

EXECUTIVE SUMMARY

To implement its responsibilities of advising public and private institutions as to improving the quality of services delivered to the population and of preventing and fighting injustice, corruption and other related offences in public and private administration, the Office of the Ombudsman carried out an investigation on evaluation of government programs: One cow per poor family project and construction of house to the vulnerable people.

This summary report contains findings and recommendations of the investigation conducted by the Office of the Ombudsman. It presents the identified loopholes and inefficiencies in the projects implementation and the role of local leaders in the implementation of the above mentioned programs.

One of the most important benefits that have been derived from this program is the improvement of soil fertility. This is through the application of organic fertilizer to their crops thus increasing crop production. The beneficiaries do not only use the organic fertilizer in their fields but also give it out to friends and neighbours, thus the community is able to also benefit from the program as a whole.

The two programs were initiated by the Government in order to improve the livelihood of the beneficiaries who had neither cows nor decent houses. Cows enabled people to fight against malnutrition and to generate incomes.

However, constraints remain as a barrier to the implementation of the one cow per poor household and construction of houses for needy people, some are relating to the illiteracy of the majority of citizens who sold cows benefited, lack of training on programs, poor use of construction materials like cement and iron sheet.

Loopholes of corruption in the distribution of cows, distribution of house materials like in distribution of cement and iron sheets were noticed, where cows were given to local leaders, rich people, shopkeepers and some others were sold by the local leaders. The

citizens did not get the number of iron sheets as it was planned. Some were given many iron sheets and many sacks of cement while other could get materials that can not finish their houses.

District levels failed to distinguish construction materials provided by MINALOC and those granted by donors, on the other hand citizens did not know the source of the materials received, this resulted to loss of materials provided by MINALOC. They also failed to distinguish cows provided by Ministry of Agriculture and those ones granted by other donors

In order to improve the implementation of the aforementioned programs, some recommendations are given to reinforce the criteria to be used and revising regulations provided by MINAGRI for distribution of cows and MINALOC for the materials to be used for the construction of houses.

1. INTRODUCTION

The Office of the Ombudsman is stipulated in article 182 of the Constitution of the Republic of Rwanda of 04/06/2003 and was established by Law n° 25/2003 of 15/08/2003 modified and complemented by Law n°17/2005 of 18/8/2005 establishing the organization and functioning of the Office of the Ombudsman.

As stipulated in article 7 of Law n°25/2003, some of the attributions of the Office of the Ombudsman are :

- acting as a link between the citizen and public and private sector ;
- preventing and fighting injustice, corruption in public and private administration ;
- advising cabinet and other concerned institutions as regards strengthening and improving their policy of preventing, fighting, and punishing corruption ;
- advising the public and private institutions as to improvement of the quality of services delivered to the population.

In order to fulfill the above attributions, the Office of the Ombudsman carried out an investigation on evaluation of government programs :One cow per poor family project and construction of house to the vulnerable people.

The main purpose of this investigation exercise was to assess the following:

- the implementation of the programs; to see if they were implemented in a transparent manner;
- the impact of the programs to the citizens to see whether the beneficiaries got their advantages ;
- conditions of the programs execution ;
- any existing loophole of injustice and corruption in the implementation of the programs.

2. BACKGROUND OF PROGRAMS EXECUTION

The Office of the Ombudsman carried out an investigation on “One cow per poor family” project (Girinka program), and on the construction of shelters for vulnerable people in all districts of the country.

2.1. Construction of shelters for vulnerable people

This was government program aimed at supporting needy families, in general, needy families have been granted shelters. In some districts, houses were constructed according to the programme of settlement in villages, and with dimensions of 8 per 6 meters. Many of the houses were constructed with support of the citizen, in community works (umuganda), TIG and during the army week.

2.2. Category of needy families:

- survivors of the 1994 Genocide against the Tutsi;
- vulnerable people;
- orphans and widows who are homeless;
- those whose houses were destroyed by earthquake;

2.3. The role of local leaders

- chairing meetings of selecting needy people;
- listing needy and submit the list at the district level;
- local leaders were supposed to allocate plots for building houses for vulnerable people.

3. CONSTRUCTION OF HOUSES FOR THE NEEDY FAMILIES

3.1. Distribution of iron sheets

In implementing the above mentioned program, the Ministry of Local Government (MINALOC) purchased iron sheets, cement and nails for constructing houses for the vulnerable people from all districts of the country. These materials were distributed to the districts from the Ministry but according to the investigation made by the Office of the

Ombudsman, the fund has been mismanaged and others were embezzled. The tables below show the distribution of iron sheets and sacks of cement in all provinces and Kigali City. However the data are not corresponding for two main reasons:

- The data provided by districts and sectors levels are not corresponding in some cases because of confusion between materials allocated by MINALOC and other donors;
- All sectors have not been visited in some districts so that data provided by districts are not corresponding with those collected by the Office of the Ombudsman.

Materials embezzled are those for which the authorities did not provide explanations for their use and which were not given to beneficiaries. This indicates the mismanagement in the distribution of materials.

Table 1: Distribution of iron sheets in Western Province

District	Iron sheets received at district level	Iron sheets received at sector level	Iron sheets received by beneficiaries	Embezzled iron sheets
Rusizi	34.640	30.126	35.254	99
Ngororero	27.200	24.235	22.579	23
Nyabihu	20.200	20.200)	11.466	79
Rubavu	26.300	30.569	25.093	-
Nyamasheke	38.520	38.172	31.550	163
Karongi	42.080	41.915	41.915	20
Rutsiro	-	22.490	20.017	479
Total	188.940	177.581	152.620	863

Table 2: Distribution of iron sheets in Eastern Province

District	Iron sheets received at district level	Iron sheets received at sector level	Iron sheets received by beneficiaries	Embezzled iron sheets
Gatsibo	30.100	22.473	21.766	58
Rwamagana	31.900	24.574	25.428	1690
Nyagatare	27.820	23.724	20.410	222
Bugesera	33.530	4.334	1.770	-
Kirehe	-	8.536	11.861	-
Kayonza	4.521	4.521	3.975	-
Ngoma	-	-	-	
Total	127.871	88.162	85.210	1970

Table 3: Distribution of iron sheets in Southern Province

District	Iron sheets received at district level	Iron sheets received at sector level	Iron sheets received by beneficiaries	Embezzled iron sheets
Gisagara	33.900	33.162	28.768	29
Kamonyi	35.380	20.412	18.940	-
Muhanga	29.814	29.814	28.799	608
Nyaruguru	24.052	21.497	25.260	270
Nyanza	20.877	19.611	17.932	252
Ruhango	14.600	13.095	12.987	69
Huye	14.960	12.770	12.104	15
Nyamagabe	45.000	20.047	19.168	26
Total	218.583	170.408	163.958	1.269

Table 4: Distribution of iron sheets in Northern Province

District	Iron sheets received at district level	Iron sheets received at sector level	Iron sheets received by beneficiaries	Embezzled iron sheets
Musanze	27.820	14.700	15.854	19
Rulindo	16.440	12.405	12.204	19
Gicumbi	18.220	9.185	8.811	-
Gakenke	9.800	7.582	7.525	61
Burera	5.483	2.061	-	-
Total	77.763	45.933	44.394	99

Table 5: Distribution of iron sheets in Kigali City

District	Iron sheets received at district level	Iron sheets received at sector level	Iron sheets received by beneficiaries	Embezzled iron sheets
Nyarugenge	-	-	-	-
Kicukiro	-	-	-	-
Gasabo	1.000	-	-	-
Total	1.000	0	0	0

3.2. Distribution of sacks of cement

Table 6: Distribution of sacks of cement in Western Province

District	Sacks received at district level	Sacks received at sector level	Sacks received by beneficiaries	Embezzled sacks of cement
Rusizi	3.400	1.530	1.531	-
Ngororero	2.899	1.358	868	32
Nyabihu	1.850	1.850	867	59
Rubavu	2.250	1.975	1.560	-
Nyamasheke	4.500	4.500	4.416	0
Karongi		3,100	3,100	0
Rutsiro	-	4.063	4.004	20
Total	14.899	23.499	16.346	111

Table 7: Distribution of sacks of cement in Eastern Province

District	Sacks received at district level	Sacs received at sector level	Sacs received by beneficiaries	Embezzled sacks of cement
Gatsibo	2.600	1.364	1.147	145
Rwamagana	2.850	2.165	1.466	685
Nyagatare	2.600	1.629	1.182	99
Bugesera	5.150	577	314	-
Kirehe	-	346	346	-
Kayonza	1.146	-	-	-
Ngoma	-	-	-	-
Total	14.346	4.081	4.455	929

Table 8: Distribution of sacks of cement in Southern Province

District	Sacks received at district level	Sacks received at sector level	Sacks received by beneficiaries	Embezzled sacks of cement
Gisagara	1.700	1.674	1.289	27
Kamonyi	-	1.985	1.985	-
Muhanga	4.650	4.704	-	-
Nyaruguru	2.800	2.205	1.784	397
Nyanza	2.600	2.399	2.009	-
Ruhango	2.300	1.818	1.818	-
Huye	3.000	1.350	1.369	125
Nyamagabe	1.700	805	805	-
Total	18.750	16.940	11.059	549

Table 9: Distribution of sacks of cement in Northern Province

District	Sacks received at district level	Sacks received at sector level	Sacks received by beneficiaries	Embezzled sacks of cement
Musanze	3.300	600	551	32
Rulindo	1.700	1.687	1.735	12
Gicumbi	2.100	1.110	997	50
Gakenke	-	1.120	1.044	8
Burera	800	350	350	-
Total	7.00	3.867	4.677	102

Table 10: Distribution of sacks of cement in Kigali City

District	Sacks received at district level	Sacks received at sector level	Sacks received by beneficiaries	Embezzled sacks of cement
Nyarugenge	2.400	2.400	2.315	-
Kicukiro	4.200	4.200	4.200	-
Gasabo	-	4.650	-	-
Total	6.600	11.250	6.515	

From the tables above, there some differences in figures from the distribution of materials in the district level to the sector levels, this was due to lack of information from both levels where the authorities from district levels failed to distinguish construction materials provided by MINALOC and those granted by other donors.

Following irregularities have been observed in the implementation of the program:

- Sector authorities say they received materials which are higher than those given by the district. E.g: Rulindo District allocated to Masoro sector 100 sacks of cement but sector authorities said that they received 225 sacks. There is confusion between materials from MINALOC and those from other donors;
- Districts like Kirehe and Kamonyi did not provide data about materials from MINALOC and other donors;
- failure to distinguish construction materials provided by MINALOC and those granted by other donors;
- some of the construction materials were not given to beneficiaries;
- low quantity of provided cement compared to constructed houses;
- iron sheets still kept in districts stores;
- cement was embezzled in Districts like Nyamagabe, Kayonza, Nyaruguru

- misuse of cement granted (cement sold by beneficiaries, cement stored by beneficiaries because of lack of sand, cement damaged because of bad conditions of storage)
- the problem of dilapidated houses;
- the dimension of houses constructed were not harmonized;
- some houses were not finalized in construction.

3.3. Involved people

- Poor follow up of district authorities, Ministry and the local leaders;
- Poor coordination of district authorities.

4. ONE COW PER POOR HOUSEHOLD PROGRAM

The Government of Rwanda instituted the “One Cow per Poor family Program”, which aims to give the poorest households in the country support to raise milk for home consumption.

The above mentioned program was set up in August 2006 by the Government of Rwanda as the result of cabinet decisions of 12/04/2006 and it was implemented in November 2006 aiming to solve the problem of poverty status of most rural households coupled with the high malnutrition rates among children less than five years. The stakeholders also supported the government in “one cow per poor family.

4.1. The implementation

The main activity under this program is the distribution of heifers that have been inseminated to farmers. These are intensively managed (by zero grazing) and as soon as they deliver the farmer has ready source of income through the milk that is produced by the cow. Furthermore, the first female calf is passed onto another beneficiary when it is about 12 months, so that way the farmer gets to “pay” for the cow that was given to

him/her. In addition the program places an emphasis on vulnerable groups, especially child-headed households and female-headed households.

Cows distributed under this scheme were Ankole, Cross- breed heifers, Frisian heifers and, Jersey heifers. Heifers were passed on by families whose cows calved.

4.2. Regulations provided by Ministry of Agriculture for distribution of cows

- ✓ for the farmer to qualify for the cow, they should have planted cow fodder;
- ✓ to have fodder and constructed a shed for the animal;
- ✓ to practice good farming activities such as terracing;
- ✓ to have at least 20 acres planted with animal fodder;
- ✓ the beneficiary should not own a cow already because the project targets mainly the poor.

4.3. The impact of the program to the citizens

One of the most important benefits that have been derived from this program is the improvement of soil fertility and increase of the milk production in the country. This is through the application of organic fertilizers to the crops, thus increasing crop production. The beneficiaries do not only use the organic fertilizers in their fields but also give it out to friends and neighbours, thus the community is able to also benefit from the program as a whole. Some farmers have also been able to use the cows as collateral in order to obtain financing in the micro credit institutions.

The tables below indicate the distribution of cows in all provinces and Kigali City. Some districts did not provide data about the cows they received from RARDA. All sectors visited indicated the number of cows received. In some cases data were not given. Embezzled cows are those for which the authorities did not explain their destination or which were not given to beneficiaries.

Table 11: Distribution of cows in Eastern Province

District	Cows received at district level	Cows received at sector level	Cows received by beneficiaries	Embezzled Cows
Rwamagana	-	299	239	60
Gatsibo	1,137	1,114	1,114	0
Nyagatare	-	184	-	-
Kirehe	-	122	122	-
Ngoma	-	84	84	-
Kayonza	-	139	-	-
Bugesera	-	298	298	0
Total	1,137	2,240	1,857	60

Table 12: Distribution of cows in Southern Province

District	Cows received at district level	Cows received at sector level	Cows received by beneficiaries	Embezzled Cows
Nyanza	1075	1,236	1,241	-
Gisagara	-	1,221	-	-
Muhanga	-	564	-	-
Ruhango	-	241	-	-
Nyaruguru	-	1,217	1,078	64
Huye	-	945	-	-
Nyamagabe	-	459	-	16
Kamonyi	-	293	-	1
Total	1075	5,717	2,319	81

Table 13: Distribution of cows in Northern Province

District	Cows received at district level	Cows received at sector level	Cows received by beneficiaries	Embezzled Cows
Gicumbi	2545	295	-	9
Musanze	-	251	-	-
Gakenke	-	502	502	-
Burera	-	314	-	-
Rulindo	-	517	-	20
Total	2,545	1,879	502	29

Table 14: Distribution of cows in Western Province

District	Cows received at district level	Cows received at sector level	Cows received by beneficiaries	Embezzled Cows
Ngororero	-	702	-	-
Rubavu	-	852	673	-
Nyabihu	-	375	-	-
Rutsiro	-	578	-	4
Nyamasheke	-	111	-	-
Rusizi	-	709	-	-
Total		3,327	673	4

Table 15: Distribution of cows in Kigali City

District	Cows received at district level	Cows received at sector level	Cows received by beneficiaries	Embezzled cows
Gasabo	-	290	290	-
Kicukiro	-	269	269	-
Nyarugenge	-	-	-	-
Total	0	580	559	-

In some districts like Gicumbi, all sectors have not been visited. In other districts like Nyanza and Gatsibo, sectors authorities provide vague information about the cows offered to beneficiaries so that the figures are not corresponding. Local leaders gave incomplete information due to the lack of data. They did not distinguish cows granted by the donors and those ones granted by the Ministry of Agriculture through RARDA.

4.4. Irregularities identified in distribution of cows

- the redistribution of cows among the needy families has not been transparent, cows were not given to deserving beneficiaries, people with capacity to owe themselves cows , and executive secretaries for the cells were among the beneficiaries;
- tender awarded for purchasing cows to be distributed did not respect the instructions that were given by RARDA;
- loopholes of corruption were noticed in the distribution of very young cow which didn't reach period of gestation;
- distribution of cows which failed to be inseminated;
- loopholes of corruption in family selection process where cows were given to the rich families;
- low capacity of citizens to cater for the cows which leads them to die;

- poor follow-up of the local leaders in the distribution of cows supplied by the Ministry of Agriculture whereas cows supplied by projects as PAPSTA in Nyanza, Nyamagabe are in good conditions because of a regular follow up, which lead to improvement of day to day life of the citizens;
- poor animal nutrition: animal feeding conditions has an effect on production as well as on prevention of some animal disease;
- farmers are not trained in herbs conservation, so that they could stock up for the dry season;
- poor services of veterinaries;
- The Ministry in charge also failed right from the instructions, and criteria defining who was to benefit from the program, up to the responsibility of follow-up and monitoring the process of distribution;
- The local leaders failed to distinguish to the investigators the number of cows offered by RARDA, and those granted by SEND A COW RWANDA, PAPSTA, HPI, ASRG, CNF, DCDP, PDRCIU and Imbuto Foundation.

5. RECOMMENDATIONS

- In order to implement government decisions, those who were not deserving beneficiaries should return cows and be given to the concerned beneficiary;
- The local authorities together with the Ministry in charge should sensitize citizens and prepare them for receiving cows;
- All people that involved in poor distribution of cows and embezzlement of construction materials should be punished using administrative sanctions where necessary criminal sanctions also should be applied;
- For all houses that were still under construction due to lack of construction materials, the Ministry in charge should provide necessary materials to finalize them.

6. CONCLUSION

Rwanda's current agricultural status and orientation for the future entails primarily, the stepping up of activities that develop and promote agricultural and livestock production. One of those programs is the distribution of cows to poor families which is conducted under the supervision of MINAGRI. This ministry and decentralised institutions are doing their best for a better implementation of that program, but they should put more efforts to come out of weaknesses mentioned.

Construction of houses for the vulnerable people was a government instituted fund aimed at supporting needy survivors of the 1994 Genocide against the Tutsi, orphans and widows who are homeless, those whose houses were destroyed by earthquake. According to the investigation done by the Office of the Ombudsman, it was identified that some funds have been mismanaged and other materials were embezzled. MINALOC and decentralized organs should take strict measures for the people who are involved in mismanagement and embezzlement of construction materials.