho mu ingengo y'imari**				
Group meeting facilitation/ **Kuyobora ibiganiro by'amatsinda**				
Public communication skills/ **Ubumenyi kubijyanye n'ibiganiro mbwirwaruhame**				
Basics of conflict management/resolution/ **Ubumenyi bw'ibanze mu gukemura amakimbirane**				
Knowledge in identifying key priorities/**Ubumenyi mu kugaragaza iby'ingenzi bikenewe**				
Knowledge and understanding of national policies/programmes related to your professional responsibilities/**Ubumenyi muri gahunda na na politiki za leta zifite aho zihuriye n'inshingano zawe**				
Knowledge in effective localisation of national policies and programmes/**Ubumenyi ku gushyira mu bikorwa gahunda na pologurame byo kurwego rw'igihugu**				

CG 403	To what extent does each of the following aspects ease your task of consulting citizens for the purpose of formulating local imihigo and plans? Would you say it is high, medium, low, or not at all?/**Ni ku ruhe rugero ubona ibi bikurikira bigufasha mu kugisha inama abaturage ku bibakorerwa cyane mw'igenamigambi n'itegurwa ry'imihigo? Ese ni runini, ruringaniye, ruto cyangwa nta na ruto** (*musomere ibisubizo*)	High/**Runini**	Medium/**Ruringaniye**	Low/**Ruto**	Not at all/**Nta na ruto**
	Your current workload/**Ingano y'akazi ukora**				
	Your delivery deadlines/**Igihe gisabwa ngo ube warangije gukora ibyateganijwe**				
	Available transport means during your work/**Uburyo buhari bugufasha mu ngendo muri gahunda z'akazi**				
	Available communication facility/**Uburyo bubafasha mw'itumanaho**				
	Office material (computer, …)/**Ibikoresho byo mubiro (nka mudasobwa)**				
	Available operation budget/ **Ingengo y'imari ihari**				
	Existing laws/regulations governing your current position and related responsibilities/**Amategeko, amabwiriza agenga umwanya n'inshingano zawe mu kazi**				
	Your level of collaboration with the council or executive committee/**Imikoranire yawe n'abagize komite nyobozi/inama njyanama**				
	Your level of collaboration with your supervisor/ **Imikoranire yawe n'ugukuriye mu kazi**				
	Your level of collaboration with central agencies/**Imikoranire yawe n'ubuyobozi bwo ku rwego rw'igihugu**				
	Your level of collaboration with decentralised administrative entities under the one you directly serve/ **Imikoranire yawe n'inzego/urwego rw'ibanze ruri munsi yawe**				
	Your level of collaboration with decentralised administrative entities above the one you directly serve/ **Imikoranire yawe n'inzego/urwego rugukuriye leta**				
	Level of coordination of national and local planning process/**Uburyo igenabikorwa rihuzwa hagati y'inzego z'ibanze no kurwego rw'igihugu**				

CG 404	To what extent does each of the following aspects ease your task of including citizen priorities in your action plans and imihigo? Would you say it is high, medium, low, or not at all?/**Ni ku ruhe rugero ibi bikurikira bigufasha kumenya ibyo abaturage bifuza no kubishyira mu mw' igenamigambi n'imihigo? Ese ni runini, ruringaniye, ruto cyangwa nta na ruto (***Musomere ibisubizo***)**	High/ **Run-ini**	Me-di-um/ **Ru-rin-gani-ye**	Low/ **Ruto**	Not at all/ **Nta na ruto**
	Your current workload/**Ingano y'akazi mukora**				
	Your delivery deadlines/**Igihe gisabwa ngube warangije gukora ibyateganijwe**				
	Available transport means during your work/**Uburyo buhari bugufasha mu ingendo muri gahunda z'akazi**				
	Available communication facility/**kuba hari uburyo bubafasha mwitumanaho**				
	Office material (computer, …)/**Ibikoresho bikenewe mu biro nka mudasobwa**				
	Available operation budget/**Ingengo y'imari ihari**				
	Existing laws/regulations governing your current position and related responsibilities/**Amategeko, amabwiriza agenga umwanya n'inshingano zawe mu kazi**				
	Your level of collaboration with the council or executive committee/**Imikoranire yawe n'abagize komite nyobozi/Inama njyanama**				
	Your level of collaboration with your supervisor/ **Imikoranire yawe n'ugukuriye mu kazi**				
	Level of coordination of national and local planning process/**Uburyo igenabikorwa rihuzwa hagati y'inzego z'ibanze no kurwego rw'igihugu**				
CG 405	To what extent does each of the following aspects ease your task of providing citizens with timely feedback on their priorities and concerns? Would you say it is high, medium, low, or not at all?/**Ni ku ruhe rugero ibi bikurikira bigufasha guha abaturage amakuru ku igihe ibijya nibyo basabye cyangwa bifuje? Ese ni runini, ruringaniye, ruto cyangwa nta na ruto?**	High/ **Run-ini**	Me-di-um/ **Ru-rin-gani-ye**	Low/ **Ruto**	Not at all/ **Nta na ruto**
	Your current workload/**Ingano y'akazi mukora**				
	Your delivery deadlines/**Igihe gisabwa ngube warangije gukora ibyateganijwe**				
	Available transport means during your work/**Uburyo buhari bugufasha mu ingendo muri gahunda z'akazi**				
	Available communication facility/**Kuba hari uburyo bubafasha mw'itumanaho ry'akazi**				
	Office material (computer, …)/**Ibikoresho byo mu biro (nka Mudasobwa…)**				

		High/ Run-ini	Me-di-um/ Ru-rin-gani-ye	Low/ Ruto	Not at all/ Nta na ruto
	Available operation budget/ **Ingengo y'imari ihari**				
	Existing laws/regulations governing your current position and related responsibilities/**Amategeko, amabwiriza agenga umwanya n'inshingano zawe mu kazi**				
	Your level of collaboration with the council or executive committee/**Imikoranire yawe n'abagize komite nyobozi/Inama njyanama**				
	Your level of collaboration with your supervisor/ **Imikoranire yawe n'ugukuriye mu kazi**				
	Your level of collaboration with central agencies/ **Imikoranire yawe n'ubuyobozi bwo ku rwego rw'igihugu**				
	Your level of collaboration with decentralised administrative entities under the one you directly serve/ **Imikoranire yawe n'inzego/urwego rw'ibanze ruri munsi yawe**				
	Your level of collaboration with decentralised administrative entities above the one you directly serve/ **Imikoranire yawe n'inzego/urwego rugukuriye leta**				
	Level of coordination of national and local planning process/ **Uburyo igenabikorwa rihuzwa hagati y'inzego z'ibanze no kurwego rw'igihugu**				
CG 406	To what extent does each of the following aspects ease your task of implementing plans aimed at addressing citizen priorities and concerns? Would you say it is high, medium, low, or not at all?/**Ni ku ruhe rugero ibi bikurikira bigufasha kumenyesha abaturage ibijya nibyo basabye cyangwa bifuje? Ese ni runini, ruringaniye, ruto cyangwa nta na ruto (musomere ibisubizo)**	High/ Run-ini	Me-di-um/ Ru-rin-gani-ye	Low/ Ruto	Not at all/ Nta na ruto
	Your current workload/**Ingano y'akazi mukora**				
	Your delivery deadlines/**Igihe gisabwa ngube warangije gukora ibyateganijwe**				
	Available transport means during your work/**Uburyo buhari bugufasha mu ingendo muri gahunda z'akazi**				
	Available communication facility/**Uburyo bubafasha mw'itumanaho**				
	Office material (computer, …)/**Ibikoresho byo mu biro (nka Mudasobwa)**				
	Available operation budget/ **Ingengo y'imari ihari**				
	Existing laws/regulations governing your current position and related responsibilities/**Amategeko, amabwiriza agenga umwanya muriho ubu mu akazi**				
	Your level of collaboration with the council or executive committee/**Imikoranire yawe na Nyobozi**				
	Your level of collaboration with your supervisor/ **Imikoranire yanyu n'ubakuriye mu akazi**				
	Level of coordination of national and local planning process/ **Uburyo igenabikorwa rihuzwa hagati y'inzego**				

| CG 407 | Which factors would you say are top three hindrances to your capacity to effectively consult directly citizens for local planning, budgeting, implementation, and evaluation processes?/ **Ni izihe mbogamizi eshatu ubona zikubangamira kurusha izindi mu kugisha inama abaturage ku bibakorerwa mu gihe cy'itegurwa ry'igenamigambi, ingengo y'imari, ishyiramubikorwa n'igenzura. (***Arakubwira ibisubizo 3 ukosore, navuga ikitari kurutonde ucyandike)* | 1. Heavy workload/**Akazi kenshi**
 2. Limited time/tight deadlines/ **Igihe gito kandi hari byinshi umuntu abazwa**
 3. Predominance of many urgent issues from above (higher authorities/institutions)/ **Ibikorwa byinshi byihutirwa kandi biturutse mu nzego zo hejuru**
 4. Limited coordination of local government and central government plans/priorities/ **Ihuzabikorwa ridahagije hagati y'inzego z'ibanze no kurwego rw'igihugu**
 5. Limited coordination of local government plans/priorities/ **Ihuzabikorwa ridahagije hagati y'inzego z'ibanze**
 6. Too many meetings to attend/ **Inama nyinshi umuntu asabwa kujyamo**
 7. Limited/lack of transport means/**Uburyo budahagije budufaha mu ngendo z'akazi**
 8. Limited knowledge of participatory approaches/**Ubumenyi budahagije ku bijyanye no guha buri wese ijambo**
 9. Limited/lack of induction courses/sessions/ **Nta buryo bunoze buhari bufasha umuntu gusobanurirwa inshingano mbere yo gutangira akazi**
 10. Limited/lack of working materials/equipment/**Kuba nta bikoresho bihagije bifasha mu kazi ka buri munsi**
 11. Limited/lack of communication facilitation/**Uburyo budahagije mu itumanaho no guhanahana amakuru**
 12. Citizen mind-set/**Imyumvire y'abaturage**
 13. Limited clarity of laws and regulations/ **Ubumenyi budahagije ku bijyanye n'amategeko n'amabwiriza arebana n'inshingano za we**
 14. Other (specify)/**ibindi (bivuge)** …………………………… |

| | Which factors would you say are the top three hindrances to your capacity to effectively consult citizens for local planning, budgeting, implementation, and evaluation processes, and through their representatives?/ **Ni izihe mbogamizi eshatu ubona zibabangamira mukugisha inama abaturage kubibakorerwa? (Arakubwira ibisubizo 3 ukosore, navuga ikitari kurutonde ucyandike)** | 1. Heavy workload/**Akazi kenshi**
2. Limited time/tight deadlines/**Igihe gito kandi hari byinshi umuntu abazwa**
3. Predominance of many urgent issues from above (higher authorities/ institutions)/**Ibikorwa byinshi byihutirwa kandi biturutse mu inzego zo hejuru**
4. Limited coordination local government and central government plans/priorities/**Ihuzabikorwa ridahagije hagati y'inzego z'ibanze no kurwego rw'igihugu**
5. Too many meetings to attend/**Inama nyinshi umuntu asabwa kujyamo**
6. Limited/lack of transport means/ **Uburyo budahagije budufaha mu ingendo z'akazi**
7. Limited knowledge of participatory approaches/**Ubumenyi budahagije kubijyanye noguha buri wese ijambo**
8. Limited/lack of induction courses/sessions/**Ntaburyo bunoze buhari bufasha umuntu gusobanurirwa inshingano mbere yogutangira akazi**
9. Limited/lack of working materials/equipment/**Kuba ntabikoresho bihagije bifasha mu akazi kaburi munsi**
10. Limited/lack of communication facilitation/**Uburyo budahagije mu itumanaho no guhanahana amakuru**
11. Citizen mind-set/**Imyumvire y'abaturage** |

CG 408	We have just discussed capacity needs at individual level. Let us now discuss capacity needs at organisational level. To what extent does each of the following aspects ease the responsibility of your institution to effectively consult citizens during the planning, budgeting, and evaluation of imihigo, and other local plans? Would you say it is high, medium, low, or not at all? **Tumaze kuvuga ku bikenerwa k'umuntu ku giti cye, reka turebe ibikenerwa ku rwego rw'ikigo/urwego ukorera. Ni ku ruhe rugero ibi bikurikira byoroherеza ikigo/urwego ukoramo gusaba abaturage ibiterezo mu gihe kigena migambi, gutegura ingengo y'imari, imihigo n'izindi gahunda ku rwego rw'ibanze? Ese ni runini, ruringaniye, ruto cyangwa nta na ruto (musomere ibisubizo)**	High/ **Run-ini**	Me-di-um/ **Ru-rin-gani-ye**	Low/ **Ruto**	Not at all/ **Nta na ruto**
	1) Number of staff compared to their workload **Umubare w'abakozi ugereranyije n'ingano y'akazi bagira**				
	2) Staff knowledge and skills of participatory approaches **Ubumenyi bw'abakozi ku gukoresha uburyo bw'imiyoborere isangiwe**				
	3) Staff attitudes vis-à-vis citizen participation **Imyitwarire y'abakozi kubijyanye noguha uruhare umuturage**				
	4) Staff workload **Akazi kenshi ku abakozi**				
	5) Time allocated to planning and budgeting process/tight deadline **Igihe gihabwa itegurwa ry'ibikorwa n'inegngoyimari/ kiba ari gito cyane.**				
	6) Time allocated to implementation **Igihe cyigenerwa ishyira mubikorwa gahunda za leta**				
	7) Time allocated to evaluation/**Igihe gihabwa isuzuma bikorwa**				
	8) Citizen attitudes vis-à-vis their participation in planning, implementation, and evaluation of local plans and imihigo **Imyitwarire y'abaturage mugutegura igenamigambi, ishyirwa mu ibikorwa n'isuzuma ry'imihigo**				
	9) Available financial resource/**Kuba hari ubushobozi bw'amafaranga**				
	10) Staff transport facilitation/**Gufashwa mu igendo z'abakozi**				
	11) Staff communication facilitation/**Abakozi bafashwa mu itumanaho**				
	12) Laws/regulations governing local government /**Amategeko/amabwiriza agenga inzego z'ibanze**				
	13) Clarity of staff job description/ **Inshingano z'abakozi zisobanutse**				
	14) Level of collaboration with the council/ **Imikoranire n' Inama njyanama**				
	15) Level of collaboration with executive structures / **Imikoranire na nyobozi**				
	16) Level of collaboration with JADF members / **Imikoranire n'ihuriro ry'abafatanya bikorwa**				
	17) Coordination of local and central government planning /**Guhuza igenamigambi ryo kurwego rw'ibanze niryo kurwego rw'igihugu**				
	18) Timeliness of feedback from leaders / **Tubonera amakuru kugihe aturutse ku abayobozi badukuriye**				

		High/ Runini	Medium/ Ruringaniye	Low/ Ruto	Not at all/ Nta na ruto
	19) Work and family life balance / **Guhuza inshingano za akazi n'izumuryango**				
CG 409	To what extent does each of the following aspects ease the responsibility of your institution **to consider citizen priorities and concerns** in local government plans and imihigo? Would you say it is high, medium, low, or not at all? **Ni ku rihe rugero ibi bikurikira bibafasha guha ijambo n'agaciro ibyifuzo n'ibibazo by'abaturage? Ese ni runini, ruringaniye, ruto cyangwa nta na ruto (**m*usomere ibisubizo)*	High/ **Runini**	Medium/ **Ruringaniye**	Low/ **Ruto**	Not at all/ **Nta na ruto**
	1) Number of staff compared to their workload/**Umubare w'abakozi ugereranyije ningano y'akazi bagira.**				
	2) Staff knowledge and skills of participatory approaches/**Ubumenyi bw'abakozi ku gukoresha uburyo bw'imiyoborere isangiwe**				
	3) Staff attitudes vis-à-vis citizen participation/ **Imyitwarire y'abakozi kubijyanye noguha uruhare umuturage**				
	4) Staff workload/**akazi kenshi ku bakozi**				
	5) Time allocated to planning and budgeting process/tight deadline/**Igihe gihabwa itegurwa ry'ibikorwa n'igenamigambi/ kiba ari gito cyane.**				
	6) Time allocated to implementation/**Igihe gihabwa ishyira mubikorwa**				
	7) Time allocated to evaluation/**Igihe gihabwa iginzura bikorwa**				
	8) Citizen attitudes vis-à-vis their participation in planning, implementation, and evaluation of local plans and imihigo/ **Imyitwarire y'abaturage mwitegurwa, ishyira mu bikorwa**				
	9) Available financial resource/**Ubushobozi bw'amafaranga**				
	10) Staff transport facilitation/**Abakozi boroherezwa ingendo**				
	11) Staff communication facilitation/**Abakozi bafashwa mw'itumanaho**				
	12) Laws/regulations governing local government/ **Amategeko/ amabwiriza agenga inzego z'ibanze**				
	13) Clarity of staff job description/**Inshingano z'abakozi zisobanutse**				
	14) Level of collaboration with the council/ **Imikoranire n' inama njyanama**				
	15) Level of collaboration with executive structures/**Imikoranire nabakozi bashinzwe ibikorwa**				
	16) Level of collaboration with JADF members/ **Imikoranire n'ihuriro ry'abafatanya bikorwa**				
	17) Coordination of local and central government planning/ **Guhuza hagati y'inzego z'ibanze n'ubuyobozi bwo kurwego ry'igihugu.**				
	18) Timeliness of feedback from leaders/**Tubonera amakuru kugihe aturutse kubayobozi badukuriye**				

CG 4010	To what extent does each of the following aspects ease the responsibility of your institution to **provide citizens with feedback on** needs and concerns expressed during planning, budgeting and evaluation processes? Would you say it is high, medium, low, or not at all? **Ni ku ruhe rugero ibi bikurikira bibafasha guha amakuru kubirebana n'ibyuzo n'ibibazo by'abaturage? Ese ni runini, ruringaniye, ruto cyangwa nta na ruto (musomere ibisubizo)**	High/ **Runini**	Medium/ **Ruringaniye**	Low/ **Ruto**	Not at all/ **Nta na ruto**
	1) Number of staff compared to their workload/**Umubakozi ugereranyije ningano y'akazi bagira**				
	2) Staff knowledge and skills of participatory approaches/**Ubumenyi bw'abakozi ku gukoresha uburyo bw'imiyoborere isangiwe**				
	3) Staff attitudes vis-à-vis citizen participation/ **Imyitwarire y'abakozi kubijyanye noguha uruhare umuturage**				
	4) Staff workload/**Akazi kenshi ku bakozi**				
	5) Time allocated to planning and budgeting process/tight deadline/**Igihe gihabwa itegurwa ry'ibikorwa n'igenamigambi/ kiba ari gito cyane**				
	6) Time allocated to implementation/**Igihi gihabwa ishyira mubikorwa**				
	7) Time allocated to evaluation/**Igihe gihabwa iginzura bikorwa**				
	8) Citizen attitudes vis-à-vis their participation in planning, implementation, and evaluation of local plans and imihigo/ **Imyitwarire y'abaturage mwitegurwa, ishyira mu bikorwa**				
	9) Available financial resources/**Ubushobozi bw'amafaranga**				
	10) Staff transport facilitation/**Abakozi boroherezwa ingendo**				
	11) Staff communication facilitation/**Abakozi bafashwa mw'itumanaho**				
	12) Laws/regulations governing local government/**Amategeko/ amabwiriza agenga inzego z'ibanze**				
	13) Clarity of staff job description/**Inshingano z'abakozi zisobanutse**				
	14) Level of collaboration with the council/ **Imikoranire n' Inama njyanama**				
	15) Level of collaboration with executive structures/**Imikoranire nabakozi bashinzwe ibikorwa**				
	16) Level of collaboration with JADF members/ **Imikoranire n'ihuriro ry'abafatanya bikorwa**				
	17) Coordination of local and central government planning/ **Guhuza hagati y'inzego z'ibanze n'ubuyobozi bwo kurwego ry'igihugu**.				
	18) Timeliness of feedback from leaders/**Tubonera amakuru kugihe aturutse kubayobozi badukuriye**				

CG 4011	How would you rate the quality of collaboration between your level of decision-making in terms of facilitating and integrating citizen inputs into local planning, imihigo, and budgeting with other partners, including the following: **Watugereranyiriza gute imikoranire yanyu n'ababa bafatanya-bikorwa bakurukira mugufasha abaturage kugira uruhare n'ijambo mu gutegura ingenamigambi, Imihigo n' ingengo y'imari?**	Very poor/ **Mibi cya-ne**	Poor/ **Myiza gaho-ro**	Aver-age/ **Imiko-ranire nimy-iza birn-ganiye**	Not at all/ **Nta na ruto**
	1. Citizens/**Abaturage**				
	2. CSOs/**Imiryango itari iya leta**				
	3. Media/**Itangaza makuru**				
	4. Supervising level/**Inzego zigukuriye**				
	5. Subordinate level/ **Inzego ukuriye**				

| CG 4012 | Which behaviours from citizens can prevent local leaders from seeking their opinions on certain matters? (Tick all options that apply)

Ni iyihe myitwarire y'abaturage yabuza abayobozi ku nzego z'ibanze gusaba abaturage ibitekerezo kungingo n'ibibazo bibare-ba.

(Kosora ibisubizo byose avuze) | 1.   Limited citizen attendance in different programmes/**Ubwi-tabire buke bw'abaturage**

2.   Limited knowledge/**Ubumenyi buke**

3.   Negative mind-set of citizens/ **Imyumvire mike y'abaturage kuruhare rwabo mu imiyo-borere**

4.   Fear that the local leader may hold citizens account-able(unmet obligations; (e.g. failures to pay their contribu-tion towards *irondo* (Mmitu-elle de santé), etc.)/**Abatur-age batinya ko bari bubazwe inshingano zabo batubahirije**

5.   Citizens are not abiding by our guidance/ **Abaturage batumvira nama z'ubuyobozi**

6.   Being publicly challenged by citizens or held to account/ **Abayobozi batinya ko abatu-rage bari bubabazi inshinga-no itakozwe uko bikwiriye**

7.   Long distances to attend the meetings/ **Ingendo ndende kugera aho inama ibera**

8.   Difficult geographic terrain in some districts/**Imiterere y'ah-antu itameze neza**

9.   Other (specify)/**Ibindi(bivuge)** |

Part 5: Capacity Development and Past Responses/**Igice cya gatanu: Ibyo kongerwa ubushobozi n'amahugurwa yatanzwe mu bihe byahise**

CG 4013	Which behaviours from local leaders may deter citizens from voicing their opinions on certain matters? **Niyihe myitwarire y'abayobozi binzego z'ibanze bakumira abaturage gutanga ibitekerezo kugingo rukana? (***Arasubiza ibisubizo bishoboka***)**	1. Poor time management/ **Kutubahiriza igihe** 2. Poor leadership style/**Imiyoborere itanoze** 3. Limited knowledge on certain topics/ **Ubumenyi buke ku ngingo zimwe na zimwe** 4. Not sharing the meeting agenda prior/**Kutamenyesha abaturage mbere ingingo zizaganirwahoo mu nama** 5. Inadequate facilitation skills from local leaders/ **Ubumenyi budahagije mukuyobora ibiganiro** 6. Long distances to the venue for meetings/ **Ingendo ndende kugera aho inama ibera** 7. Over solicitation of citizens for meetings/**Gusabwa kwitabira inama kenshi** 8. Over solicitation of contributions/ **Gusabwa kenshi gutanga amafaranga** 9. Other (specify)/**Ibindi (bivuge)**

VAR. No	Question	Code Categories		
CD 501	In the last 3 years, have you received any work-related training?/**Mu myaka itatu ishize hari amahugurwa wabonye afitanye isano n'akazi mukora?** If no, skip to CD 5010/**niba ari oya muhite mujya kuri CD 5010**	Yes/ **Yego**	No/**Oya**	Not applicable/ **Ntabwo bijyanye**
CD 502	If yes, which among the following themes were covered?/**Niba ari yego, watubwira icyo ayo mahugurwa yibanzeho muri izi ngingo zikurikira?**			
	1. Participatory budgeting/**Ingengo yimari iha buri wese ijambo**			
	2. Participatory planning/ **Igenamigambi buri wese agizemo uruhare**			
	3. Participatory approaches/**Uburyo buha buri wese ijambo**			
	4. Gender mainstreaming in local government plans/**Kwita ku ihame ry'uburinganire mu igenamigambi ryo munzego z'ibanze**			
	5. Inheritance law/ **Itegeko ryizungura**			
	6. Law relating to persons and family/**Itegeko ry'umuryango**			
	7. Land laws/**Amategeko agenga ubutaka**			
	8. Taxation laws/ **Amategeko y'umusoro**			
	9. Group facilitation skills/ **Kuyobora ibiganiro mu itsinda**			
	10. Time management/ **Gukoresha neza igihe**			
	11. Leadership skills/ **Ubumenyi mukuyobora**			
	12. Conflict resolution/ **Gukemura amakimbirane**			
	13. Human resources management/ **Ubumenyi mumicungire y'abakozi**			
	14. Other (specify)/**Ibindi (bivuge)**			
CD 503	Was the training received while working?/**Ese ayo mahugurwa mwayabonye muri mukazi?**	Yes/ **Yego**	No/**Oya**	
	1. With current institution/ **Mwari muri muruyu mwanya?**			
	2. Previous institution/**Mu kigo mwakoragamo mutaraza hano**			
	3. Both/**Hombi**			

CD 504	Where was the training held?/ **Amahugurwa yabereye he**			
	1. In-house/**Hano mukigo**			
	2. Outside institution/**Hanze y'ikigo**			
	3. Abroad/**Hanze y'igihugu**			
CD 505	How many trainings have you received from the time you assumed office?/**Ni amahugurwa angahe mwa-hawe?**	Number of trainings/**Umubare/ingano w'amahugurwa**		
CD 506	How long did each of the training last?/**Amahugurwa yamaze igihe kigana gite?** 1. One day/**Umunsi umwe** 2. Two days to a week/ **Guhera kuminsi ibiri kugeza ku icyumweru** 3. Two weeks/**Ibyumweru bibiri** 4. Three to four weeks/ **Guhera kubyumweru bibiri kugeza kubyumweru bine** 5. Two to three months/ **Guhera kukwezi ukageza ku-mezi atatu** 6. Four to six months/ **guhera kumezi ane kugeza kuri atandatu** 7. Over six months/**Hejuru y'amezi atandatu**	1. Budgeting/**Ingengo yimari** 2. Gender Issues/**ibijyanye n'uburin-ganire** 3. Domestic relations law/**Itegeko ry'umuryango** 4. Law relating to persons and fami-ly/ **Itegeko rijyanye n'umuryango** 5. Land laws/**Amategeko agenga ubutaka** 6. Taxation laws/**Amategeko igenga imisoro** 7. Facilitation skills/**Kuyobora ibigan-iro** 8. Time management/**Gukoresha neza igihe** 9. Leadership skills/**Kuyobora** 10. Conflict resolution/**Gukemura amakimbirane**		
CD 507	Who organised the training?/ **Ninde wateguye amahu-gurwa?**	1) RMI 2) RALGA 3) RGB 4) Other ministries and related Insti-tutions (specify)/**Minisiteri nibigo bya Leta (Ibindi bivuge)** 5) Local government/Inzego z'ibanze 6) Universities/Kaminuza 7) CSOs (specify)/**Imiryango itari ya leta** 8) Private sector/Abikorera 9) Other (specify)/Ibindi (sobanura)		
CD 508	To what extent would you say those trainings increased your knowledge/skills pertaining to your current role?/ **Ni kuruhe rugero amahagurwa wabonye yagufashije kongera umusaruro mukazi ukora ubu**	1. High/**Kurwego rwo hejuru** 2. Moderate/**Bigereranije** 3. Low/**Hasi** 4. None/**Ntarwo**		

CD 509	To what extent would you say those trainings increased your personal performance at your current role in this institution?/ **Nikuruhe rwego amahugurwa wahawe yagufashije kuzamura ubumenyi no gutanga umusaruro ukwiye mu akazi ukora?**	1. High/**Kurwego rwo hejuru** 2. Moderate/**Bigereranije** 3. Low/**Kurwego rwo hasi** 4. None/**Ntayo**
CD 5010	Which other areas, by order of priority, do you need capacity building training in for you to better engage citizens in decision-making processes?/ **Ni izihe ngingo ubona ukeneye amahugurwa kugirango urusheho gufasha abaturage kugira uruhare mu gufata ibyemezo**	1. Participatory approaches in planning, monitoring, and evaluation/**Guha buri wese ijambo ndetse niguha agaciro ibitekerezo bye mwigenamigambi ni mwisuzumabikorwa** 2. Gender mainstreaming in local government plans/**Kwita kuri genda mu inzego zibanze** 3. Inheritance law/**Mwitegeko rijyanye nizungura** 4. Law relating to persons and family/ **Itegeko ryumuryango** 5. Land laws/**Itegeko ryubutaka** 6. Taxation laws/**Amategeko ajyanye numusoro** 7. Group facilitation skills/**kuyobora ibiganiro** 8. Time management/**Gukoresha igihe neza** 9. Leadership skills/**Kubijyane no kuyobora** 10. Conflict resolution/**Gukemura amakimbirane** 11. Simplified summary of government policies/programmes to ease citizen mobilisation/**Gahunda za leta zisobanutse kuburyo bifasha abaturage kugira uruhare** 12. Other (specify)/**Ibindi (bivuge)**
CD 5011	Are there opportunities that local leaders could take advantage of in order to better seek and consider citizen needs and concerns in local government plans and budget?/**Ese hari ibyo ubona nk'amahirwe yafasha abayobozi binzego z'ibanze mugukusanya ibyo abaturage bifuza byakwitabwaho mu igenamigambi n'ingengo y'imari?**	1) Partnerships with CSOs/**Ubufatanye n'imiryango itari iya Leta** 2) Government structures like meetings after umuganda, inama njnama/ **Mumiyoboro yashyizweho na Leta nk'umuganda, inama njyanama** 3) Political will/**Ubushake bwa politiki** 4) Outreach programmes from central level leaders such as the president/ **Uruzinduko rwabayobozi bakuru urugero nkuruzinduko rwa perezida wa Reblika** 5) Improved citizen knowledge/ **Kwiyongera kubumenyi mu baturage** 6) Radios/**Amaradiyo** 7) Other (specify)/**Ibindi (bivuge)**

CD 5012	In the last 12 months, have you personally experienced any of the following behaviour at your workplace?/**Mu mwaka ushize hari ubwo waba warahuye nimbogamizi zikurikira mu kazi**	Yes/ **Yego**	No/ **Oya**	Don't know/ **Ntabwo mbizi**	Not Applicable/ **Ntabwo bijyanye**
	1) Sexual harassment/ **Itotezwa rishingiye ku igitsina**				
	2) Physical abuse/**Itotezwa ribabaza umubiri**				
	3) Battery/**Gukubitwa**				
	4) Sexual assault/ **Itotezwa/kwibasirwa hashingiye ku-gitsina**				
	5) Verbal abuse/ **Ihohoterwa rishingiye kumagambo mabi asesereza**				
	6) Bullying/**Gutesha agaciro umuntu**				
	7) Rape/**Gufatwa kungufu**				
	8) Stalking/**Kwendereza**				
	9) Threat to murder/ **Kugirirwa nabi hagamijwe kwica**				
	10) Sexual exploitation/ **Gufatwa nabi hashingiye kugit-sina**				
	11) Economic/financial abuse/**Itotezwa rishingiye k'umutungo**				
	12) Psychological abuse/**Itotezwa ryo kukutima no mu-mitekerereze**				
	13) Not being allowed time by a superior for breast feed-ing/**Kutemererwa numuyobozi wawe isaha yo kujya konsa**				
	14) Being denied work mission opportunity as result of breast feeding or being pregnant/ **Kutemererwa kujya mubutumwa cyangwa amahugurwa yakazi kubera ko umugore yonsa**				
	15) Not being facilitated to go with a baby and his or her caregiver in work missions or trainings/ **Kudafash-wa kujyana umwana wonka n'umukozi umufasha mumahugurwa cyangwa ubutumwa bwakazi**				
	16) Being denied training opportunity as result of breast feeding or being pregnant/**Kubuzwa kujya muma-hugurwa y'akazi kubera ko umubyeyi yonsa**				
	17) Family conflict/ **Amakimbirane mu muryango**				
	18) Other (specify)/**Ibindi (bivuge)**				

CD 5013	Does the workplace have infrastructure to cater for specific gender needs?/**Ese inyubako ukoreramo yaba ifite ibyangombwa bikenewe bifasha kubibazo byihariyeabagore bahuranabyo?**	Yes/ **Yego**	No/ **Oya**	Not Applicable/ **Ntibindeba**	Don't know/ **Ntabwo mbizi**
	1. Specific rooms for breast feeding/ **Ibyumba byihariye bonkerezamo**				
	2. Separation of toilets for different sexes/ **Ubwiherero butandukanye ku abagore n'abagabo**				
	3. Availability of sanitary buckets in female toilets/***Kuba hari Ibikoresho by'isuku byabugenewe mubwiherero bw'abagore***				

Annex Two: Semi-Structured Guide for FGDs with Local Leaders

Consistent with the research objectives and the key guiding questions, the thematic questions in this guide are formulated with (local) decision makers as the main target. A separate set of questions is developed for community members and other actors that closely resembles this guide.

Theme 1: Understanding about the value of responsiveness to citizen voices

1. As local leaders, what do you understand by your own responsiveness to citizen voices?

2. In your own understanding, why does a local leader responsiveness to citizen voices matter?

3. What motivates you to seek citizen voices on government policies and programmes?

4. How does responsiveness to citizens matter/impact citizen participation in local decision-making processes?

Theme 2: Good practices of citizen participation and responsiveness to citizen voices: approaches, techniques, tools, and promoters

1. What approaches, practices, and technics do you use to get citizens in your locality to express their opinions on programmes, policies, and issues affecting their lives?

2. Would you want to highlight any good practice of citizen participation and responsiveness to citizen voices that you have championed as local leaders, and which you are proud of sharing?

3. Who else among local development partners appears to be uniquely facilitating citizen voices in local decision-making processes in your locality?

4. Which approaches, techniques, and tools are they using, and where?

5. Which opportunities for the replication of those good practices exist in your view, and how can they be exploited?

6. Are there other approaches you may wish to use, but that you have not used so far? [Probe for reasons for not using them].

Theme 3: Capacity gaps at individual, organisational, and institutional levels

1. How easy or difficult is it for you to inclusively engage citizens on public issue identification, structuring and needs prioritisation, and reach consensus? [Probe for hindrances]

2. How easy or difficult is it for you to provide feedback to citizens in your locality with regard to their expressed needs, including on unmet demands? [Probe for hindrances]

3. What are the main capacity gaps and challenges that prevent you at individual, organisational, and institutional levels from effectively engaging citizens in existing consultative mechanisms, and what are they due to? [Probe for:

    a. Individual level

    b. Organisational level (workforce, internal collaboration, etc.)

    c. Institutional level (laws, regulations, policies, etc.)

4. [Also probe for causes/factors behind the responses]

5. How would you analyse the collaboration between your level of decision-making and other levels, including local development partners, in terms of facilitating and integrating citizen inputs into local planning, imihigo, and budgeting?

6. Which behaviours from citizens or any other possible factors can prevent you from seeking their opinions on certain matters?

7. Do you find the resources at the disposal of local decision makers (staff, tools, finances, and guides) enough to genuinely and effectively involve citizens in decision-making?

8. Can you tell us the main challenges you face in terms of available/allocated resources for you to meet the imperative of citizen participation and responsive service delivery?

Theme 4: Capacity development and past responses

1. Which opportunities to boost responsiveness capacity to citizen voices exist out there, and how are you tapping them?

2. How have your capacity needs at individual, organisational, and institutional levels with regard to advancing and responding to citizen voices been responded to in the past, when, and by who?

3. Which impact, if any, have past capacity development responses had on decision maker consideration of responsiveness to citizen voices?

4. What can be done to further respond to the identified capacity gaps and address the raised challenges, and who should do that and why?

5. Are there opportunities that local leaders could take advantage of in order to better seek and consider citizen needs and concerns in local government plans and budget?

6. Are there specific gender needs faced by local leaders, and which could affect their capacities to seek and consider citizen voices in local government plans and budgets? [Probe for how they could be addressed]

7. Is there any particular capacity area you would want to be further assessed?

Annex Three: Semi-Structured Guide for FGDs with Citizens and Opinion Leaders

Consistent with the research objectives and the key guiding questions, the thematic questions in this guide are formulated with citizens, both ordinary and non-ordinary, as the main target.

Theme 1: Value of citizen participation and local leader responsiveness to their voices

1. What do you understand by citizen participation and why does it matter?

2. In your own understanding, why does a local leader responsiveness to citizen voices matter?

3. For which matters would wish local leaders to be most responsive to, how, and why?

4. When do you consider that local decision makers have been responsive to your voice?

5. In your locality (village, cell, sector, or district), do you find that decision makers value citizen opinions? How so?

6. What, in your understanding, motivates your local leaders to seek your voice on government policies and programmes?

7. How does local leader responsiveness to your demands/needs impact your own participation in local decision-making processes?

Theme 2: Good practices of citizen participation and responsiveness to citizen voices: approaches, techniques, tools, and promoters

1. What approaches, practices, techniques, and tools are used by local leaders in your locality which you consider facilitate you to impact fully express your opinions on programmes, policies, and issues affecting your lives?

2. Who else among local development partners appears to be uniquely facilitating citizen voices in local decision-making processes in your locality?

3. Would you want to highlight any good practice of citizen participation and responsiveness to citizen voices (championed by local leaders or any other actor) in your own locality that you are proud of sharing?

4. Which opportunities for the replication of those good practices exist in your view, and how can they be exploited?

Theme 3: Capacity gaps at individual, organisational, and institutional levels

1. In your experience, how confident are your local leaders to inclusively engage you on public issue identification, structuring and needs prioritisation, and reach consensus?

2. How confident are local leaders in your locality to provide you with feedback with regard to your expressed needs, including on unmet demands?

3. What are the main capacity gaps and challenges (at individual, organisational, and institutional levels) that prevent your local leaders from effectively engaging citizens in existing consultative mechanisms, and what are they due to?

4. How would you analyse the collaboration between your local leaders and other local development partners in terms of facilitating and integrating citizen inputs into local planning, imihigo, and budgeting?

5. Do you see any hindrances stemming from the Rwandan political culture that might prevent you from effectively engaging your local leaders on issues of community concern?

6. Which challenges/behaviours do you face/have that that might impact your capability to constructively engage in decision-making processes?

7. What behaviours and attitudes of your local leaders do you consider as hindering their own ability to seek your voice on issues of strategic importance to you?

Theme 4: Capacity development and past responses

1. What can be done to further respond to the identified capacity gaps and address the raised challenges, and who should do that and why?

2. Is there any particular capacity area you would want to be further assessed?

3. Are there opportunities that local leaders could take advantage of to better seek and consider citizen needs and concerns in local government plans and budget?

4. Are there specific gender needs faced by local leaders, and which could affect their capacities to seek and consider citizen voices in local government plans and budgets? [Probe for how they could be addressed]

Annex Four: Research Protocol and Informed Consent

Dear Madam/Dear Sir,

My names are Mr/Mrs (state names) and I work for Never Again Rwanda.

If I am approaching you today, it is because you have been identified to take part in programmatic research that seeks to assess local leader capacity needs, opportunities, and challenges with regard to their mandate to promote citizen participation in local government processes. The research is being conducted by Never Again Rwanda in partnership with the Rwanda Management Institute (RMI), and it has been approved by competent government institutions; namely, the Rwanda Governance Board (RGB) and the National Institute of Statistics of Rwanda (NSIR). We have also notified district leaders of this ongoing assessment.

Before joining this effort, we wish to read out to you this information form since it contains important information to assist you in deciding whether to take part in this study. We request that you ask as many possible questions as you wish in order to make sure that you fully understand what the research is all about, its target participants, and the intended use of findings. Should you have any questions about this document that you feel have not been satisfactorily answered, do not hesitate to seek further clarifications from any research team member.

Please note that your participation in this study is totally voluntary. Therefore, you can withdraw from it at any point simply by informing the study interviewer. Should you decide not to participate in this interview or to retract your consent, there will be no consequence and you will lose nothing as a result of not participating. This study does not entail any procedure that is invasive to your privacy. While you may decline to answer any specific question or completely refuse to participate, your help in responding to a few questions will be much appreciated, even though we are unable to provide you with any monetary or other incentive.

This interview will take approximately 20 minutes of your precious time. During this interaction, you will be asked what you know about local leader capacity strengths, gaps, challenges, and opportunities with regard to their mandate of promoting citizen participation in local government processes, and how they particularly respond to citizen voices. You will equally suggest what capacity development they need so as to outstandingly perform their mandate to your expectations. Your responses to the interview questions will be kept strictly confidential as they will exclusively be accessed by the research team. In this vein, your names will never be used in connection with your responses, and will not appear in any report.

During the interview, we wish to record your sound and /r image by use of camera and sound recorders in order to ensure that we do not loose precious information you will share with our team. But again, you have the right to not allow us to record you during the interview. Should you allow our team to record your voice and/or image, we could use them subsequently during the dissemination of the findings. But prior to doing that, we will again show you the video, and seek your prior authorisation to use the images in public gatherings, whereby the findings will be disseminated.

If you have any further question about the study at hand, you may directly contact the Executive Director of Never Again Rwanda Dr Joseph Ryarasa Nkurunziza (0788310113).

Consent to participate

All my questions about this study have been satisfactorily answered by --. Also, I read [or someone read for me] the study details and I understand my role in this study and how the information I shall provide will be used. I also know that I can withdraw from this study at any time without providing any explanations whatsoever, and that this will have no impact on my being.
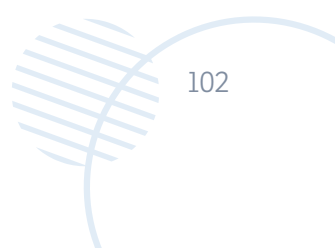
I also accept that my images and voice can be used during dissemination of the findings.
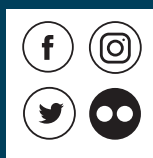
Informed consent or thumb print:

....   **Date**   ....

Interviewer Name: ....

Signature of interviewer: ....**Date:** ....