

## **REPORT ON ASSESSMENT OF NATIONAL COUNCIL FOR PERSONS WITH DISABILITIES**

### **1. INTRODUCTION**

This assessment was based on the Rwanda Governance Board's mandate which is partly to monitor compliance to Good Governance Principles and service delivery in public, private and CSO institutions. Each year a governance assessment is conducted to obtain detailed information on the prevailing governance issues. The assessment is based on existing standards to check compliance and focuses on different areas of governance at all levels. It takes into account issues that affect performance in different local government entities so that relevant engagements and advocacy could be done. The focus of this particular assessment was the National Council of Persons with Disabilities (NCPD). Built on inclusive governance approach, NCPD is entrusted with responsibility to undertake empowerment, mobilization and advocacy for persons with disabilities to ensure their wellbeing and participation in the national transformational agenda. The National Councils of Persons with Disabilities run from village to national level and are elected for a five year term. It is in this regard that during Governance Month 2019, Rwanda Governance Board conducted governance assessment on the functioning of the National Council of Persons with Disabilities at District, Sector, and Cell levels based on the laws and regulations.

The assessment was conducted from 16<sup>th</sup> September, to 18<sup>th</sup> September 2019, whereby 11 Districts were assessed, together with 12 Sectors and 12 Cells, at least one in each District. The General objective of the assessment is to find out the effectiveness of the NCPD at local levels. The specific objectives include assessing the composition and participation of NCPD organs at District, Sector and Cell levels, the functioning and compliance of NCPD to laws and regulations as well as assessing the challenges that affect their delivery. The assessment collected general information on elected members, rate of turn-over and replacement, training in relation to their responsibility and their facilitation to discharge their duties. The assessment also analyzed collaboration of NCPD organs with District authorities and how they work at each level.

### **2. METHODOLOGY**

The Governance Assessment activity was conducted in all Provinces and City of Kigali. It covered eleven sample Districts that have been identified within the framework of the “*Governance We Want Program*”. That’s to say, there were eleven Districts, twelve Sectors and twelve Cells sampled from each Province and City of Kigali at random.

The 2019 Governance Month focused on the assessment of the performance of the National Councils for Persons with Disabilities at District, Sector and Cell levels. During the assessment, RGB teams reviewed the governance policy; governance related laws and the regulatory framework as well as the documents including minutes and resolutions of the respective NCPD organs and at each level. We also conducted interviews and field visits where the NCPD operate from. The interviews were held with NCPD committee members, as well as the Disabilities Mainstreaming Officers at District level and a staff in charge of social welfare at lower levels.

The assessment in 11 districts saw a total of 612 NCPD General Assembly members, and in each District at least one Sector and one Cell were assessed. The sampled Sectors and Cells were chosen randomly from the rural and urban areas. At the Sector level the assessment involved a total of 233 NCPD General Assembly members while at the Cell level 273 members were contacted. A total of 35 National Councils of Persons with Disabilities at District, Sector and Cell levels were assessed and involved a total of 1,118 members of the General Assemblies.

### **3. THE POLICY AND LEGAL FRAMEWORK**

Today, specific laws relating to the responsibilities, organization and functioning of the National Council of Persons with Disabilities (NCPD) include the Constitution of the Republic of Rwanda of 2003 as amended to-date, the Organic Law No. 29/2005 of 31/12/2005, determining the administrative entities of the Republic of Rwanda, and the law No.03/2011 of 10/02/2011 determining the responsibilities, organization and functioning of the National Council of persons with disabilities. The assessment was done to assess whether there has been sufficient training to enable NCPD members to be fairly knowledgeable about the laws they ought to apply and implement. The policy and legal provisions are in place to enable the effective and legitimate functioning of NCPD. The persons with disabilities are supposed to be well informed of what is being done for them basing on the views they give through their representatives.

To realize accountability, empowerment and foster ownership of development programs NCPD structures have to be functional. The Prime Minister's Order N° 03/2011 of 11/02/2011 Determines the responsibilities, organization and functioning of the organs of National Council of Persons with Disabilities. These organs include the General Assembly, the Executive Committee at decentralized levels and the Executive Secretariat at National level. The General Assembly and the Executive Committee of the National Council of Persons with Disabilities are established at National, Province and City of Kigali, District, Sector and Cell Levels.

Members of the Executive Committee are elected for their integrity and are expected to serve with dedication and on a voluntary basis. The Coordinator of the committee at District, Sector and Cell levels becomes a Council member at that respective level automatically. The Executive Committee members are elected for a term of five (5) years renewable. The composition of the council members of the decentralized entities affirms inclusivity and representation in decision making and governance. The General Assembly at District level is made up of Executive Committee members and NCPD coordinators at Sector level of all Sectors in that District; whereas at Sector level, the General Assembly members include the Sector Executive committee and Cell committees within that Sector. At Cell level, the General Assembly is composed of the Executive Committee and all the persons living with disabilities in that particular Cell.

District Councils ensure social-economic development of their Districts, capacity building of the Sectors and in consultation with the population; they enhance accountability and citizen participation. The District Council is the supreme decision making organ and approves and monitors the budget and implementation of the District Action Plan. The District Council coordinates the district statistics relating to the socioeconomic development of its population. The Sector Council is in charge of coordinating and supervision of the activities of the Cells that are in that Sector. It harmonizes the data collection from Cells for onward submission to the District.

It is against this background that the National Council of persons with disabilities is believed to be working in close collaboration with the local government entities at respective levels in order to be more effective in delivering on the needs of persons with disabilities.

#### **4. FINDINGS**

## **4.1. District Level**

### **4.1.1. The NCPD General Assembly at District Level**

The District General Assembly is supposed to be composed of the Executive Committee at district level and Coordinators of the National Council of Persons with Disabilities from all Sectors within that District. However, during the assessment it was discovered that in almost all Districts, the General Assembly included three bureau members from each Sector and in another case the whole Sector Executive Committee of 7 members were included instead of one person, the coordinator provided for by the law.

In Karongi for instance, members of the General Assembly are 98 much more than other districts because they include all the 7 members of the Executive Committee from each of the 13 Sectors. This ignorance of the law may jeopardize their facilitation since they are supposed to be 20 members only.

Although General Assembly meetings are convened in all Districts, the quorum is not always respected. In all the eleven assessed Districts, there is no single one that respected the law on the number of the members supposed to attend the General Assembly, and as a result the assembly meetings are not regular.

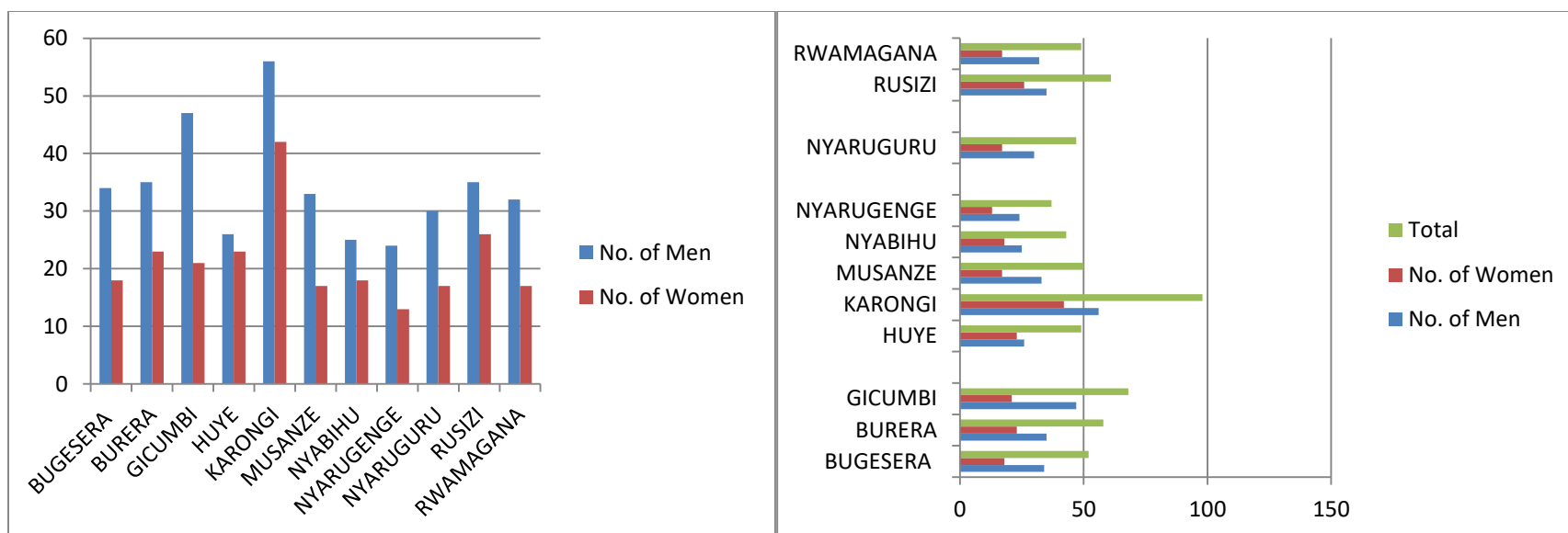
Participation of women in the General Assembly at District level is alright, as the overall ratio of women to men is 38.4%: 61.6%. So far, three Assembly Meetings are supposed to have been conducted in all Districts as they are three years since they were elected. However, some Districts did not respect this arrangement of holding General Assembly meetings every year. In Karongi and Huye, only two General Assembly meetings were held since 2016, while in Musanze they have not convened a single meeting, allegedly due to the financial constraints. In Burera and Nyaruguru General Assembly meetings were held twice a year, more than the ordinary one required each year.

Some of the Districts assessed were found to have missing members of the General Assembly, who have not been replaced, where two members were missing in each case: thus, Nyaruguru, Gicumbi and Musanze have members who left the General Assembly but have not yet been replaced.

### **Figure 1: The Membership of NCPD General Assembly at District level**

District	Number of General Assembly members at District level (Men- Women)			General Assembly meetings and respect of quorum
	No. of Men	No. of Women	Total	
BUGESERA	34	18	52	<ul style="list-style-type: none"> <li>G/A meetings respect the Quorum</li> </ul>
BURERA	35	23	58	<ul style="list-style-type: none"> <li>G/A meetings respect the Quorum</li> </ul>
GICUMBI	47	21	68	<ul style="list-style-type: none"> <li>G/A meetings respect the Quorum</li> <li>Vice Chair and Secretary are not available</li> </ul>
HUYE	26	23	49	<ul style="list-style-type: none"> <li>G/A meetings respect the Quorum</li> </ul>
KARONGI	56	42	98	<ul style="list-style-type: none"> <li>G/A meetings do not respect the Quorum</li> </ul>
MUSANZE	33	17	50	<ul style="list-style-type: none"> <li>G/A meetings does not respect the Quorum</li> </ul>
NYABIHU	25	18	43	<ul style="list-style-type: none"> <li>Quorum respected but meetings are not regular</li> </ul>
NYARUGENGE	24	13	37	<ul style="list-style-type: none"> <li>General Assembly meetings respect Quorum</li> </ul>
NYARUGURU	30	17	47	<ul style="list-style-type: none"> <li>The quorum is respected</li> </ul>
RUSIZI	35	26	61	<ul style="list-style-type: none"> <li>The quorum is respected</li> </ul>
RWAMAGANA	32	17	49	<ul style="list-style-type: none"> <li>G/A Doesn't respect the Quorum and meetings not regular</li> </ul>
<b>TOTAL</b>	<b>377</b>	<b>235</b>	<b>612</b>	<b>Women: 38.4%; Men are: 61.6%</b>

**Figure 2: comparing the number of men and women members of the District General Assemblies**



*In all the eleven Districts assessed, the number of General Assembly Members far exceeds that provided for by the law*

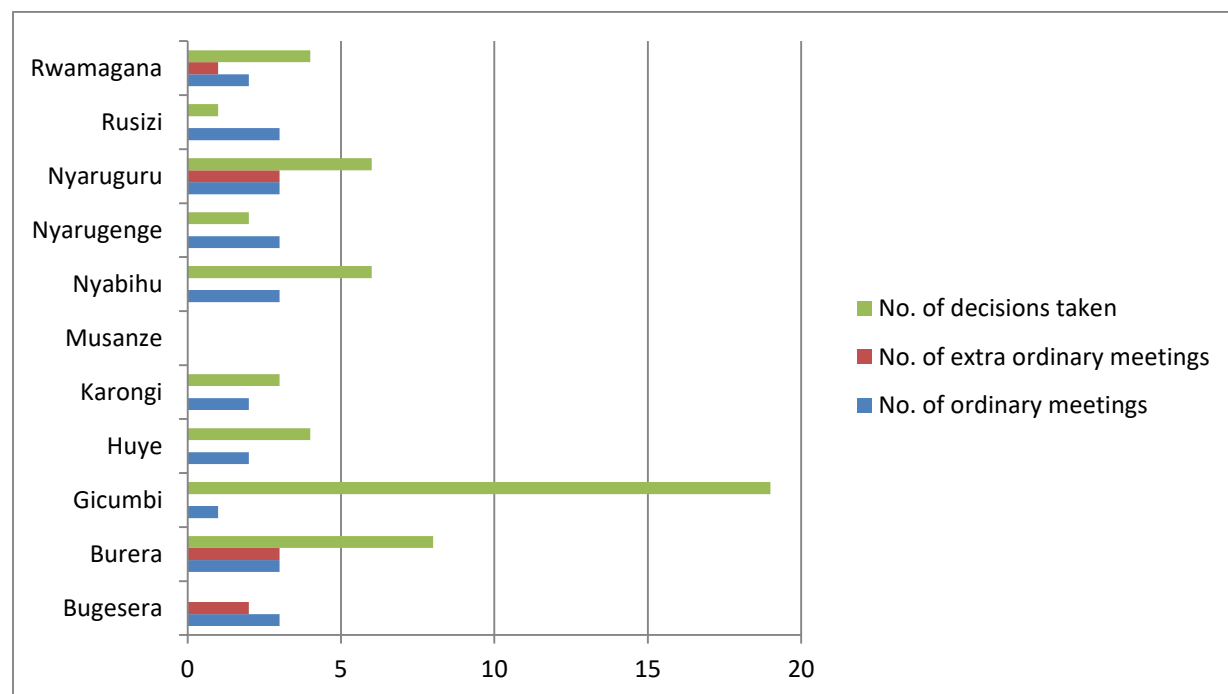
#### **4.1.2. The Functioning of the General Assembly at District level**

NCPD committees at District level do not submit to the General Assembly the Annual Action Plan and Budget for approval. Only three (3/11) Districts assessed namely: (Nyaruguru, Rwamagana and Huye), said they seek approval of the general assembly but had no reports submitted as evidence. In almost all the assessed Districts, the General Assembly did not monitor whether Executive Committees implemented decisions taken; only four (4/11) Districts say they did, although had no reports for evidence. This is related to lack of respect for statutory meetings, where five (5/11) Districts had not convened the three required General Assembly meetings as provided by the law. Musanze has never convened any meeting and Gicumbi has convened only once in three years. Huye, Karongi and Rwamagana have held only two statutory meetings instead of three required since they were elected.

**Figure 3: The District General Assembly Meetings, decision-taking, monitoring and implementation of decision taken**

	<b>No. of ordinary meetings</b>	<b>No. of extra ordinary meetings</b>	<b>No. of decisions taken</b>	<b>G/A monitor implementation of its decision</b>	<b>G/A approved activity plan, budget and reports</b>	<b>G/A addressed the needs for people with disabilities</b>
Bugesera	3	2	0	No	No	No
Burera	3	3	8	Yes	No	They advocated for their needs through different forums
Gicumbi	1	0	19	No	No	No
Huye	2	0	4	No	Yes	They advocated for their needs through different meetings
Karongi	2	0	3	No	NCPD at district has action plan only	Helped to identify children with special needs in education and health
Musanze	0	0	0	No	No	No
Nyabihu	3	0	6	No	No	They advocated for their needs through different meetings
Nyarugenge	3	0	2	Yes	No	Yes
Nyaruguru	3	3	6	Yes	Yes	Yes
Rusizi	3	0	1	No	No	No
Rwamagana	2	1	4	Yes	Yes	Yes

**Figure 4: Comparing General Assembly Meetings and decisions taken at District level**



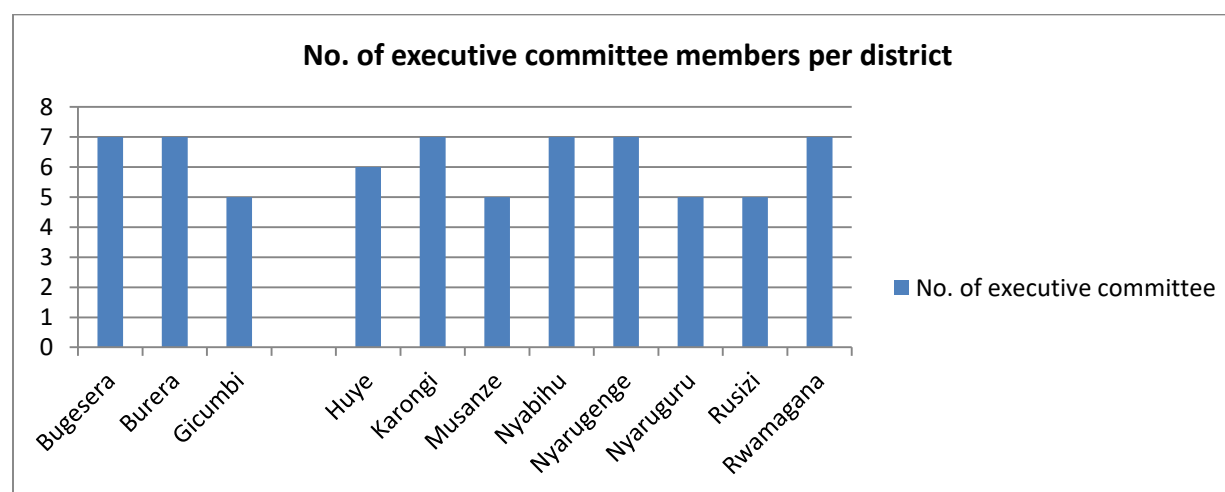
It was observed that some General Assembly meetings held in some Districts did not record any resolutions concerning people with disabilities even where they actually convened. Bugesera and Musanze have not recorded any General Assembly decisions since they were elected. Rusizi had only one decision recorded, while Nyarugenge recorded only 2 decisions in the three years they have been regularly meeting. Gicumbi recorded the highest number of decisions in one meeting held but they were not followed up. There is no way General Assembly can effectively advocate for or address the issues of persons with disabilities when they rarely convene and when they do, no concrete decisions taken in favour of the people they represent. No updated data indicating the numbers and categories of persons with disabilities anywhere in the Districts visited. Information does not effectively flow, and the dissemination of General Assembly decisions to persons with disabilities is slow.



#### 4.1.3. The NCPD Executive Committee at District Level

The Executive Committees at District level are supposed to be seven elected members composed of both men and women, but the assessment showed that only six (6/11) Districts (54.5%), assessed have committees with complete number of 7 members. The other five districts have less than the required number; some members have been missing with no replacement. This must be affecting performance of these committees.

**Figure 5: Number of Executive Committee members at District**



#### 4.1.4. Training received by the Executive Committee Members in different Districts

S/N	DISTRICT	TRAINED	TOPICS ON WHICH THEY TRAINED	IMPORTANCE OF TRAINING
1	Bugesera	No	No training except Civic education by NEC	- Not relevant to PWDs
2	Burera	Yes	<ul style="list-style-type: none"> <li>- Laws related to NCPD functioning, roles and responsibilities;</li> <li>- Advocacy for disability- based violence</li> </ul>	<ul style="list-style-type: none"> <li>- To be aware of their rights and advocate for them</li> <li>- Enabling them to fulfill their duties and responsibilities</li> </ul>
3	Gicumbi	No	- No training since they were elected	-
4	Huye	Yes	- Functioning of NCPD organs	- The functioning from Districts to Cell levels
5	Karongi	Yes	<ul style="list-style-type: none"> <li>- Planning, Monitoring and Evaluation</li> <li>- Project design</li> <li>- Law establishing NCPD and the International laws on disability</li> </ul>	<ul style="list-style-type: none"> <li>- Increased knowledge in planning, M&amp;E</li> <li>- Helped the cooperatives to design Bankable projects that can be financially supported.</li> </ul>
6	Musanze	Yes	<ul style="list-style-type: none"> <li>- Roles and Responsibilities</li> <li>- Training in relation to advocacy</li> </ul>	<ul style="list-style-type: none"> <li>- Confidence</li> <li>- Capacity for being a voice of others</li> </ul>
7	Nyabihu	No	No training since they were elected	-
8	Nyarugenge	Yes	- Laws concerning functioning of NCPD	- Helped them to understand their responsibilities
9	Nyaruguru	Yes	- Responsibilities of Executive Committees	Helped to better understand their responsibilities
10	Rusizi	Yes	- Income generating activities	To start their own savings that have since been helpful
11	Rwamagana	Yes	- Role of NCPD in decentralization entities	- To understand their roles and responsibilities

Some District Executive Committee members have not been trained on their role since the committees were elected. These include Nyabihu, Gicumbi and Bugesera Districts. At least 72.7%, that is (8/11) Districts assessed had their committees trained in at least one of the following topics: NCPD roles and responsibilities, Income generating activities, Laws protecting persons with disabilities, International law on disability, Planning, Monitoring and Evaluation. The training was provided by different stakeholders including NCPD at the national level, NEC, NIC and NGOs like World Vision.

The training helped them to understand their roles and responsibilities, how to work with other government institutions and fighting for their rights with the respective authorities. They gained confidence and knowledge in different sectors of life, can participate in business and compete for jobs at the national level like any other person, and gained the capacity to advocate for other disabled persons. Everyone among those trained understood what they were voted for, more especially the Executive committee's roles and responsibilities at District level. However, not all committee members were trained, and to those who did, they did not train on all topics that are relevant.

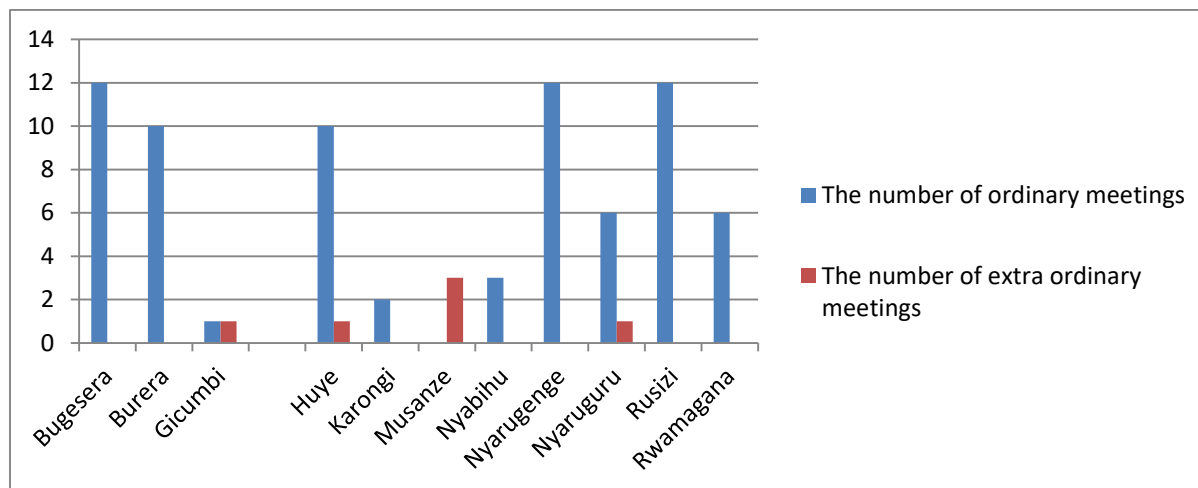
In Karongi District, due to the training received they tried to include people with disability and supported them to participate in sports. People with disabilities have won the champion 2017 of the blind and in 2018 they won Sit-Ball competitions. They even have a member who competed at international level. In Burera District NCPD Executive Committee members underwent Training of Trainers course, after which they went to train others committees at Sector and Cell levels helping them to better understand their duties and responsibilities.

#### **4.1.5. Meetings of the Executive Committee at District Level**

<b>District</b>	<b>Number of Ordinary meetings</b>	<b>Extraordinary meetings</b>	<b>Is sitting allowances received?</b>	<b>Is Executive Committee complete?</b>
Bugesera	12	0	Yes	Complete with 3women and 4 men
Burera	10	0	Yes	Complete with 4men and 3women
Gicumbi	1	1	Yes	Only 5 members, missing 2
Huye	10	1	Yes	Only 6 available, missing 1. In charge of Legal Affairs has been absent since elections
Karongi	2	0	No	Complete with 7 members
Musanze	0	3	Yes	Executive Committee is not complete, there are only 5 members, and missing 2
Nyabihu	3	0	Yes	Complete with 5 men and 2 women
Nyarugenge	12	0	Yes	Complete with 7 members
Nyaruguru	6	1	Yes	Only 5 with 3 men and 2 women, 2 are missing
Rusizi	12	0	Yes	Only 5 with 3 men and 2 women, 2 are missing
Rwamagana	6	0	Yes	Complete with 7 members

Executive Committees in the 11 Districts assessed have not respected the law, only 3 convened the statutory meetings as required. Rusizi, Nyarugenge and Bugesera are the only Districts that held the meetings on quarterly basis as provided by law. Gicumbi held only one, Karongi held two, and Nyabihu held three out of 12 statutory meetings in three years they have been in office. What is surprising is that all the NCPD Coordinators and the disability monitoring officers at district level (DMOs) confirmed they received travel allowances and have no excuse for not meeting.

**Figure 6: Executive Committee Meetings at district level**



#### **4.1.6. Functioning of Executive Committee at District level**

In a functional system, the NCPD Executive Committee meetings are convened every quarter, which means at least four times a year. The decisions taken in these meetings have to be submitted to the NCPD committee at a higher lever for approval within 15 days. These resolutions are also shared by the Local Government authorities at that level, for financing or advocacy and finally disseminated to the end users, persons with disabilities. It is in this regard that the respective local authorities at District, Sector and Cell levels are engaged for implementation or help in advocating for these and other resolutions taken by the General Assembly. These resolutions are also shared by the Executive Committee to assure the beneficiaries that something is being done for them. It is this functioning of the Executive Committees we went down to assess and to see if there challenges involved.

What we observed is that the Executive Committees do not fulfill their obligations of implementing General Assembly resolutions, and this is done by collaborating with district authorities through advocacy and presenting activity plan to be sponsored. Executive committees in some Districts were unable to implement activities that support persons with disabilities. Many of the committees do not

share their resolutions with District authorities supposed to provide budget, (5/11) or 45.4% of the assessed committees did not share their needs with respective Districts. It is the District initiative to provide funding for their activities even when they have not been planned and budgeted for them. On top of that, none of the District committees has sought approval by NCPD at Province/CoK level for the resolutions taken as the law requires.

The Executive Committee alleged lack of budget in collecting and keeping data on persons with disabilities is baseless. Districts allocate the NCPD budget in their planning and budgeting process without joint planning and due to lack of planned activities by the NCPD Executive Committee. Where the DMO does not involve them in planning and budgeting as most of them are not conversant with systems, the Coordinator and their committees remain helpless. This is the case in Nyabihu, they wait for what DMO plans for them, as the budget for their own activities are not included in the overall District budget.

It was observed also that the Executive Committee in the assessed Districts did not effectively give feedback to their members, mainly because they have no budget for field visits to disseminate the resolutions to the people they represent. Some Executive Committees do advocacy for the needs of their members such as the wheelchairs, CBHI and education for special needs but they lack actual figures. There is no way of collecting important data, and they rely on who comes to complain to the local administrative entities among beneficiaries. There is a collaboration weakness between NCPD committees and their stakeholders because of lack of capacity to solicit the needed support in terms of materials and funds.

#### **4.1.7. Achievements by the NCPD Executive Committees in some Districts**

Most Executive Committees depend on the goodwill of the well-wishers who solicit and supply handout materials to persons with disabilities since no effective planning and budgeting is done by the NCPD committees at all levels. Some Districts do not follow up the functioning of these organs and do not actually engage them, such that the DMOs do not always work with them or consult them during the planning/ budget process, but just represent them in NCPD matters at district level. In three (3/11) districts (Rwamagana, Karongi, Huye and Nyabihu) districts, they helped to identify children with special need in education, and some items were secured to

support persons with disabilities. In Rwamagana, 92 wheel chairs were distributed to beneficiaries; two students were supported for special education at a cost of 360,000Frw during the fiscal year 2018-2019. Karongi District built a playground at 10 million frw for people with disabilities and some activities are captured in the district plan like special need in education for blind or deaf children. Burera district provided special educating for children under 16 years with hearing and speech disabilities, 20 prosthesis, and 55 wheel chairs. Nyabihu District identified children with special need in education, and provided some items to support the persons with disabilities including: 20 white canes, 5 walking crutches, 2 prosthetic implants, 32 Hearing devices, 54 Toilet and 6 Corner seats.

#### 4.1.8. Resolutions taken by the Executive Committee at District Level

District	Approval of resolutions by NCPD Province	Resolutions shared with the District	Feedback from the District on the resolutions	District role in implementing NCPD resolutions
Bugesera	No	No	No	District is involved only on budget issues
Burera	Yes	Yes	Yes	Financial means to implement resolutions are provided by the District.
Gicumbi	No	Yes	Yes	District helps them financially
Huye	No	No	Yes	<ul style="list-style-type: none"> <li>○ To provide budget for some of their activities;</li> <li>○ Mobilize funds from donor to support projects;</li> <li>○ Advocacy for their right and provide health facilities (medical insurance), etc...</li> </ul>
Karongi	No	No	No	-
Musanze	No	No	No	-
Nyabihu	No	No	No	Some handouts raised for the persons with disabilities

Nyarugenge	No	Yes	No	The district facilitated them financially to implement their action plan.
Nyaruguru	No	Yes	Yes	District implements provide the funds for NCPD;
Rusizi	No	Yes	Yes	Helps in execution of some decisions
Rwamagana	No	Yes	Yes	<ul style="list-style-type: none"> <li>○ The district assigned the DMO who is in charge of implementing and monitoring the resolutions;</li> <li>○ Provided the funds where necessary;</li> </ul>

It is only in Burera District where the Executive Committee submitted their resolutions to be approved by NCPD Province level. 10/11 District Committees do not bother to get their resolutions approved by NCPD Province/City of Kigali. As regards sharing these resolutions with the District authorities, 5/11 Districts do not share and they don't give feedback to their beneficiaries, persons with disabilities. The most careless committees are in the following Districts: Karongi, Musanze, Bugesera, Huye and Nyabihu who never seek approval of the resolutions, do not share with districts authorities, and they do not share information with people they represent.

Other observations are, although most Districts not consult the NCPD committees, it could mainly be due to ignorance of what the law provides since they were not trained on that law, on their rights and how to go about doing their activities they were elected for. The District authorities on the other hand, don not involve them as stakeholders although the NCPD coordinator is a member of the councilor at different local levels. The disability mainstreaming officer at district level, who is supposed to work with committees closely, does not help them either. Field visits are undertaken by the Nyabihu DMO to respond to issues raised by the persons with disabilities alone. In Karongi and Musanze where committees are inactive, the districts DMOs do not interact with the committees.



## 4.2.Findings On The Assessment Of NCPD At Sector Level In Eleven Selected Districts

### 4.2.1. Composition of General Assembly at Sector level

Sector	Men	Women	Total	General Assembly statutory meetings held since election
Rwimbogo (Rusizi)	32	10	42	- General Assembly meetings respect the quorum, and they are regular - 3 Ordinary meetings in three years were held as required
Gitesi (Karongi)	12	34	46	- No General Assembly meetings, they meet as Cooperative members (Abunzubumwe Gitesi cooperative)
Bwishyura (Karongi)	-	-	-	- 5 extra ordinary meetings were organized but no ordinary meetings - The number of General Assembly members is not known
Mayange (Bugesera)	15	9	35	- General Assembly has 11 members missing from different cells - No ordinary meetings held except 2 extra ordinary meetings
Muhazi(Rwa magana)	48	13	61	- General Assembly meetings do not respect Quorum, and are not regular - No General Assembly meetings
Mukamira (Nyabihu)	-	-	56	- General Assembly members are known but not disaggregated - Only 1 ordinary meeting was organized
Nyakabanda (Nyarugenge)	7	18	35	- 2 Ordinary meetings and 8 Extraordinary meetings were held
Kibeho (Nyaruguru)	-	-	42	- General Assembly meetings respect Quorum - No ordinary meeting held but 3 extra ordinary meetings were held
Rugarama (Burera)	25	10	35	- The quorum is respected and Minutes are available - 4 Ordinary meetings and 6 extra ordinary meetings were held
Rushashi (Gicumbi)	-	-	28	- The General Assembly held 5 Ordinary meetings - Number of General Assembly members estimated

Musnze (Musanze)	-	-	-	- The number of General Assembly members is not known - Only 1 extra ordinary meeting was held but no ordinary meeting
Ruhashya (Huye)	-	-	56	- Only 1 ordinary meeting was held - Number of General Assembly members not known
<b>Total</b>	<b>139</b>	<b>94</b>	<b>233</b>	<b>General Assembly: women: 40.3% while men: 59.6%</b>

#### 4.2.2. Members of the General Assembly at Sector level

The composition of General Assembly at Sector level is well elaborated, among the 12 Sectors assessed; two of them have no definite number of their members. The General Assembly at Sector level is composed of members of the Executive Committees from all Cells that make up that Sector and the Executive Committee members of that Sector. There is a problem of adhering to the law governing NCPD organs and different Sectors do compute the numbers differently.

In Gitesi, Karongi they decided to work with 46 members who are Cooperative members that is active instead of including those members stipulated by the law. Bwishyura and Musanze Sectors are the ones which show no numbers of members who form their NCPD General Assembly. In Musanze Sector they simply picked figures from nowhere, and reported the number to be 600 members which is unrealistic. Rushashi Sector in Gicumbi is portrayed as having the lowest number 28, composed of 3Cells. The majority of Sectors fall between 35 and 63 members, where the maximum number of Cells is 8 in any Sector. As regards gender balance, women were included in the General Assembly with 40.3% and 59.6% of men.

#### 4.2.3. Meetings of the General Assembly at Sector level

At Sector level, statutory meetings for General Assembly are rarely convened although they are provided by the law which is never respected. It is only Rwimbogo Sector in Rusizi that has held all the three meetings provided by the law in the last three years. Thus, five out of 12 assessed Sectors have held no ordinary meetings since they were elected. Three Sectors chose to hold extraordinary meetings instead of ordinary meetings; Musanze in Musanze, Mayange in Bugesera, and Kibeho in Nyaruguru. Whereas two Sectors,

Ruhashya in Huye, and Mukamira in Nyabihu have convened only one meeting since they were elected, the other Sectors have never convened any meeting at all; these are Gitesi in Karongi and Muhazi in Rwamagana.

The assessments show that Rugarama Sector in Burera and Rushashi in Gicumbi convened more meetings than required by the law, which implies there is confusion between extraordinary meetings and ordinary ones. Nyakabanda Sector in Nyarugenge, reported 8 extraordinary meetings against 2 ordinary meetings, and Rugarama in Burera recorded 6 extraordinary meetings against 4 ordinary ones in three years.

An extraordinary meeting is convened when the required ordinary meetings have already been held. However, people in Nyakabanda tried to justify their multiple meetings by saying that since extraordinary meetings do not require sitting allowance for members, they can be called anytime and will work without cost. However, there is no reason of convening unnecessary meetings because members will be paid. They simply do not know the provisions of the law.

#### **4.2.4. Training for Executive Committee Members At Sector Level**

Only four Sectors were found to have trained the Executive Committees at least once since they were elected (Mukamira, Rugarama, Nyakabanda, Musanze). They received trainings on the following topics:

- In Mukamira Sector (Nyabihu) they received only one training on “rights of persons with disabilities”
- In Nyakabanda Sector (Nyarugenge) members received trainings on “working relations with other organs” although there was no evidence;
- Rugarama Sector (Burera) members were trained on “the roles and responsibilities of the committees”
- Training was also held once in Musanze Sector (Musanze) on “how to integrate people with disabilities in government programs”.

#### 4.2.5. Functioning of General Assembly at Sector Level

Sector	G/A ordinary meetings	G/A extra ordinary meetings convened	No. of decisions taken by the General Assembly
1.Rwimbogo (Rusizi)	3	0	6
2.Gitesi (Karongi)	0	0	0
3.Bwishyura (Karongi)	5	0	0
4.Mayange (Bugesera)	0	2	2
5.Muhazi (Rwamagana)	0	0	0
6.Mukamira (Nyabihu)	1	0	0
7.Nyakabanda (Nyarugenge)	2	8	3
8.Kibeho (Nyaruguru)	0	3	0
9.Rugarama (Burera)	4	6	6
10.Rushashi (Gicumbi)	5	0	0
11.Musnze (Musanze)	0	1	0
12.Ruhashya (Huye)	1	0	0
<b>Total</b>	<b>21</b>	<b>20</b>	<b>17</b>

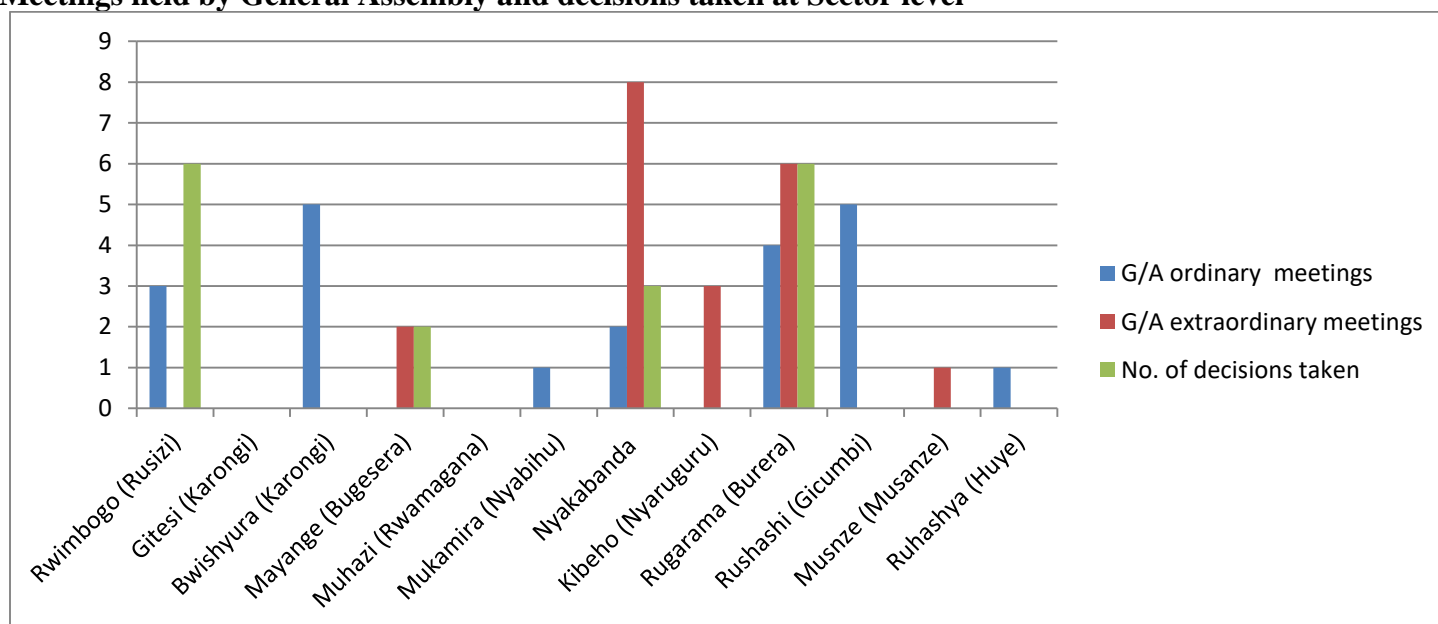
The General Assembly could not monitor implementation of its resolutions/decisions by Executive Committee, as it was observed that in almost all the assessed Sectors, no decisions were taken. The only Sectors where General Assembly took resolutions are:

Nyakabanda (Nyarugenge), Rugarama in Burera District, Mayange (Bugesera), and Rwimbogo (Rusizi). There are two Sectors, Nyakabanda and Rugarama where the General Assembly has tried to monitor the implementation of resolutions taken.

General Assembly approval of annual activity plan, budget and reports: All assessed Sectors did not have action plan, budget or reports and therefore, had nothing to submit to the General Assembly and had nothing to be approved.

In almost all assessed Sector General Assembly had not addressed the needs of people with disabilities as they are not functional, they do not meet, no database for people with disabilities and therefore cannot even do advocacy.

**Figure 8: Meetings held by General Assembly and decisions taken at Sector level**



#### 4.2.6. The Functioning of Executive Committee at Sector level

Executive Committee does not submit annual action plan and budget to General Assembly for approval. Basing on findings, it has been observed that the NCPD at Sector level has no budget. People with disabilities get the information from above through

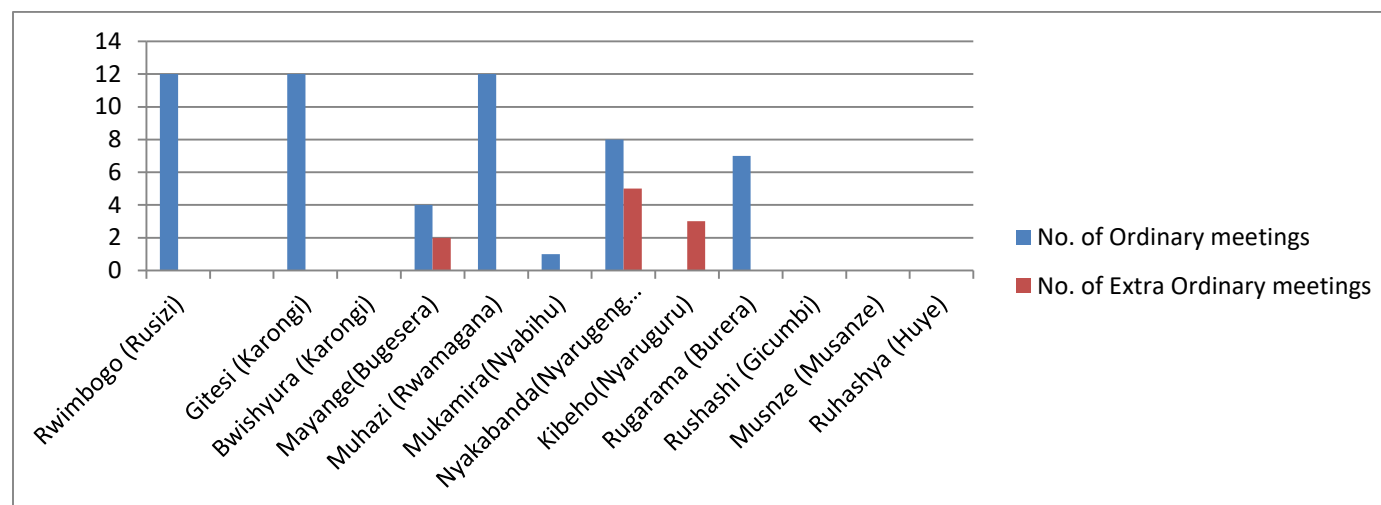
citizen engagements (community assemblies, community work) for those who manage to attend. The Executive Committees have no proper way of collecting and keeping data on the needs and challenges of people with disabilities. Executive Committees engage people with disabilities to find out issues affecting them through meetings, awareness campaign, Community work and Citizens outreach, if they happen to get a chance. Executive Committees do advocacy for the needs of their members such as advocating for the wheelchairs, artificial limbs, health insurance and education for those that can't afford it, through lists submitted to districts.

#### **The Executive Committee Meetings at Sector Level**

<b>Sector</b>	<b>No. of Ordinary meetings</b>	<b>No. of Extra Ordinary meetings</b>	<b>Sitting/Travel Allowances</b>
Rwimbogo (Rusizi)	12	0	Receive allowances
Gitesi (Karongi)	12	0	Do not receive
Bwishyura (Karongi)	0	0	Do not receive
Mayange(Bugesera)	4	2	Receive allowances
Muhazi (Rwamagana)	12	0	Do not receive
Mukamira(Nyabihu)	1	0	Do not receive
Nyakabanda(Nyarugenge)	8	5	Do not receive
Kibeho(Nyaruguru)	0	3	Do not receive
Rugarama (Burera)	7	0	Do not receive
Rushashi (Gicumbi)	0	0	Do not receive
Musnze (Musanze)	0	0	Do not receive
Ruhashya (Huye)	0	0	Do not receive

Only two Sectors (Rwimbogo (Rusizi) and Mayange (Bugesera) confirmed their members receive travel allowances as required by the law. All other Sector assessed confessed their members never receive any allowances.

**Figure 9: Meetings of Executive Committee at Sector level**



Only three Sectors out of twelve assessed were found to hold Executive Committee meetings regularly since they were elected (Rwimbogo in Rusizi, Gitesi in Karongi and Muhazi of Rwamagana). In other Sectors meetings are irregular or not held at all.

#### **4.2.7. The Resolutions taken by the General Assembly at Sector level and how they are executed**

The findings show that there are no resolutions approved by NCPD Districts within 15 days because they are never submitted. The Sector committees have no role in implementing General Assembly resolutions for they are not functional. Only 4 Sectors out of 12 have passed resolutions in their General Assembly meetings and the rest have never taken any decision affecting persons with disabilities they represent.

### 4.3.THE ASSESSMENT OF THE NATIONAL CUNCIL FOR PEOPLE WITH DISABILITIES AT CELL LEVEL

#### 4.3.1. General Assembly at Cell Level

Cell	No. of Men	Women	Total	Information Generated On General Assembly (G/A)
Cyabararika (Musanze)	-	-	-	- General Assembly members are not known and meetings are not regular and do not respect Quorum
Gafumba (Burera)	15	10	25	- The General Assembly Meetings were held as required
Kabare (Rwamagana)	5	4	13	- General Assembly meetings do not convene at all
Karurama (Gicumbi)	-	-	60	- General Assembly meetings are not regular, only one meeting held
Kibari (Gicumbi)	27	38	65	- General Assembly meetings are regular and respect the Quorum - All the statutory meetings were held as required
Munanira (Karongi)	-	-	70	- The General Assembly meetings have never taken place
MunaniraII Nyarugenge	-	-	-	- There is no General Assembly meetings held at all
Nyamata (Bugesera)	-	-	-	o The total number of General Assembly members is not known o General Assembly meetings have been held as required by the law
Mushaka (Rusizi)	-	-	40	o General Assembly meetings are held regularly and quorum respected
Nyange Cell (Nyaruguru)	-	-	7	o G/AMembers are not known, the figure provided is not reasonable o No meeting was organized since they were elected
Rugeshi (Nyabihu)	-	-	-	o The number of General Assembly members not known o General Assembly meetings do not respect the Quorum and not regular



#### **4.3.2. General Assembly Membership:**

General Assembly members are not known, except in Gafumba Cell (Burera), Kabare (Rwamagana), Karurama and Kibari Cells (Gicumbi,) Munanira in Karongi and Mushaka in Rusizi are the only 5/12 Cells, whose General Assembly members are known. They range from 13 to 65. They can identify both men and women and hold meetings irregularly except Kabare which has held none. Musanze and Nyaruguru have unrealistic figures (166 and 7) respectively.

#### **4.3.3. Training For Executive Committee Members at Cell Level**

Only four out of twelve Cells assessed have Executive committees which received trainings at least once, while other Cell did not get trainings. The following are Cell Executive Committees which were trained at least once (Cyabararika, Gafumba, Nyamata, Rugeshi). The topics they were trained on include:

- i. Cyabararika Cell / Musanze: Training held once on “their rights and obligations” helped the committee to know their rights;
- ii. Gafumba Cell (Burera) they received training on “Roles, responsibilities and Disability-based Violence which enabled them fulfilling their duties;
- iii. Nyamata Cell (Bugesera) the Committee received training on “Job creation; laws and rights of persons with disabilities”;
- iv. Rugeshi Cell (Nyabihu) The Committee received training once on “Rights of the disabled and their obligations”.

#### **4.3.4. The Functioning of General Assembly at Cell Level**

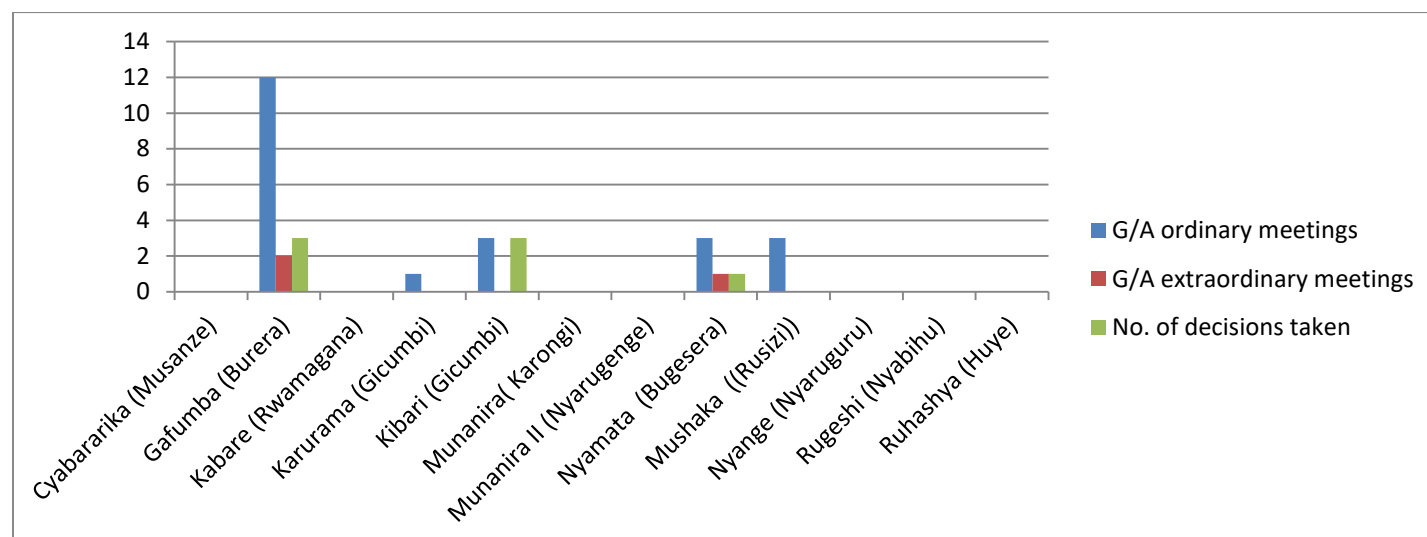
General assembly statutory meetings: Karurama and Kibari Cells (Gicumbi), Nyamata (Bugesera), Mushaka (Rusizi) and Gafumba Cell (Burera) are the only Cells where General Assembly meetings have been held regularly, except Gafumba which held (12) and Karurama which held only one, instead of 3 required meetings. General assembly monitor implementation of its resolutions/decisions: The findings showed that the assessed Cell General Assembly did not monitor the implementation of resolutions taken. Besides, the only Cells where

decisions were taken at any one time are: Nyamata(1), Kibari (3) and Gafumba (3) in the last three years. The other 9 Cells have not held general assembly meetings or have not taken decisions.

General assembly approval of annual activity plans, budgets and reports: All the assessed Cells did not have any action plan, budget and reports. General assembly addressed the needs for people with disabilities: In almost all assessed Cells, general assembly did not address the needs for people with disabilities since most of them are not functional as expected.

<b>CELL</b>	<b>No of ordinary meetings by General Assembly</b>	<b>No of extra ordinary meetings convened by General Assembly</b>	<b>No of decisions taken on issues affecting people with disabilities</b>
Cyabararika (Musanze)	0	0	0
Gafumba (Burera)	12	2	3
Kabare (Rwamagana)	0	0	0
Karurama (Gicumbi)	1	0	0
<b>Kibari Cell (Gicumbi)</b>	3	0	3
Munanira Cell (Karongi)	0	0	0
MunaniraII (Nyarugenge)	0	0	0
Nyamata Cell (Bugesera)	3	1	1
Mushaka Cell ((Rusizi))	3	0	0
Nyange Cell (Nyaruguru)	0	0	0
Rugeshi (Nyabihu)	0	0	0
Ruhashya Cell (Huye)	0	0	0
<b>Total</b>	<b>22</b>	<b>3</b>	<b>7</b>

**Figure 10: The General Assembly Meetings at Cell Level**



#### 4.3.5. The Functioning of the Executive Committee at Cell Level

Executive Committee submission of Annual Action Plan and Budget to the General Assembly for approval: Basing on findings, it has been observed that the NCPD Committee at Cell level do not make action plans and no budget submitted to request for funding. In almost all the assessed Cells committees are not functional, they only conduct advocacy for People with Disabilities since they have no funds to conduct tangible activities. Executive Committee does not have ways of collecting and keeping data on activities and challenges of people with disabilities. The information is obtained through citizen engagements (community assemblies, community work...). Executive Committees engage people with disabilities to find out issues affecting them through meetings, awareness campaign, Community work and Citizens outreach programs by local government entities. Executive Committees do advocacy for the needs of their members such as advocating for the wheelchairs, CBHI and education for those that can't afford it.

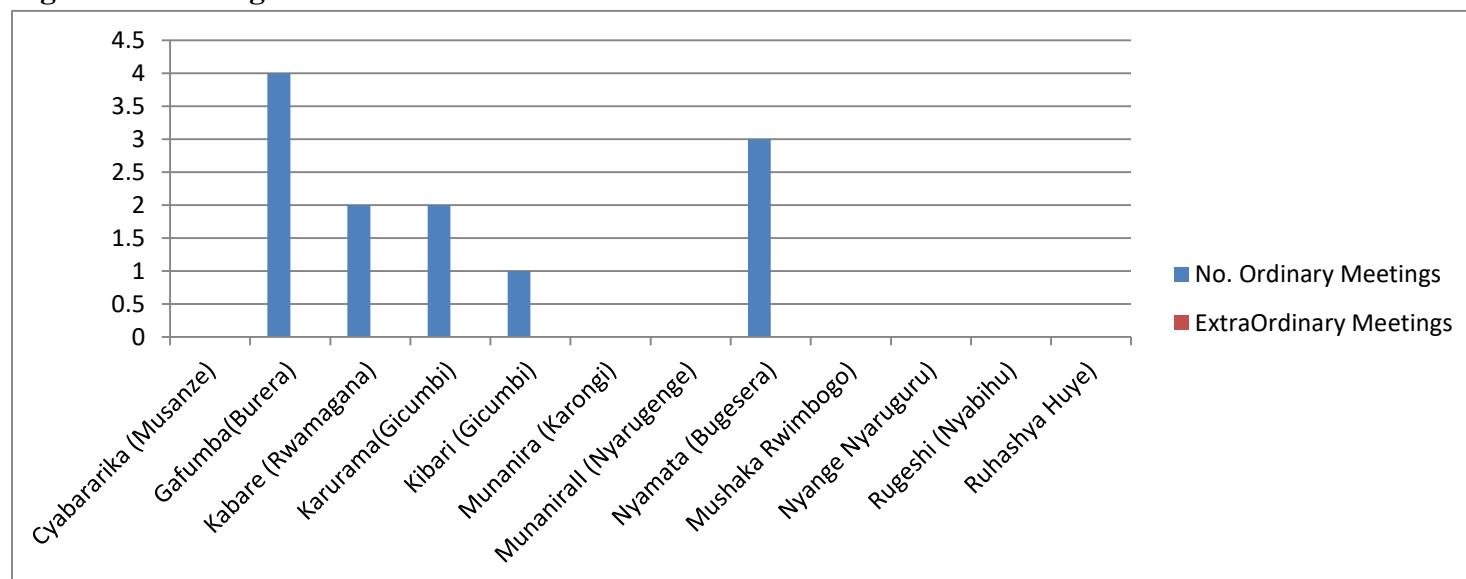
#### 4.3.6. The Meetings of Executive Committee held at Cell level in the last three years

The Executive Committee is expected to convene a meeting four times a year, however, five out of the twelve Cells assessed have held at least one statutory meeting out of the twelve required by the law. They are supposed to meet once every quarter, but most of them have not convened a single meeting in three years. Nyamata Cell (Bugesera), Kibari and Karurama Cells (Gicumbi), Kabare (Rwamagana) and Gafumba Cell (Burera) are the only Cells that held meetings although not to the required number. It was observed that the meetings at Cell level are very rare and therefore no resolutions were recorded.

#### 4.3.7. Membership of Executive Committee at Cell level

All the Executive Committees in the 12 Cells assessed are complete with all 7 members present, except where some members died and have not been replaced. A case in point is Kabare Cell (Rwamagana) where 2 members died and are yet to be replaced.

**Figure11: Meetings of Executive Committee held at Cell level**



## **5. KEY ISSUES IN THE FUNCTIONING OF NCPD ORGANS**

- Society's bias on persons with disabilities is seen as discrimination tendency; in Nyabihu district for instance, every person with disability seeking service is referred to the Disability Mainstreaming Officer, even if they need general services like a marriage certificate or a land title;
- Vision impaired and Hearing Disabilities need special education which is quite expensive due to lack of suitable schools and equipment yet nobody cares about them in many districts;
- The persons with disabilities who cannot hear or speak are not attended to in most workplaces because many service providers do not know their sign language, in Nyabihu where there is a training center in sign language, they say nobody wants to be trained;
- The necessary infrastructure for the persons with disabilities is not available in every government premises, it makes it hard to look for services where buildings use stairs;
- In some districts, cases of sexual harassment to some girls with disabilities, where they are made pregnant and the committees and local leaders are not able to intervene protect them or bring the culprits to book;

### **5.1.Recommendation on the Key Issues**

- There should accessibility to all offices and other workplace with infrastructure friendly to persons with disabilities;
- There should be a deliberate effort to learn sign language by service providers to effectively serve persons with disabilities;
- Need for mindset change towards persons with disabilities, whereby society should be appreciative of their plight and support them; while they also in position to demand their rights;
- Since disability is a cross cutting issue, it was proposed that the NCPD should be mainstreamed through positive discrimination;
- There is need special education to cater for the persons with disabilities of hearing and speaking (the deaf and the dumb) to be accessible to more children whose parents cannot afford;

### **5.2.Challenges in the functioning of NCPD Executive Committee**

- Low capacity for these Executive Committees and limited budget are the main challenge in their functioning, they are unable to make action plan and budgeting for the needed activities;
- The district authorities offer little or no support to the NCPD Executive Committee to fulfil their responsibilities (holding meetings, record keeping, planning /budgeting and collecting the required data on people with disabilities).
- Lack of awareness on the law that governs the NCPD, leading to low performance because they do not know their rights, roles, obligations and responsibilities;
- Limited access to the working materials like meeting rooms, filing cabinets, computers, take and keep records of meetings held, and reports to be submitted to relevant authorities;
- Insufficient operational budget where the Executive Committee does not follow up the functioning of Sector and Cell Committees.
- NCPD Coordinators do not work with district DMOs on how to perform certain duties like collecting database on persons with disabilities: their numbers, health status, and location.
- The district staff does not help to plan for activities and advocate for the budget to be used by this committee during the district planning and budgeting process for imihigo.
- The social welfare unit responsible for the NCPD at district level does not follow up their activities and no support given to the committees, they take them like any other vulnerable persons;
- Little or no collaboration of the Executive Committee with district authorities in the performing their duties and some Districts do not engage with them for any support.

### **5.3.The Challenges in the functioning of NCPD General Assembly**

- Budget constraint, some districts opted not to convene the General Assembly meetings for fear of incurring expenses on travel facilitation and their sitting allowances provided by the law;
- Limited knowledge of the members on the law especially, on when to convene meetings, the quorum required and monitoring of the Executive Committee implementation of its resolutions;
- When the meetings are convened, no minutes are taken and no records kept, no resolutions are made, disseminated or shared as provided by the law;
- No approval of action plan and budget to be used by the Executive Committee, essentially because they are not submitted to the General Assembly or shared with the district authorities;
- Where the Executive Committee is not active, the General Assembly cannot function because it is dependent on the coordinator who is responsible for calling meetings, preparing the action plan and budget for approval as well as liaising with district authorities;

## **6. GENERAL CONCLUSION AND RECOMMENDATIONS**

## **6.1. Conclusion**

The assessment of NCPD in decentralized entities in sample districts, sectors and cells, have indicated important facts to be analysed as food for thought, in order to improve their functioning. The elected committees are not active and they have the role to convene general assembly meeting, to liaise with local government entities they work with in a horizontal manner, and seek approval of the NCPD at a higher level before decisions are implemented. The law must be made clear to them and finance availed.

The local authorities at district, sector and cell levels have the duty to make these committees function by supporting them morally and materially if they have to deliver. There is little institutional collaboration and although the committees are represented in the local councils at each level, communication is not straight forward. The committees are not at par with the leaders. The district authorities have to adopt a strategy to follow up these committees and make them work, especially working with DMO;

The NCPD at national level should therefore play a more significant role in training these local committees, engage the local authorities especially districts and provinces to support the NCPD committees if they have to be effective.

## **6.2.Recommendations on the General Assembly**

- The General Assembly at each level should convene statutory meetings more regularly with the required quorum and keep records of its resolutions taken;
- Capacity building for the General Assembly members should be provided by the district stakeholders and from the national level to improve their ability to perform which is still very low;
- The General Assembly at each level should prepare and submit to competent authorities the general policy proposal aimed at protecting persons with disabilities;



- It should approve the activity plan and annual budget report submitted by the Executive Committee before it is submitted to the relevant authorities;
- The General Assembly should decide on issues presented by the National Council of persons with disabilities at all levels;
- The General Assembly should monitor the implementation of the general assembly resolutions of the National Council of persons with disabilities;
- The General Assembly should elect, dismiss and replace members of the Executive Committee of the National Council of persons with disabilities;

### **6.3.Recommendations on the Executive Committee**

- The Executive Committee members need to be trained on their rights and responsibilities to be able to perform their duties;
- District authorities should work with the Executive Committee and support them with all the required working materials, to convene regular meetings, and keep records;
- NCPD at national level must come closer to lower levels in order to enhance their advocate for increased budget allocation in addition to its contribution for the improvement of persons with disabilities;
- District authorities should pay more attention to the NCPD Executive Committee coordinating activities of lower entities.
- The Executive Committee of each entity has to implement the decisions of the General Assembly;
- The Committee should manage and coordinate the activities to improve lives of persons with disabilities at that level;
- The Executive Committee should be able to prepare action plan of that organ and submit it for approval;
- The Executive Committee should be able to raise funds to finance activities of the organ;
- The Executive Committee has to examine the draft budget before submitting it to the competent organs;
- The Executive Committee has to prepare and submit annual report to the General Assembly and to other concerned organs;