Design a detailed programme work plan for financial aid and technical assistance to RNRA

Figure 1 Speeding towards maintaining the registers

ORGUT UK

Final Report March 2014
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<tr>
<td>DFID</td>
<td>Department for International Development (UK)</td>
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<tr>
<td>DLB</td>
<td>District Land Bureaux</td>
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<td>DLO</td>
<td>District Land Officer</td>
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<td>EC</td>
<td>European Commission</td>
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<td>EDPRS</td>
<td>Economic Development and Poverty Reduction Strategy</td>
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<td>ENR</td>
<td>Environment and Natural Resources</td>
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<td>GoR</td>
<td>Government of Rwanda</td>
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<td>HTSPE</td>
<td>HTSPE Ltd (International Consultancy)</td>
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<td>ICF</td>
<td>Investment Climate Facility for Africa</td>
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<tr>
<td>L&amp;M</td>
<td>Land and Mapping (Department)</td>
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<tr>
<td>LAS</td>
<td>Land Administration System</td>
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<td>LAIS</td>
<td>Land Administration Information System</td>
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<td>LTR</td>
<td>Land Tenure Regularisation</td>
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<td>LTRPS</td>
<td>Land Tenure Regularisation Project Support</td>
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<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
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<tr>
<td>MINALOC</td>
<td>Ministry of Local Government, Good Governance, Community Development and Social Affairs</td>
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<td>MINECOFIN</td>
<td>Ministry of Finance and Economic Planning</td>
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<tr>
<td>MINIRENA</td>
<td>Ministry of Natural Resources, formerly MINITERE</td>
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<td>MIS</td>
<td>Management Information System</td>
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<td>MTR</td>
<td>Mid Term Review</td>
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<td>NLC</td>
<td>National Land Centre</td>
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<td>NLIS</td>
<td>National Land Information System</td>
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<td>PSCBS</td>
<td>Public Sector Capacity Building Secretariat</td>
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<td>RDB</td>
<td>Rwanda Development Board</td>
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<td>RNRA</td>
<td>Rwanda Natural Resources Authority</td>
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<td>RRNB</td>
<td>Rwanda Natural Resources Board</td>
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<td>SIAPAC</td>
<td>Social Impact Assessment and Policy Analysis Corporation (Namibia)</td>
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<td>SIDA</td>
<td>Swedish International Development Cooperation Agency</td>
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<td>SLM</td>
<td>Sector Land Manager</td>
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<td>SOP</td>
<td>Standard Operating Procedure</td>
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<td>SRM</td>
<td>Strategic Road Map for Land Tenure Reform</td>
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<td>TA</td>
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1 Executive Summary

1.1 Objective

ORGUT UK was contracted by DFID "to develop a detailed programme work plan for Financial Aid and technical assistance support to the department of Lands and Mapping within the Rwanda Natural Resources Authority (RNRA)." This covers the remaining period of the current Land Tenure Regularisation (LTR) support programme, until July 2015, and is aligned with the Strategic Road Map for Land Tenure Reform of 2009 and the Economic Development and Poverty Reduction Strategy (EDPRS).

The output was a detailed work plan for the period January 2014 to June 2015 inclusive, a period of 18 months. This is 6 months less than originally planned, following the ending of the service support contract to LTR led by HTSPE from 2010 to August 2013. Activities like lease issuance has however continued during the interim period. Shortening the time for implementation of planned activities of course makes it more difficult, but there are already proposals from the EC to provide further assistance to this sector and potentially cover any extension needed. Details are not clear, but it is possible that their intervention could start in 2014 or 2015 and last for three to four years. To take this into account, some of the activities will be extended to 2017, but of course no detailed planning is possible at this stage. The work-plan will be closely monitored and adjusted as necessary. The planning has been done in MS Project, which allows progress, especially achievement of milestones, to be monitored. Any slippage on the programme should be noted and action taken to try and remedy the problems. It should be noted that the main challenge relates to recruitment. People are needed as early as possible in the project, but the range of skills that are needed is such that finding appropriate candidates may be difficult. Recruitment must be carefully monitored and if necessary alternative sources sought or the requirement adjusted and additional training provided.

The current programme has two main tasks:

1. Support the completion of title registration that started in 2009 through the LTR programme. The main sub-tasks are the registration of
   a. Wetland areas and
   b. Group settlements (imidugudu).
   These are both classes of land right that could not be registered in the original LTR programme, but have now been permitted by changes in legislation. Included in this main task is the distribution of leases (titles) that were not distributed or received during the main LTR.
2. Assist the RNRA to develop into a viable and eventually self-sustaining organisation that will be able to maintain the registers so that they are an accurate reflections of parcels, rights and right owners on the ground, as well as supporting other land administration functions.

Six priority activity areas of support were identified in the original Terms of Reference (ToR):

a) Land administration systems and sustainability of LTR including completion of lease issuance and titling; district land office refurbishment and public communications;
b) Land use planning and mapping;
c) Capacity development and training implementation;
d) External technical assistance and exchange programmes;
e) Customer /market service development;
f) Monitoring, evaluation and research.
By far the greatest input into task two is the recruitment of consultants and staff for the RNRA. Although some consultants are required for specific tasks, others are likely to eventually become staff members of the RNRA. There is also an urgent need to recruit staff to assist with the maintenance of the registers. District offices need to be fully staffed, and 416 Sector Land Manager (SLM) posts need to be filled, and staff trained. Although some of these posts are already filled and SLMs (especially in the south) have been trained, it is by no means certain that the people in post understand their roles, and in some cases people who were recruited in 2013 will not have their contracts extended to 2014 or beyond.

1.2 Recruitment

Recruitment of consultants and staff is likely to be the biggest bottleneck in successful completion of the project and the allocation of funds. For this reason it is recommended that there should be early recruitment of a core team who will be responsible for all other recruitments and other activities. This core team will comprise:

- The Capacity Building Coordinator and
- The Land Administration Project Manager.

Both should be appointed by the Director General of RNRA as soon as possible. Suitable candidates may already be known from the pool of talent from the LTR. If it takes time to recruit either of these posts, then it may be advisable to provide short-term external assistance until they are recruited.

Once they are appointed they should also recruit:

- Finance officer (Local)
- ICT Adviser (Local)
- ICT Adviser (International)
- ICT Developer LAIS
- ICT Developer Trainer for LAIS
- Monitoring and Results Adviser (local)
- GIS Developer LAIS
- GIS Developer Trainer for LAIS
- Monitoring and Results Adviser (International)
- Construction manager

The aim should be to have all of these in post as early in 2014 as possible, largely to evaluate and then complete the development of LAIS, but also to ensure that finances and monitoring are on a sound footing.

The subsequent appointments of:

- Land Administration and Registration advisor (local)
- Land Administration and Registration advisor (International)
- GIS Adviser (Local)
- Mapping Advisers (International)
- Marketing Consultant (International)
- Marketing Consultant (Local)
- 30 District and 6 Zonal LIAS Processors
- 30 District and 6 Zonal GIS Processors
- Condominium Law and Registration Specialist (International)
- 2 Training Officers (Local)
- Trainer of Trainers (International)
- Training Development Expert
- Legal Draftsman (local)
• Archivist (local)
• Land Use Planning Consultant

Should all take place as soon as possible, but the consultants or staff only need to be made available as required by the project plan or the needs of the RNRA.

It is vital that the recruitment of consultants and staff is not allowed to slip, as any slippage could have serious consequences for the successful implementation of the rest of the programme.

1.3 Build and equip seven offices
During the LTR project 23 out of 30 district offices were refurbished. The remaining seven did not have office space that was capable of refurbishment, and these seven locations therefore need new offices to be built in the same grounds as the other district offices. Ideally a standard office plan can be used for all the offices. A construction manager will be recruited to oversee the development, and construction companies will tender for each office. Construction will take place in two tranches. The first from early June 2014 to the end of September 2014 will comprise three offices. The second from late September 2014 to late February 2015, will comprise four offices. Once the offices are built, they will be furnished and connected to the Internet and LAIS, ready to take their place in the integrated maintenance system under LAIS.

1.4 Communication strategy implementation
Although the LTR programme has been successful in informing people of their rights and obligations to register and obtain a lease or title, there has been far less success with getting people to register subsequent transactions. There is a great deal of speculation about the reasons for this, but little hard evidence. One of the main tasks on the monitoring and research programme is to determine the reasons for non-registration of secondary transactions. However, what is clear is that there needs to be sound public awareness of the need for registration and how to achieve these registrations. This is the task of the communications strategy. Essentially there should be a study of awareness of the need to maintain the registers. Communications messages should be agreed and materials produced. There will then be a mass communications exercise each year. This will start with a Land Week, which will sensitise the key players, especially at district level (Mayors, District Land Offices, Politicians etc.) of the importance of registration. This would be followed by a month long mass communications campaign. This in turn should be followed by a report on the activities, its effects and recommendations for the future.

A campaign aimed at the general public is needed, to emphasise the importance of registering transactions after first registration. However, this campaign needs to be run in parallel with the improvements in the capacity of the RNRA to process these transactions, and in particular having LAIS functional at district level. Encouraging people to register transactions only for them to find that the process is slow or doesn’t work, will be counter-productive and could set the maintenance system back years.

It is vital that the communications campaign is not only seen to be effective, but actually is effective. The messages produced need to be targeted at the ordinary land right holder and especially those who may not have access to TV, radio or newspapers.

It is vital that people understand that holding a land certificate is not proof of ownership. Rather, LAIS needs to accurately record who is the true owner of land rights.
1.5 LAIS Development and Connectivity to Districts
LAIS (Land Administration Information System) is central to the RNRA’s approach to holding and maintaining land registry information. When LAIS is functioning fully, transactions affecting land rights can be initiated at district, or even sector level. They will be confirmed and updated at the zone, by the deputy registrar and can also be tracked centrally. Apart from the initial application all activities can be managed digitally. For LAIS to function properly, it first needs to be fully operational, and then for all districts and zones to be connected, procedures defined, optimised and recorded, and data processors, of both of LAIS and the associated GIS, trained.

LAIS 2, the spatially enabled successor to LAIS, is not yet fully functional and because there is no local ownership it is difficult to determine what further work is required to make it fully functional. It is therefore advised that the Local ICT Adviser is one of the early appointments and that s/he takes ownership of LAIS 2. The International ICT Adviser should also be an early appointment, with a very early task of reviewing, together with the local adviser, the status of LAIS 2 and producing detailed specifications for its completion to a stage where it is stable and can be rolled out to the districts and zones.

Developers should then complete LAIS 2 to the required specifications and it should then be verified by the ICT Advisers that it is ready for deployment to the districts.

Connections should be made to the districts as districts become ready to receive the system. Ideally this should be after the Standard Operating Procedures (SOPs) are produced, but in reality it may be that in the initial districts LAIS 2 will be installed before the SOPs are ready.

After installation in the districts it is expected that further developments of LAIS 2 will be required. It is already clear that a modification will be needed to deal with condominiums and strata lots. Further modifications will be requested after LAIS 2 is introduced, and it is clear that the process of review and modification must be on-going and built into the IT maintenance task.

1.6 Establish Model Office
Central to the approach recommended is the concept of establishing a model office. The approach is relatively simple, and well tested elsewhere. All procedures should be first tested and developed in a model office before they are rolled out to the rest of the country. In this way, there can be close control over the approach used, and by combining the joint resources of both local and international consultants; practitioners; and academics, as well as testing on the public, it should be possible to develop best practices for all standard operations. Basically, the model office is used to test and refine SOPs, and once these are established staff from district offices will be brought to the model office for training. These staff members will then return to their own district offices to implement the SOPs there.

There has been some discussion about where the model office should be located. The original options were either Kigali, or Musanze, working in association with INES. After further consideration it is now recommended that the best solution would be a mobile office that can start work in Kigali and then move around the country as required.

As well as continuous training on procedures, there will also need to be continuous monitoring of performance. Feedback from the monitoring will lead to modifications in performance, where this is deemed appropriate. A change management committee should be responsible for this. It is important to
understand that the model office should concentrate on getting systems right, working efficiently and helping the public, rather than the number of applications it processes.

1.6.1 Model Filing System

An important offshoot of developing the model office is the creation of a model filing system. Maintenance of land administration systems depends upon having good, standardised and efficient filing systems. Unfortunately this is something rarely taught and even more rarely practiced. Even where good filing systems exist there can be problems, because different offices use different filing systems, so people who know one system, may make mistakes when using the other.

The model filing system should be developed as a standard approach to filing. But this then needs to be followed by having a dedicated team that will visit every office, work with the staff to put their files in order, and then leave them trained on how to maintain the system. The dedicated team will also provide any necessary equipment and materials for the filing system.

1.7 Key HQ and District Equipment

There is an immediate need to look at equipment needs at HQ, in particular the servers for LAIS and the software licenses. There is also a need to look at equipment needs at zone, district and sector levels. At district level, it appears that most offices have adequate computer equipment, as historically, every project and programme appears to have provided computers, without looking at what others have provided or will provide. In addition to computers, districts and possibly sectors need survey equipment to modify the cadastral index maps. It is important to remember that Rwanda has a general boundary system, where boundaries are defined by physical features on the ground (hedges, fences, river, roads etc) not by coordinates of corner points. With access to orthophotos and high-resolution satellite images, a more appropriate survey method may be to locate new boundaries by reference to visible features. Systems have already been developed using low cost tablet PCs and these could be adapted for use in Rwanda. This would provide a low cost, easy to understand survey method that would be particularly appropriate for use at sector level.

1.8 Land Use Planning and Mapping

Every district has already produced draft district wide land use plans (equivalent to UK structure plans). These need to be finalised and approved by district councils. They also need to be elaborated into local area plans, which should be of sufficient scale and detail to allow them to be used for planning development. In addition, there needs to be development control in place to monitor applications for and actual development, and to take action if developments take place contrary to the land use plan.

As well as training, the land use planners need equipment to monitor development against the plans. The tablet PCs could be developed as a low cost, but effective method of monitoring development.

1.8.1 Acquire survey and mapping equipment at district and sector level and train in the use of the equipment

Surveyors and planners at district and sector levels need appropriate survey instruments. As mentioned above, Rwanda has a general boundary system, with parcel boundaries defined by physical features. A survey system that can identify and then map physical boundaries is more appropriate than one based on high precision surveys which only determine the location of the corner points of parcels. The use of low cost tablet PCs provides a solution to most survey needs at district and sector level. If the physical
boundary cannot be seen or more precise surveys are required, then the districts could also have more precise GPS instruments, but these should be regarded as the exception, not the norm.

For land use planning, tablet PCs provide a suitable method for checking developments on the ground against the land use plan.

Tablet PCs will be developed for use in Rwanda, with district and sector staff, including planners, trained in their use. Surveyors at district level will also be trained in the use of precision GPS instruments. An existing system will be modified and tested for use in Rwanda.

1.8.2 Acquisition of large scale maps for major cities through aerial photos
The aerial photos, and the orthophotos derived from them for the LTR programme, are now becoming out of date. The required update cycle for such data should be agreed as part of a mapping policy and updates acquired when needed. This is likely to be immediately however, especially for the urban areas (e.g. six priority districts under EDPRS2).

1.9 Capacity development implementation

1.9.1 Training Needs Analysis
Offices are already partly staffed and new staff will need to be recruited. It is important that all staff members are adequately trained. The TNA (Training Needs Analysis) looks at each post and determines the qualifications and experience needed to fill that post. It then looks at the people in the post and those likely to fill the post in the near future, and their qualifications and experience. The gap between what is needed and what staff members have is the training need. This should be developed into a comprehensive training plan both for each individual and for the whole of the RNRA and district land offices. This is often overlooked, usually for financial reasons, but is fundamental to the system operating properly.

1.9.2 Training and Experience
As mentioned previously, it is clear that staff will need training and experience to bring them to the required standard. This could be a combination of formal training, at various levels, and on the job training. Also included in the mix could be experience gained by placements with other, established organisations, such as HMLR in Great Britain.

Another point that has already been mentioned, is that to date none of the training available actually provides training in the “bread and butter” activities of most land administration offices, i.e. the management of standard applications and routine transactions. The model office, described in 1.6 above, is an attempt to deal with this, and it is an aspect of staff development that lends itself particularly well to the method of using in-house trainers (established through training for trainers). It would also be desirable if any local "land administration" courses being developed provided some instruction relating to this most basic of land administration activities.

1.9.3 Formal training
Five people are to be sent on MSc courses in land administration during the programme period. There are already five people on similar courses. Sending people on full time courses means that they have to be taken out of work of course and given that there are already shortages of key staff, this poses a dilemma. The qualifications of staff need to be improved, but improving the qualifications means that staff are absent, so in the short term they are not available. A reasonable compromise is to only to send five District
Land Officers per year for training. Even then, because many courses are 18 months long, it means that for part of the year ten people may be away. In addition to the District Land Officers, two people per year will be sent on masters courses in cartography and two in surveying. A further two people will also be trained in valuation, but this will be in the form of on the job training in Rwanda.

As this programme runs from January 2014 to June 2015 and most MSc courses start in September or October, only one round of MSc courses can be accommodated. However, a second round; September or October 2015 will be identified and alternative funding explored.

The other main formal training proposed is the postgraduate training of the 30 District Land Officers. The programme consultants would run this. In the longer term it is hoped that the University of Rwanda in Kigali or INES could develop the capacity to run a similar course.

416 Sector Land Managers (SLMs) are needed to staff the sector offices. Some sectors already have SLMs, especially from South Province, and have received some training. In other districts SLMs have been recruited, but not trained, while in most cases there are no SLMs. Every sector should have a SLM and all need to be trained to the same standard, based on the SOPs. It is recommended that the District Land Managers are delegated to provide this training to the SLMs under their district.

Other on the job training will follow the development of the SOPs, as mentioned in 1.6 above, but also in relation to the exchange programmes.

1.10 Stand Alone Technical Assistance and Exchange programmes
The standalone TA are consultancies that do not necessarily follow or fit into the work plans already mentioned. They are largely consultancies that, within reason, were originally thought to fit almost any time into the programme. However, most have now been integrated into the work plan, with the following tasks: review of call down needs; developing a mapping strategy and roadmap; review of M&E strategy of the land sector; and develop a training plan, all being scheduled to take place after the SOPs have been developed. The other three: Develop general boundary guidelines; Relate Rwanda land administration to international standards (LADM); and Advise on condominium law and practice, could all take place at any time.

1.10.1 Exchange Programmes
The exchange programmes are a way for the RNRA to learn from the experiences of other organisations that have gone through a similar process of changing from a classical civil service department, to a stand-alone agency, which while having obligations set down by government, is expected to recover some or all of its costs. Her Majesty’s Land Registry (HMLR) has taken over twenty years to follow this path and today it not only provides land registration services, but also supplies information that many commercial organisations are happy to pay for. By exchanging staff between HMLR and RNRA the RNRA will be able to short cut the transition and benefit from the experience of HMLR. The exchange will be a two way street. Staff from RNRA should take up placements inside HMLR, where they can experience at first hand the work practices that have made it a success. But HMLR staff and managers should also visit RNRA and district offices, to give guidance on how systems (for example service quality and risk management) in Rwanda could be improved.

An exchange with South Korea’s Global Green Growth Institute (SKGGI) has also been discussed as a possibility for the land use component, with the aim of developing an understanding of green growth with
with land use planning. No further information has been available during this consultancy however, and it is unclear how this will be taken forward. There already exists broad partnerships with the African Regional Centre for Mapping of Resources for Development (RCMRD) and the Dutch Kadaster. Developing exchange programmes with HMLR and SKGGI would build and extend these existing partnership and broaden the base of experience being brought in to Rwanda.

**1.11 Turning Land Administration into a viable customer/market oriented service**

An exchange programme with HMLR can have a significant impact on the development of RNRA L&M into a viable customer oriented service. In the long term being sustainable means finance sustainability, but as the cost of registration is believed to be one of the impediments to registration, it is not realistic to expect people to pay the full costs of registration for some time to come, especially in rural areas. However, the RNRA needs to develop services that the public need and want. It also needs to look at opportunities for selling information to third parties and using these proceeds to cross finance maintenance of the registers for the poor. HMLR are expected to help in this, but realistically much of this work cannot take place until the basic land registry systems are in place and functioning; LAIS 2 must be operational and installed in zones and districts; the model office should be established; SOPs updated and new ones produced; and staff trained. All of this pushes business development into 2015, assuming everything goes to plan. Implementation will therefore go well beyond the end of June 2015 and it is an area that it is hoped will receive support from other donors, such as the EC.

**1.12 Monitoring, evaluation and research**

This programme aims to do a great deal in a very short time frame, with significant investment. It is vital that it is closely monitored. Monthly and quarterly reports are expected to provide feedback on achievements against objectives, resources used and challenges encountered and overcome. The programme will also be evaluated against a log frame, with measurable targets. Where necessary, these will be established by dedicated surveys. In addition there will be:

a) Independent progress reviews and audits following the existing DFID cycle, with reviews taking place in May/June each year;

b) Extension of WB impact study work, with a further survey by Jan 2015 exploring longer term impact on agricultural productivity and investment, and female empowerment, and including urban and peri-urban areas this time as well as involving local researchers;

c) Research to fill the existing gaps on data.

Priority research areas identified so far include:

- Legal review (secondary legislation etc);
- LTR and women’s’ land rights;
- Barriers to registration of land transaction; Degree of formal / informal transactions;
- The nature of conflicts: Land use inter-relationships - or adjustments to provisions in land use master plans
2 Background and context

2.1 Background and rationale for the proposed financial and technical assistance

Rwanda is the most densely populated country in Africa, with over 400 people per square kilometre and a population growth rate of 2.6% per year. 90% of all Rwandans live in households that own some farming land. About 80% are dependent upon agriculture, and 60% of farming households cultivate less than 0.5 ha of land. 46% of Rwandans live under the poverty line with 24% living in extreme poverty.

The population density, population growth, dependence on agriculture and limited land availability places a great strain on land resources and makes land one of the key issues for the government and people of Rwanda. Measures to reduce poverty and to manage land are policy priorities for the Government of Rwanda.

Government policy is guided by the principles outlined by the documents Vision 2020 and Economic Development and Poverty Reduction Strategy II (EDPRS II). The cabinet adopted the latest version of EDPRS in May 2013. To achieve the goals outlined in EDPRS II a number of Sector and District Strategies have been created. The Ministry of Natural Resources (MINIRENA) spearheads the Environment and Natural Resources (ENR) sector. Within this, the Land Sub Sector is the responsibility of RNRA and so the higher level ENR Sector goals relating to land are incorporated into a Lands and Mapping Action Plan that lists the activities required, the targets, indicators and stakeholders responsible for achieving those higher level ENR Sector goals. At the time of writing, the 2014-15 Lands and Mapping Action Plan is being developed and the outputs from the Work Plan for financial aid to RNRA project will contribute to activities required in that action plan.

"The objective of the land sub sector is to put in place and operationalise an efficient system of land administration that secures land ownership, and promotes investment in land for socio-economic development and poverty reduction".

The ability and capacity of the land sector institutions in Rwanda to perform the activities required and to deliver the services necessary is severely constrained. Staff numbers and the amount of central funding are both insufficient and the necessary expertise and experience are still developing. Various donors have supported the land sector in recent years to mitigate these problems and DFID has been particularly active in this respect.

Between 2002 and 2004, the focus for DFID support was on technical assistance for policy design and legislation and in 2005 DFID provided support to develop and test a feasible approach to Land Tenure Regularisation (LTR), which would result in first registration of all land in Rwanda. DFID has subsequently been leading donor support for the national roll-out of LTR which has achieved remarkable results by creating first registration lease certificates for over 10 million land parcels covering the whole of the country.

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1 ToR for this project
2 Environment and Natural Resources Joint Sector Review Report, Government of Rwanda, August 2013
The challenge now however, with LTR almost complete, is maintaining and enhancing the Land Administration System that has been created, and in particular ensuring that the land register remains secure, reliable and used by land owners following first registration, rather than a gradual reversion to the old informal ways of dealing with land transactions.

The other main focus for land administration is the ability to plan, monitor and implement use of scarce land resources in ways that protect the environment, maintain land owners’ security of tenure but at the same time maximises opportunities for land market development and economic growth.

The intention of the Work Plan for financial aid to RNRA project is to provide a mixture of support over the remaining 18 months of the LTR programme that will help the institutions involved (RNRA and Local Government Administrations) with capacity – additional staff, and with buildings, equipment, and technical assistance to gradually improve both the effectiveness of their internal processes and the delivery of services to the citizens of Rwanda. Previous work to define the type of support required was described in the “Design and Appraisal of Direct Support to the Lands and Mapping Department” project (DFID Jun 2012) and this was then developed further by RNRA to create the business case document “Building Sustainable Land Administration and Management Systems - Rwanda LTR Support 2013-2015”

This Work Plan for financial aid to RNRA project, through an extensive consultation process with key stakeholders, and working especially closely with RNRA, is intended to further develop the RNRA Business Case and to produce a detailed work plan of financial aid and technical assistance that will contribute to the Lands and Mapping and ENR aims outlined above.

2.2 RNRA – role, key facts, activities and current status

Rwanda Natural Resources Authority (RNRA) was established by law n°53/2010 of 25/01/2011. RNRA is a merger of the former National Land Centre (NLC), Geology and Mining Authority (OGMR) and National Forest Authority (NAFA). It is responsible for leading the management of promotion of natural resources, which is composed of land, water, forests, mines and geology. It is entrusted with supervision, monitoring and ensuring the implementation of issues relating to the promotion and protection of natural resources in programmes and activities of all national institutions.

RNRA is subdivided into four different departments including Lands & Mapping department (LMD), Geology and Mining (GMD), Forestry and Ecosystem services department (FD) and Integrated Water Management department (IWMD).

This report focuses on the Lands and Mapping department whose mission is “to be at the forefront of sustainable development, economic growth and prosperity of Rwanda through an efficient, transparent and equitable system of land management and land administration.”

LMD is particularly responsible for amongst other things:

- Implementing national policies, laws, strategies, regulations and government resolutions in matters relating to the promotion of natural resources;
- Overall land administration and management through land registration, issuance of land titles and maintenance of the national land registry by strengthening land administration institutions;
Ensuring sustainable and rational land use in Rwanda through comprehensive land use plans and adequate mapping and design land use plans;

Initiating research and evidence based analysis and ensuring dissemination of findings and recommendations.

For land administration, RNRA set up a land tenure regularisation (LTR) programme to achieve national first registration of all land parcels through systematic registration. To date 10.3 million land parcels have been demarcated and 8 million leases prepared are being issued to the landowners. Systematic registration is still ongoing with registration of parcels in wetlands and communal ownerships, these categories having only recently been included. A digital database known as Land Administration information System (LAIS) has been developed to deal with land transactions and subsequently maintain the land register. Importantly however, the system remains only operational at zonal level and is not yet complete to deal with both textual and spatial information.

In terms of land use and land management, a National Land Use and Development Master Plan (NLUHMP) was developed and approved by Cabinet in January 2011 and district land use plans are currently under preparation. The preparation of all these plans is supported by aerial photographs that were produced in 2008. A draft national base map at 1:50,000 scale was developed in 2012 but still has to be validated. RNRA is also establishing a modern Geodetic Reference Network through the installation of 8 real time Continuous Operation Reference Stations (CORS) across the country. This network will be part of the Africa Geodetic Reference Frame (AFREF).

2.3 Findings from a review of existing key documents, and their implications
(Review of the Planning Documents on which the DFID Business Case extension was based)

The ToRs for the Design of a detailed programme work plan for financial aid to RNRA project required the consultants to “Review planning documents on which DFID business case extension was based, particularly the capacity/training needs plan and communication plan”. The specific documents involved have been studied and the following section provides a summary of some of the relevant issues raised. For brevity, key points only relevant to the current provision of financial aid and technical assistance are raised here, although the contents of these documents are significant and underpin many other parts of this report.


This document provides a valuable contribution towards establishing the LTR related training needs of the organisation. For a number of reasons it only provides part of the information and guidance required however. The document is now over two and a half years old. Initial training provided for LAIS will soon be 2 years out of date – with the system still not in operation nationwide. With a new version of LAIS being developed (LAIS 2), it means that training content will now have to be updated. A number of important training related topics are not covered by the report and these have been highlighted elsewhere (LTR – Design of Programme Support, Jun 2012), for example:

- Provision of a dedicated and fully equipped training facility;
- Introducing a standard induction programme for all new registration staff (L&M and Districts);
- Developing e-learning materials for delivery over the internet;
- Looking at the possibilities for mentoring and coaching;
• Looking at specific provisions for retention of staff;
• Introducing a formalised approach to training evaluation;
• Developing ongoing discussions with education institutions and training providers;
• Considering the value and benefits of cross sector secondment;
• Introducing a knowledge management system to maximise lessons learnt and provide an information source for legislation, operating procedures, current news, re-location possibilities etc

The RNRA Business Case includes the provision of a Capacity Building Officer to assist in addressing these gaps.

2. Awareness Raising Strategy, May 2012 (Communication Plan)

It is commonly accepted that the lack of awareness of the benefits of land registration is one of the main reasons behind the relatively low level of lease certificate collection by landowners (other main reasons include procedures, distance to services, perception of value, and fees). The level of lease certificate collection (59% in June 2013) is only really significant if it indicates a lack of interest in the ongoing use of the land registration system post LTR. If the collection of lease certificate figure is used as a measure of the success of the Awareness Raising Strategy, then its influence has been moderate, although the figure has risen significantly in the last year. It is worth noting the assumptions at the beginning of the Awareness Raising Strategy document:

“Successful awareness raising would depend upon:
• Capacity within RNRA in awareness raising
• Capacity of the Districts to implement local level activities
• The availability of the required financial resources”

It is debatable whether these factors have been sufficient. Ongoing investment into Awareness Raising has also been considered in the Draft Communication and Marketing Strategy for The Land Administration Enhancement Project (LAEP) Oct 2013, which includes a detailed three-year work plan for the period 2013-2016. LAEP was created with support from the Government of Rwanda and the Investment Climate Facility for Africa (ICF). The main aim of the project being to reduce the procedures, time and cost of land transfers in Rwanda. The focus was on linking LAIS to mortgage registration system and integration of textual and spatial data. Consolidating this and the existing strategy, and ensuring that the correct messages are communicated to the appropriate target audiences, is intended to result in increased levels of transactions (a target of 200% increase is included in the most recent strategy) as land owners make increased use of the formal registration system. It will be essential to match any raised demand with commensurate improvements in services; the aim of the work plan for financial aid and TA being prepared by this project.

Table 1 Priority Actions

The following actions come from the awareness raising strategy and should be implemented.

• **Place emphasis on anticipating and addressing emerging issues quickly.**
• **Maintain consistency and uniformity in the messages being disseminated through the various outlets to build and maintain credibility by identifying and fronting a single spokesperson for the project.**
• **Roll out from pilot programs to provide the platform to launch communication and marketing activities and also communicate progress.**
• Build on the strength of other related government programs that already have a good countrywide network—like MINALOC decentralization system.

• Continuous research and analysis of the external environment to determine levels of awareness, attitudes and practices

• Intensive employee communication initiative to reduce resistance, drive a culture change and eliminate sabotage to the new program.

3. Design and appraisal of direct support to the land mapping dept, ORGUT, Jun 2012

This document describes the design of a package of direct financial support (approximately £8 million) to be provided by a group of donors led by DFID, and was intended to:

• Help with the completion of first registration in Rwanda;
• Support the establishment of a sound base for ongoing maintenance of the register;
• Help with the transition period as 1st registration is completed and maintenance is established for all new parcels

The support package proposed contained a mixture of elements intended to give an immediate boost to staff numbers at both the centre and at District level. A series of short term Technical Assistance inputs were proposed that would provide guidance in some key areas such as training needs assessment, monitoring, risk management, procedures, customer services, and required legal changes. The report forms the basis for many items in the RNRA Business Case.

4. LTR Annual Review 2013, ORGUT, Sep 2013

This is the most recent annual review, following previous ones in 2010 and 2012, and a mid term review in 2011. The key recommendations noted (8 out of 23) in the 2013 review were:

• The need to create a business plan for Land Registration;
• The need for a comprehensive capacity / training plan;
• Transaction activity should be monitored monthly;
• A “model office” should be developed as a test bed for procedures and equipment, so that optimum specifications can be developed for wider rollout;
• Legal updates should be enacted following a review of requirements;
• The need to maximise use of the register;
• Creation of a Risk Management Framework;
• Co-ordination of research from land related organizations, and a range of new research topics.

The review recognised the very impressive achievements made in completing 1st registration but raised concerns about the current state of maintenance of the register, and preparedness for maintaining the register into the future. The Review also brought attention on the need to consider the definition of “sustainability”, arguing that it should mean ongoing use of a reliable, secure and effective formal system rather than focus on cost recovery.

5. Assessment of Rwanda’s Legal Framework Governing the Land Sector, Landesa, Sep 2013

The assessment reviewed the legal framework and focused on seven key areas (1) the new Land Law; (2) land registration; (3) inheritance and family law; (4) expropriation and compensation; (5) land dispute
resolution; (6) land use consolidation; and (7) land-related fees and taxation. The recommendations were summarised into:

1. Consolidate the institutional framework into one or, at most, two orders: one identifying all of the land administration institutions and their relationship to each other and the other prescribing each institution’s respective roles and responsibilities;

2. Clarify whether the national institution referred to in Article 31 of the Land Law is RNRA or the Office of the Registrar for Land Titles as well as matters related to the organisation, responsibilities, and functioning of such institutions;

3. Reallocate the responsibilities previously reserved for the Land Commissions;

4. Establish clear rules governing the required content for foreigners’ land use plans and business plans, the process for submitting plans for approval, and the standard by which the plans will be judged;

5. Prioritise the issuance of a ministerial order to establish the modalities of sub-leasing, clarifying the parameters of their use and operation;

6. Monitor implementation of the new provisions shortening notice periods for requisition and confiscation of land; consider re-extending the notice period for requisition and confiscation to six months; create a right to appeal decisions on requisition and confiscation as well as the process for such appeals;

7. Clarify the meaning of “registered rights holders” in the context of prior consent for land transfers and communicate this clarification to key stakeholders;

8. Clarify the definitions of “ownership” and “land owner” to avoid confusion and misinterpretation, using the term “ownership” only in the context of freehold title;

9. Amend the Land Law to include a list of fundamental principles to guide interpretation and implementation or include such principles in an amended order on the modalities of land registration;

10. Limit presidential and ministerial discretion in land administration by amending the Land Law to rely less on presidential and ministerial orders;

11. Eventually compile all land registration provisions into a Law on Land Registration.

To varying degrees, many of these recommendations are relevant to the current design of a work plan for financial and technical assistance project and in general there are communication and training implications related to cascading down any changes that take place as a result of legal amendments.

6. Assessment of Current Evidence and Data Gaps in Rwanda’s Land Sector, Adams, Aug 2013

As the title suggests this report was intended to assess the nature and quality of the existing body of evidence in the land sector in Rwanda. By considering the existing studies it aimed to identify gaps in evidence. In particular the study considered reports that have looked at the impact of LTR, particularly those studies undertaken by the World Bank and SIAPAC. The report suggests further work to continue the World Bank impact studies, either by the World Bank or perhaps a commercial firm. Two priority studies identified for consideration are:
(i) LTR and women’s land rights and
(ii) Inter-relationship of LTR and other land-use policies.

7. **Towards sustainability in Land Administration Draft report, Jul 2013**

This report builds upon and updates a similar one that was completed in 2012. It considers the options for creating sustainability – defined as being “at least self sufficient in the financing of recurrent costs, and where practical contributing to the financing of the wider District and Central budgets”. In attempting to define a sustainable business model the study had a difficult task to perform in that it has to propose various options aimed at increasing revenue from fees but at the same time not discouraging use of the formal system...all based upon limited data. The report acknowledges that “outside Kigali, the level of real world transactions is currently very low, with no reliable data available”. It also points out the danger that “high fee levels create an informal market and many citizens will not register since they are not able to bear the costs involved”. It will be useful to revisit the question of business model options, sustainability and appropriate services and fees when a significant amount of transaction data is available. This is something considered by the current business case.

8. **EDPRS ENR Sector Forward looking JSR report**

This report is very significant in terms of the high-level policy direction it provides. The second Economic Development and Poverty Reduction Strategy (EDPRS2) approved by the Government of Rwanda in May 2013 is based upon priorities identified in Thematic Area, Sector and District strategic plans that are all linked to Vision 2020 targets. It is within this overarching framework that the Environment and Natural Resources (ENR) Sector has produced this “Forward looking Joint Sector Review (JSR) Report”. The Ministry of Natural Resources (MINIRENA) responsibilities are executed via RMA and RNRA.

The objective of the land sector, stated in this document, is to put in place and operationalise an efficient system of land administration and land management that secure land ownership, promote investment in land for socio-economic development and poverty reduction (i.e. the first priority is an efficient system, not necessarily a cost recovery one).

The specific land sector outcome (Outcome 2) is “Optimised land utilization and improved land administration” and the outputs contributing to this are listed as:

- **Output 1:** Security of tenure for all land claimants ensured and sustained
- **Output 2:** Rational land use ensured through comprehensive land use plan and adequate mapping
- **Output 3:** National Land registry maintained and sustained by strengthening land administration institutions:

Specific interventions to achieve these outputs are listed as³:

**Thematic Area: Economic Transformation:**

1. Development of a clear mechanism to guide the process of land allocation for investment projects, based on a collaborative process between investors, RDB, relevant Ministries, districts and land owners;
2. An in depth review of the urban planning system;
3. Clear Urban planning and management guidelines;

**Thematic Area: Rural Development:**

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³ From Table 1: EDPRS II Thematic Outcomes and ENR Sector outcome linkages
1. Securing land tenure for all land claimants through systematic land administration. Coordinated land use planning through District Land Use Plans;
2. Land Use Planning is monitored and enforced.

At the time of writing these definitions of aims, objectives, outcomes and outputs etc are being cascaded down into the RNRA Land & Mapping 2014/15 Action Plan. Indicators and activities being developed in the Action Plan have to be considered in parallel with those being prepared for the detailed work plan for financial aid to RNRA.

2.4 Summary of current situation including key challenges and potential remedies

The Lands and Mapping Department of RNRA is responsible for determining the use and management of land in Rwanda.

A National Land Use and Development Master Plan was prepared and adopted by Government in 2011. It is currently being taken to a further level of detail through the creation of District Land Use Plans and Urban Development Master Plans. RNRA intends to achieve its objective of “Implementing a framework for coordinated District Land Use land use planning” by supporting existing One Stop Centres (OSCs) and Land Bureaus to design and oversee implementation of district land use plans.

The current situation regarding LTR can be seen in the most recent Annual Review, which was completed in September 2013. The review reports that the programme has made great strides in the past year and achieved much. Over 10 million parcels had been demarcated; three quarters of these have been approved to title and almost half have been issued, with certificates in the hands of the owners. The number of parcels being registered for the first time has been very impressive and RNRA management is confident that nationwide 1st registration will be completed soon without major issues. The review also notes that the focus on output targets may possibly have been at the expense of other issues such as preparation for and operation of maintenance of the register. This is clearly linked to the lack of funding to enable institutional preparedness, capacity building and equipping of all levels of the land registration process. The key challenges identified by the review are listed below, along with the actions proposed in the RNRA Business Case that will help to address these challenges:

Table 2 Challenges and Potential Remedies

<table>
<thead>
<tr>
<th>Challenge in 2013 LTR Review</th>
<th>Remedy provided by Business Case</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Having a separate Land Registry Department</td>
<td></td>
<td>This is a high level policy decision, and no change has been decided</td>
</tr>
<tr>
<td>Senior RNRA Management need be supported to allow them to make policy and strategic decisions. More staff are needed.</td>
<td>1. The business case will supply 6 HQ staff to help with management.</td>
<td>An organisational review and TNA would identify the correct staff numbers and required skills.</td>
</tr>
<tr>
<td></td>
<td>2. TA will help to produce a business plan for the organisation</td>
<td></td>
</tr>
<tr>
<td>A comprehensive business</td>
<td>3. This should be an output from the</td>
<td></td>
</tr>
<tr>
<td>Plan should be developed for land registration work</td>
<td>International TA from a Business Planner</td>
<td></td>
</tr>
<tr>
<td>Collaboration should be sought and roles and responsibilities agreed between the various actors in the land registration process.</td>
<td>4. International TA should look at the registration processes, including inter-organisational arrangements, and recommend practical ways of ensuring co-operation, agreement and communication</td>
<td></td>
</tr>
<tr>
<td>There should be a greater understanding of LTR impact and steps taken to positively improve the impact.</td>
<td>This is a research area that was identified in the “Evidence Gaps” paper. It is linked to the further development of impact indicators.</td>
<td></td>
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<tr>
<td>Capacity is a problem at central and local level</td>
<td>5. Additional staff numbers being provided at each level, along with training needs analysis and a programme of training.</td>
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<tr>
<td>A joined-up approach should be adopted with other land administration actors</td>
<td>6. The TNA should look at the training picture in conjunction with existing initiatives (Makuza, RNRA Capacity Building Plan 2013-18) and other actors such as NGOs, NCBS, INES etc</td>
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<td></td>
<td>7. A Mapping Strategy will be formulated with International TA. This will involve wide stakeholder consultation in order to take into account users needs.</td>
<td></td>
</tr>
<tr>
<td>Staff at the centre and at the local level must have the right equipment and resources.</td>
<td>8. The Business Plan provides for new District Land offices, and identified requirements in office and surveying equipment.</td>
<td></td>
</tr>
<tr>
<td>Further work was identified for legal changes, and seven action areas listed.</td>
<td>9. TA will be procured to further develop legislation relating to land</td>
<td></td>
</tr>
<tr>
<td>Procedures need to be optimised to produce excellent services.</td>
<td>10. Standard Operating Procedures (SOPs) will be developed and optimised through practical operation in a model office scenario before national roll out.</td>
<td></td>
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<tr>
<td></td>
<td>11. International TA will assist with development of a strategy for developing general boundaries – this will provide a</td>
<td></td>
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</tbody>
</table>
consistent approach for the future.

| The LAS Manual requires further development along with improved procedures, service levels and quality standards. | 12. The LAS Manual will be enhanced with SOPs and work instructions. Service levels will be developed with TA looking at the Business Plan.  
13. International TA will assist with standardisation of land administration (and land use) systems. |
<table>
<thead>
<tr>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>LAIS needs more development.</td>
<td>13. The current work to enhance LAIS will be completed and the system checked to ensure it is stable before national roll out. Further enhancements will be investigated and adopted.</td>
</tr>
</tbody>
</table>
| There should be an understanding of the degree of formal / informal transactions | 14. An awareness and communications strategy and activities in included in the Business Case, but further research is also required to provide evidence.  
Another evidence gap identified in the recent paper. |
| It is necessary to understand users’ perceptions of land registration, and their needs. | Surveys are required to provide evidence to indicate citizens’ views. |
| The optimum level of fees needs to be decided. | 15. This should be covered in a Business Plan, but is dependent on government policy and evidence of transaction activity.  
This depends on sound data to show transaction levels over time. |
| Gender issues need to be kept in mind – to ensure land registration activity is positive. | 16. A review of the M&E policy is planned, using International TA, part of which should address impact on women and other potentially vulnerable groups. |

As well as a positive list of organisational strengths, the draft MINIRENA Capacity Building Plan 2013-2018 includes the following list of identified weaknesses at RNRA that confirm many of the challenges listed above:

- Incomplete legal and regulatory framework;
- Shortage of staff;
- Financial dependency of restricted limited budget;
- Ill-equipped agencies, including the RNRA and DLBs;
- Conflicting mandates and lack of coordination in the sector;
- Ambiguous internal processes and procedures;
- Inadequate linkages to the sub-regional level.

The support provided by the Work Plan of Financial aid and technical assistance resulting from this project is intended to address the challenges highlighted in the paragraphs above.
3 Support to complete pending titling including wetlands and grouped settlements (imidugudu)

This support covers first registration in the two remaining areas already mentioned and continue existing activities, carried over from the original LTR programme. During the original LTR both wetland areas and grouped settlements were left out of the regularisation process and not granted leases. However, it was later decided to include them in the programme through the re-demarcation of wetlands and the revision of the land law. The original estimate of 330,000 parcels is probably a significant underestimate; it is now estimated that there are at least 260,000 wetland parcels alone. The total estimated number of additional leases has now been raised to 710,000 (260,000 wetland and 450,000 imudugudu) and the costs adjusted accordingly.

3.1 Complete LTR in Wetlands and Group Settlements

In December 2013 the LMD of RNRA moved to new offices in Kigali, which now provide sufficient space to print, collate and store the leases for the wetlands and imidugudu areas, prior to distribution to the cells. In future, the RNRA wishes to contract hire printers to print the leases. This means that no capital expenditure is needed to purchase printers, but recurrent expenditure will be incurred by the cost of printing and distribution. It is understood that there is sufficient lease certificate paper left over from the main LTR programme for printing.

Once printed the leases need to be distributed to owners, and the local level distribution point is the cell office. As there are also lease certificates still to be delivered from the main LTR programme, both sets of leases can be distributed at the same time. The printed wetland and grouped settlement leases will be printed in cell and district order. They will be packaged in cells groups, boxed and sent to the districts. Distribution will take place when the leases still held at district level have been sorted and packed into cell order.

The printing and compilation of leases will take approximately six months and approximately 80 staff will be needed. Once at district level the leases should be stored until the undistributed existing titles (see 3.2 below) are also collated into cell order. It is estimated that one vehicle plus an assistant will take one day to distribute the leases to all the cells in a sector, there being about five cells per sector.

A Field Manager, and the District staff, will distribute all of the leases for each cell to the cell office. Once at the cell office, the cell members, with support from the District will distribute the leases to the individual claimants. At each cell three people will be needed to distribute the leases and they will be given an allowance of RWF 2,500 per day, with one month (21 days) being allowed for distribution.

3.2 Distribute existing titles

Leases that were not distributed during the LTR project are held at districts, but there is no standardised way of organising the storage. A dedicated team of archivists and office managers will have to visit all the districts to help them organise all their documents, including titles. Titles will be ordered by their Unique Property Indicators (UPI) and into cell groups. They will then be distributed with the (new) wetland and group settlement leases, to the appropriate cells.

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4 Contract hire means that the supplier will maintain the printers and supply the ink and any replacement parts.
3.3 Actions
The following list describes the actions required to deal with the completion of the final areas of LTR registration and the distribution of the lease certificates to the owners:

1. The RNRA continues with the ongoing registration of wetlands and grouped settlement areas;
2. Once appointed, the Land Administration Project Manager and the Capacity Building Coordinator will support the continuing regularisation of wetland and grouped settlement leases, by providing additional inputs if required;
3. The programme will assist with printing of the leases, by hiring printers and employing staff;
4. The team printing the leases will put the printed leases in district order and the Capacity Development Coordinator will arrange transport by the programme to the appropriate districts;
5. The archiving component, which will comprise the Archivist and assistants, will find all undistributed leases (left from the LTR) in a district and put them and the wetland and grouped settlement leases into cell order;
6. The Capacity Development Coordinator will arrange for transport of all the leases to the appropriate cells;
7. The Capacity Development Coordinator, working through the Districts and the Sector Land Managers will contract the Cell Executive Committees to help distribution of leases in their cell;
8. The Cell Committees will be paid (three people per Cell at RWF 2,500 per person per day for 21 days)
9. The Sector Land Managers will assist the Cell Executive Committees with the distribution of the leases to the land right holders. After one month any leases not distributed will be collected by the SLMs and then sent to the Districts for archiving.

3.4 Timing
The wetland and grouped settlement regularisation is ongoing; printing is expected to be completed by Quarter 2, April to June 2014. The leases will then be distributed to districts, but distribution to cells will wait until the archivist has ordered the existing leases and other documents, which will be in Quarter 4, October to December 2014.

3.5 Budget
The total cost of completing the wetlands and grouped settlements, printing leases and distribution of all leases, including the LTR leases not distributed is £1,253,564. Of this £630,000 is for the completion of adjudication of the wetland and grouped settlements, which were not done in the main LTR, and £330,750 is to contract the Cell Executive Committees to help with the distribution of leases.

4 Transition phase for Land Administration (turnkey Project)
The aim of the transition phase is to ensure that the RNRA is able to provide a long-term, viable land administration service, and in particular to ensure that the land register accurately reflects the land rights and land right owner on the ground. In short, that the LTR data is kept up to date and the data maintained.

Although the DFID/Netherlands funding for this phase runs until 30th June 2015, there are other development partners who were originally expected to provide funding for a further year. The EC has now
indicated that it may also have funds that could start to be available from either 2014 or 2015 and the funding may continue for three to four years from the start date, potentially providing funding to 2019. To reflect this situation, but without planning too far ahead, MS Project planning has been extended to mid 2017, but only for some activities.

4.1 Key HQ, District and Sector Staff for up to 1.5 years (starting Jan/2014 and ending Jun/2015)

4.1.1 Background
The successful implementation of this programme requires the appointment of a significant number of staff at RNRA HQ, districts and sector level, plus key local and international consultants. To manage these appointments and the implementation of the programme, while not creating a further burden for the DG and Deputy DG of the RNRA, it is vital that a Land Administration Project Manager and a Capacity Building Coordinator are appointed as soon as possible. In addition, as the completion, testing and deployment of LAIS is also central to the completion of this programme, it is vital that a local ICT Adviser is appointed to have local ownership of LAIS.

Although the MINALOC has stated that the districts should be responsible for the appointment and payment of the Sector Land Officers, the reality is that at present they do not have the necessary funds to do so, and until sufficient income is obtained from fees on land transactions there will be a problem in appointing and maintaining staff. As an interim measure the Netherlands Government has offered funding to support the appointment of Sector Land Managers, at least during this programme.

4.1.2 Action
At the time of writing, early February 2014, the local ICT Adviser has been appointed, but the Land Administration Project Manager and a Capacity Building Coordinator remain to be appointed. These two key people must be appointed as soon as possible, as they are responsible for other appointments and management of the programme. Once appointed, the Land Administration Project Manager and Capacity Building Coordinator will identify and arrange the appointment of all the other consultants.

To expedite the implementation of the project, DFID has decided to bring in international support for the role of Land Administration Project Manager, initially full time, for three months, and part time thereafter. This is intended to ensure that the programme starts as soon as possible. The international Land Administration Project Manager will hand over responsibilities to the local equivalent as soon as possible. The International Land Administration Project Manager may continue on a part time basis as a mentor until the end of the programme on 30 June 2015. However, it would be desirable if the international Land Administration Project Manager post and the international Land Administration and Registration posts were combined. There is considerable overlap between the posts. Having got the project started the consultant could then remain, in a part time capacity mainly providing advice on land administration and registration, and as needed, on other aspects of project management. Bringing the international Land Administration Project Manager in quickly will help to prevent the delay in the appointments of the other consultants and advisers and therefore expedite the implementation of the programme objectives;

Specific actions are as follows:
1. DFID to recruit an international consultant to fill the LAPM role until the local person is appointed and provide additional mentoring support thereafter.

2. DG RNRA will appoint the Local Land Administration Project Manager and a Capacity Building Coordinator;

3. The Capacity Building Coordinator and/or International Land Administration Project Manager produces terms of reference for and arranges the recruitment of all local consultants through the GoR procurement procedures. DFID can provide additional assistance in drafting the ToR for the international consultants and can procure these international consultants through DFID procurement systems, if required. The following roles will be recruited:
   a. Finance officer Local
   b. ICT Adviser (International)
   c. ICT Developer for LAIS 4 wks per Quarter for 6 quarters
   d. ICT Developer for LAIS as trainers for one month
   e. Monitoring and Results Adviser (local)
   f. Monitoring and Results Adviser (International)
   g. Land Administration and Registration advisor (local)
   h. Land Administration and Registration advisor (International)
   i. GIS Adviser (Local)
   j. GIS Developer for LAIS 4 wks per quarter for 6 quarters
   k. GIS Developer for LAIS as trainers for one month
   l. 30 District and 5 Zonal LIAS Processors Initially 20 Districts
   m. 30 District and 5 Zonal GIS Processors Initially 20 Districts
   n. Specialist in Condominium Law and Registration (International)
   o. 2 Training Officers (Local)
   p. Trainer of Trainers (International)
   q. Legal Draftsman (local)
   r. Archivist (local)
   s. Land Use Planning Consultant
   t. Mapping Adviser (International)
   u. Marketing Consultant (International)
   v. Marketing Consultant (Local)
   w. Construction Manager

4. The Capacity Development Coordinator recruits all the above consultants as soon as possible, but the consultants should only start their work when it is planned in the programme;

5. The districts appoint Sector Land Managers, if necessary the Netherlands will pay for the SLMs during the life of this programme.

More detail regarding the specific roles and outline job descriptions are provided in Annex 1.

4.1.3 Timing

The Land Administration Project Manager and Capacity Development Coordinator should be appointed during Quarter 1, January to March 2014. If this is not possible an international Land Administration Project Manager should be appointed during this timeframe. All the key staff and consultants should be
4.1.4 Budget
Total expenditure £4,553,770, of which £2,662,400 is for Sector Land Managers.

4.2 Build and equipment of seven district land offices

During the LTR 23 out of the 30 district offices were refurbished and equipped. In Gatsibo, Bugesera, Nyarugenge, Nyamasheke, Ngororero, Kayonza, and Rulindo however, there was not sufficient office space to refurbish. In these districts new offices need to be built, equipped and furnished. These new offices will be built as close as possible to the existing district offices, normally in the same compound, allowing the public to deal with all land and property related matters in one general location, in effect a one stop shop, even if the actual offices may be separated by a few metres.

A standard office design had been produced, but since this time the concept of a One Stop Shop (OSS) has been established, which incorporates the land office, building permits and inspection and infrastructure. The original standard layout design of the lands offices may therefore need to be revised to meet the OSS philosophy. This needs to be reviewed for each district.

There will be one tender for each district, resulting in seven tenders in all. Three offices will be tendered and constructed as soon as possible, and the remaining four offices after the first three are completed. The construction time for each office is estimated at four months.

A construction manager will oversee the whole process, ensuring the quality control of the build. The offices will be equipped using a standard package of equipment for each one, comprising furniture and filing systems, ICT connections and equipment.

4.2.1 Action
1. Construction manager appointed by Capacity Development Coordinator;
2. Construction manager reviews standard office design with RNRA and against the land available for construction in each district;
3. Construction manager obtains MINILOC and District approval for design and location of new offices (in the same compound as other district offices);
4. Construction manager tenders for construction of offices, with contract being with RNRA;
5. First three offices are constructed;
6. On approval by the Construction Manager of the construction of first three offices, the Capacity Development Coordinator, in coordination with the Construction manager, arranges for equipping and furnishing of these offices;
7. On completion of first three offices, the remaining four offices are constructed;
8. On completion of last four offices and approval by the Construction Manager, the Capacity Development, in coordination with the Construction manager, arranges for equipping and furnishing of these offices.
4.2.2 Timing
The construction manager should be appointed during Quarter 2, April to June 2014. Updating of the standard office design should be completed before the end of Quarter 2, and the tendering also completed in Quarter 2. The first three offices should be fully completed and ready for occupation during Quarter 4, October to December 2014, and the remaining four offices fully completed and ready for occupation during Quarter 6, April to June 2015.

4.2.3 Budget
The total cost of building, equipping and furnishing is £670,000. The cost of construction is £45,000\(^5\) per office, equipment and furnishing costs £40,000 per offices, with the supervisor of works, who is responsible for ensuring the quality of construction, costing £5,000 per month for 15 months.

4.3 Communication strategy implementation

4.3.1 Background
There appears to be some confusion over the difference between the communication required to inform people about:

i) LTR (Land Tenure Regularisation) i.e. bringing land into the registered system, and

ii) The need to keep the registers up to date.

Not surprisingly the LTR put a lot of emphasis on the importance of receiving and holding a title document (a lease). However, there is a common misunderstanding that a physical lease certificate is proof of ownership. This is not correct, as it is the entry on the Land Register that is proof of ownership. This misunderstanding results in some people believing that a land transaction is completed when the paper lease passes from one person to another, rather than making a formal request to have the transaction recorded and the land registry record changed. This is a very important issue in the context of maintaining the land register.

Some of the previous documents relating to communications suggest that land right holders must understand how the land registration process works. Realistically, land rights holders only need to know that a transaction should be formally recorded, as without this formal recording the new right holder has no legal interest. Although land registration systems have provision for many different types of registerable event, only three are of immediate importance:

- Purchase of a right
- Mortgage or loan secured against land, and
- Inheritance.

Although there may be a degree of overlap, each of these different events is associated with a different category of people or organisations:

\(^5\) To put these costs into context. In the UK an average house costs £100 per sq foot or £1,100 per sq metre to build. Given that in Rwanda an office does not need high levels of insulation or double glazing, and that the office is a simple single storey structure, build costs should be about half UK house costs. So £45,000 should build a 900 sq foot, (82 sq m) office. Average house size in the UK is 76 sq m. So £45,000 should be more than enough for RNRA and other users.
Different communication strategies are needed for the different transaction types and groups of people or organisation. Understanding this will ensure that the appropriate and targeted strategy is used for each. Essentially different messages and different means of communication are required for each target group, for example small farmers or large lenders.

**Purchase of a right**

Purchase of a right requires a contract between a seller and buyer. For larger purchasers in particular the purchase may involve third parties, including estate agents, lenders, banks, and lawyers. Purchase of rights often is a forerunner to other activities, such as requests for building permits, connections to utilities and requests for loans. Purchase of rights is more common in urban centres like Kigali than in villages, and almost invariably money is involved. The communications strategy can take advantage of these associations. Notices of the importance of registering purchases should be communicated to and from the associated agents, such as estate agents, lawyers and banks. It could also be made mandatory that such people and organisations are obliged to inform the District Land officer of any such transaction. Similarly, utility providers and lenders, even if the loan is not secured against land, should require that the applicant is the registered land right holder.

**Mortgage or loan secured against land**

A mortgage is a specific type of loan, which is secured against the land title, such that if the borrower defaults the lender may recover the money lent by the seizure and subsequent sale of the land. A correctly enacted mortgage is automatically protected and the leading institution should already know the correct procedures. The Rwanda Development Bank now informs the RNRA about any mortgages, so that the mortgage is registered and the loan protected. Whether the lenders need further communications on this process is doubtful, but the borrowers should be made aware of the mortgage process, and in particular the fact that if payments are not maintained the land can be sold so that the lender can recover their loan, missed payments and other costs.

Although mortgage providers may need little further information, there are still people and organisations who are lending money which they believe is being protected by holding the land title, or even provisional land titles. Although many land right holders may believe that handing over the title certificate is providing security for a loan, lenders should be aware that it does not provide security and that if the borrower defaults the lender can lose their money. The communications strategy should make sure that informal lenders, such as credit unions, understand the risks of not protecting the loan by a mortgage or a caveat on the land title.

**Inheritance**

By far the greatest number of transactions, especially in rural areas will be inheritances. However, at present very few transactions are being registered. Recent surveys indicate that less than 0.1% of parcels are being formally transacted each year. It would be more typical to expect a figure of around 3% of parcels changing hands each year because of inheritance. Further research is needed to determine what people
understand about the need to register transactions, and whether they appreciate the problems of not registering. The research should also determine what impediments there are to registration: lack of understanding of the benefit, the need, cost of registration, time and effort to register. In some cases, for the immediate heirs not registering does not present any serious problems, the problems come when either an heir wants to dispose of his/her interest, or when an heir dies and their interest passes to a further set of heirs. However, the rules about not being able to subdivide land smaller than one hectare mean that for many families on the death of the original landholder it is not possible for each heir to receive a separate, registered parcel of land. Whether this causes problems to particular groups, such as women or children (especially orphans) should be the subject of research.

Although general awareness of the need to register transfers due to inheritance is desirable, people only need to know in detail what action is needed when the original right holders have died and the heirs should be registered as the new right holders. At village level the cell committee knows of all deaths, and this information can be passed to the Sector Land Managers, who can then advise the family of the need to register change of ownership.

4.3.2 Action

1. The 2014 Land Week will be held in early May. Materials will be prepared by end March. Given the short time available, these will need to rely on existing messages created by Creative Eye, which is basically that people should come forward and register all transactions;
2. The Capacity Development Coordinator, supported by Monitoring and Results Adviser contracts for research into people’s understanding of the need to register transactions, the impediments to registration and whether specific groups, such as women and children are adversely affected by the current processes and regulations (see Monitoring, evaluation and research section);
3. Based on results of research, above, the PR and Communications Adviser, together with the communications companies, revise messages and the means of communicating the messages. i.e. plan for Land Week 2015;
4. The PR and Communications Adviser and the communications companies conduct Land Week, 2015;
5. Monitoring and Results Advisers contracts independent researcher to evaluate impact of messages from Land Weeks 2014 and 2015.

4.3.3 Timing

Land Week will be held in early May. Land Week 2014 is in Quarter 2 and Land Week 2015 is in Quarter 6.

4.3.4 Budget

Cost of communications £402,000

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6 It is understood that this may cause problems. Firstly because the districts may not have the capacity to deal with an increase in transactions, and secondly, because the RNRA has asked Parliament to waive the fees on inheritance transactions, which are likely to be the most common transaction for many rural people. People registering now and paying for the transaction may be upset when they find out that if they had waited they could have had it for free.
4.4 LAIS Development and Connectivity to Districts

LAIS (Land Administration Information System) is a digital database and management system for land registration, combining graphical features (index maps) in its latest version, and details of each parcel, the rights over that parcel and the right holders. Reports derived from LAIS also provide monitoring of registered transactions, gender distribution and access to credit. However, it is already clear that there is a discrepancy between registered and actual transactions. Further monitoring and research is needed to quantify this discrepancy, the reasons for it and the interventions that can be used to reduce or eliminate it. The current version of LAIS, which is still in development, is LAIS 2. This integrates graphical elements, which are managed using ArcGIS 9.3, and the textual elements. LAIS is vital to the management of a national database. Once it is operational it will allow applications for changes to the register to be first lodged at District level, approved by the Deputy Registrar at Zonal Level and immediately updated at National level. Without LAIS there would either have to be a number of Registers, each held at Zonal level, or a duplicate system, with one Register at the centre, in Kigali, and one in each Zone. This approach would make it impossible to ensure that both registers held the same data.

LAIS 2 is still not complete, even without future proposed enhancements. It is estimated that two to three months development work are still needed to make LAIS 2 operational and therefore capable of being used in all districts. There is uncertainty over what is needed to complete LAIS, how long it will take and at what cost. The most pessimistic estimate, albeit the one from the developers, is that it will take a further three months of development at an estimated cost of £130,000. The lack of local ownership, or independent assessment, makes it impossible to provide an objective view of what is needed. It is therefore suggested that there should be an independent assessment of LAIS 2 and detailed specifications produced to determine what further work is needed. The independent assessment should be conducted by an International ICT Adviser. The Dutch Kadaster developers would be the most logical choice to complete any further work.

Once LAIS 2 is "completed" there should be an assessment to verify that it is ready, and sufficiently robust for roll out to the districts. This of course needs to be carefully co-ordinated with the production of SOPs and the training of operators, and this is discussed further below.

It is vital that there is local ownership of LAIS. At present there is no one on the RNRA staff who fully understands LAIS and is capable of making repairs or modifications, or even writing specifications for external consultants to make such repairs or modifications. This situation needs urgent attention and a Local IT consultant, to take local ownership of LAIS 2, should be recruited as soon as possible. Although initially employed as a consultant, this person would be expected to become a member of RNRA staff before the end of this programme. The ICT consultant should work with the RNRA IT department and LAIS 2 development team and gain an understanding of the system at least to the level where they are capable of identifying problems and writing ToRs for external consultants to repair or extend the system.

When LAIS 2 is completed there should be an independent test to establish whether it provides the stable platform, which can be accessed from the districts and zones, so as to maintain the registers. If it passes this test then the roll out to the districts should commence. If it does not pass this test, the developers should correct the faults, at their cost, and the system be retested.

Roll out to districts should be done gradually, with districts being connected sequentially and the staff trained on a rolling programme. Although the roll out of LAIS has not been linked to the development of
the SOPs, it is clear that once the SOPs are developed further training of LAIS Processors will be needed to ensure that they follow the SOPs.

After LAIS 2 has started to be rolled out to the districts and zones, there should be a review of future developments, especially for applications that are already known to be needed, such as the development of condominium component and the ability to query (but not amend) LAIS by web or smart phone. In the long term there should be continuing reviews of LAIS with modifications as necessary.

4.4.1 Action

1. RNRA to recruit a local ICT officer in RNRA who understands and is responsible for developing a set of specifications for completion of LAIS. Such an officer has been identified and is in post, but it is essential that he remains in post, at least until the end of this programme, but ideally far beyond;
2. RNRA (or DFID) to recruit an international ICT adviser who understands the how to develop and maintain a digital land administration system, who will mentor the local ICT officer, and together they will set specifications for completion of LAIS and evaluation of the "completed" LAIS;
3. Together with the Land Administration and Registration advisers, both nation and international, agree what tasks LAIS should provide. This assumes that the Land Administration Advisers are in post. Given the urgency of having LAIS completed, if the Land Administration Advisers are not in post, the ORGUT consultants, Ian Corker and Mark Probert, can be consulted to provide advice on what tasks LAIS should provide. It is important that this there should be clarity on what is essential and what is only desirable. At this stage only the essential requirements should be put in the specifications for completion of LAIS. These are likely to include:
   - Sale of rights
   - Inheritance of rights
   - Mortgage
   - Subdivision of parcel
   - Amalgamation of parcel
   - Registration of a restriction or caveat over a right
   - Removal of a restriction or caveat.
   - Ability of LAIS to work at district level, with communications to zone and HQ.
   - Reporting on the number and type of transactions by zone, district and sector, on a monthly and annual basis.
   - Report on the income generated by the transactions.

Others requirements, such as condominium rights, may be automated in the future. Currently there are so few that they can easily be managed manually;

4. The ICT Advisers, together with the Capacity Development coordinator produce a draft contract for the completion of LAIS 2. This contract should ensure that LAIS 2:
   i. Is able to initiate all of the land transactions listed in 3 above, plus any others felt essential, at district level. This would include storage of scanned forms, evidence of identity and other supporting documents. Applications should only be accepted into LAIS if all the necessary documentation has been provided.
   ii. If the application involves a change of geometry a suitable survey should be attached showing:
- amalgamation
- subdivision or
- rectification

iii. Once the application has been completed at district level it is transmitted to the Deputy Registrar at the Zone.

iv. The Deputy Registrar either accepts or rejects the application. Rejected applications are returned to the district for amendment.

v. Accepted applications are sent to RNRA HQ, where the database will be amended.

vi. The new lease or land certificate is sent from HQ to the Deputy Registrar, for signing, stamping and onward transmission to the district and the right holder.

vii. LAIS will generate statistics for zone, district and eventually sector, showing:

- The number of transactions in a given period
- The number of transactions from a district that failed to meet the required performance standards (i.e. were rejected because of lack of information, supporting documents or other error).
- Information on gender, age and type of transaction.

viii. In the longer term, LAIS will provide information to mobile devices (Tablet PCs, smart phones) to enable users to view both graphic and textual information. Eventually authorised Tablets may be used to modify the database. Unauthorised users will simply be able to view specified data.

5. The ICT Advisers will produce use cases, with performance standards, which will be used to evaluate whether the contract conditions have been met;

6. The Capacity Development Coordinator will contract with developers to complete LAIS to the agreed specifications. As Kadaster has been working on LAIS for years, it is suggested that they be the sole contractor. However, the international ICT Adviser should evaluate the work needed and the price for completion. If no agreement can be reached on price and timing of the work, then other developers should be asked to tender for completion of LAIS. However, having to use other developers will inevitably delay the completion of LAIS and therefore affect the timing of other parts of this programme;

7. The ICT Advisers will evaluate the completed version of LAIS to ensure that it matches the agreed specifications. In particular, it should be stable and capable of being used in the districts. In addition, the proposed Tablet PC application should be able to download data from LAIS and upload to districts, but NOT modify LAIS;

8. If necessary, the developers should correct any errors;

9. When LAIS is accepted, the ICT Advisers will roll it out to the districts;

10. The ICT Advisers and Trainers will train district LAIS operators in its use;

11. When LAIS is running the management of the RNRA shall review the performance standards of all offices, such as the number of transactions per district and the time taken to process transactions.

4.4.2 Timing

LAIS is central to the whole RNRA system of maintaining land registry data and roll out to districts. It should be working now, so it needs to be developed as soon as possible. The completion of LAIS is very urgent! It
should be completed in Quarter 2, April to June 2014. LAIS will be connected to the district offices in Quarter 3, July to September 2014.

4.4.3 Budget

The estimated cost of completing LAIS 2 is £479,310, however it should be noted that until the international ICT consultant has made an independent evaluation of the current state of LAIS 2 and requirements for completion have been produced, this must remain an estimate.

4.5 Establish Model Office

Central to the approach proposed for this programme is the establishment of model office. The model office should be a working district office, where procedures are tested and developed prior to being replicated in all other offices throughout the country. The model office therefore has five main functions:

- Test procedures;
- Modify them to ensure that the best possible procedures are in place;
- To develop Standard Operation Procedures, based on the best practice;
- Act as a hand-on training centre for all other offices; and
- To keep a watch on procedures and amend as necessary.

The model office combines practical experience (it is a working office and all procedures are tested in a normal working environment with members of the public), with research (alternative approaches may be tested) and training (staff from other offices should spend time in the model office learning standard procedures, before working at other districts and zones).

Although the model office will be staffed by a district staff, there will also be researchers, developers and trainers working alongside them. Ideally the model office should be linked to a university providing at least first degree training, but ideally masters and doctoral level research and training.

4.5.1 Determine location of model office

There has already been debate on the location of the model office. Some believe it should be located in a district with an established university (such as the Rwanda Institute of Higher Education (INES) in Musanze), so that the students use it to learn how to manage an office. But others feel that it should be located close to the RNRA headquarters, in Kigali. An early task is therefore to reach agreement on where the model office should be located. Other tasks involved are:

- Agree on staff and management;
- Ensure all necessary equipment is in place;
- Train management and staff to required standard

A summary of the pros and cons of different possible locations for a the model office are given below.

Table 3  Comparison between Kigali, INES and mobile as alternatives for the Model Office

Objectives

The objectives of the model office should be to provide an environment in which best practices for land administration were developed, resulting in the production of Standard Operating Procedures and the
training of management and staff in these SOPs.

<table>
<thead>
<tr>
<th>Factor</th>
<th>Kigali</th>
<th>INES (Musanze District)</th>
<th>Mobile office</th>
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<tbody>
<tr>
<td>Relevance to districts</td>
<td>Kigali is a special case as it has higher property values and most likely to have a higher transaction rate than other districts. Kigali is also likely to have a greater variety of transaction types, thus allowing systems to be tested and developed before role out to other districts</td>
<td>Musanze is more representative of conditions in most of the districts in Rwanda. As such the Standard Operating procedures produced should be more relevant to the majority of districts.</td>
<td>A mobile office could initially be located in Kigali, giving RNRA management the direct access they desire and also allowing systems to be tested on a wider variety of transactions. It can then be moved around the country to see how systems perform in other districts.</td>
</tr>
<tr>
<td>Supervision by RNRA</td>
<td>Being close to the RNRA HQ makes it far easier if the model office is in Kigali. Issues could be raised with RNRA management and resolved quickly. The proximity to RNRA HQ could mean that there is over emphasis on what the RNRA sees as problems, rather than what districts see as problems</td>
<td>Emphasis would be on what the district sees as issues. However, the issues at Musanze may not be of concern to other districts, and visa versa. Where HQ decisions are needed there would have to be regular visits, which would take time. Being under a private university could mean that university objectives take precedence over those of the RNRA.</td>
<td>Initially close to RNRA, but later located at the districts, so that both can have ownership.</td>
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<tr>
<td>Training Support</td>
<td>Training Support</td>
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<tr>
<td><strong>Being close to RNRA HQ</strong> means that senior officers could make regular visits to review and contribute to the work of the model office. But whether they have the time to do this over the long term is more doubtful.</td>
<td><strong>Being close to or part of a training institute means that trainers should always be on hand. If the model office is integrated into the degree and Masters programmes, there may be a need for continued support from INES. Currently there seem not to be enough capacity at the university to handle this role.</strong></td>
<td><strong>While in Kigali, there would be easy access to RNRA staff, and while the north access to INES staff. In other locations the trainers would have to be accommodated as required.</strong></td>
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<th>Other objectives</th>
<th>Other objectives</th>
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<tr>
<td><strong>Improving Rwanda's ranking in the World Bank Doing Business is a concern to Rwanda. Testing is normally done in the capital, and this could take precedence over the objectives of making the district systems run smoothly.</strong></td>
<td><strong>As an academic institution the desire to conduct new research and publish learned articles could take precedence over the more mundane aims of establishing best office practices and training staff on SOPs</strong></td>
<td><strong>Would support both objectives and provide a model for other countries, especially larger countries where travel to a training facility is more difficult and expensive than in Rwanda.</strong></td>
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<tr>
<td>Relations with the public</td>
<td>In Kigali the model office would probably have to take over one sector office. At busy times the need to serve the public quickly and efficiently could take priority over training and developing best case solutions.</td>
<td>INES could share the work with Musanze District. There could either be one office at Musanze, or two, one at the district and one in INES. The latter model would make it easier to balance the workload between model office and district office, thus allowing students to work on a relatively few cases and develop appropriate solutions, rather than having to meet performance standards for the public. <strong>BUT</strong>, the creation of an artificial environment would mean that students and staff did not have to face up to the realities of working in a busy office. Being mobile, this approach would mean that the public in all districts could see the model office in action. In future, when a district is very busy, the model office could also be brought in to provide additional capacity.</td>
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<tr>
<td>Equipment</td>
<td>The model office could be supported by and used to test alternative equipment. Being at the HQ the equipment is likely to be more sophisticated than what is normally available in the districts.</td>
<td>INES already has equipment (particularly survey instruments) far in excess of what any government office is likely to have. <strong>Unless</strong> there are strict rules, the model office is likely to be supplied with equipment that does not reflect what normal offices will have. A mobile office would be limited in space, but should be fully equipped with what a normal district office should have.</td>
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<tr>
<td>Accommodation</td>
<td>People coming from outside to study at the model office would have to be accommodated. However, there is a wide range of accommodation available in Kigali.</td>
<td>There is no on campus accommodation, but plenty in Musanze The mobile office would provide no accommodation, this would have to be found locally.</td>
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</tbody>
</table>
Access | Being in Kigali, would mean that the model office was reasonably central and as district management and staff tend to make regular visit to Kigali. Viewing of the model office and training on SOPs can be linked to other visits. | Being in the north makes INES rather less accessible to some districts. Visits would mainly be purpose made. | A mobile office can, within reason, go anywhere and gives all users access. |

**Conclusion**

Based on the above comparison, the mobile office would be the preferred option. This option allows the RNRA management to have a significant input in development of SOPs, while allowing them to be tested and, if necessary, modified by the experiences in the districts.

It is important that the model office is able to develop procedures for each type of activity without being pressured to meet performance targets. Initially at least, the model office should have only a very limited workload of cases, which can be analysed carefully and the most appropriate, not the most expedient, solutions developed. It is therefore suggested that initially the model office is set up to take only selected cases from one or more districts within Kigali. The model office should be set up to replicate a normal office, but would have only a very limited workload. The staff and trainees would therefore have the time to study each case, develop procedures and test them. Only when the model office staff are happy with the procedures for specific types of transaction should the workload be increased to levels that can test the procedures against normal workloads.

**4.5.2 Type of mobile office**

Banks and telephone companies already use mobile offices, which are built onto the backs of a lorry. These provide both the office and the means of moving it around. They are particularly suitable when the office needs to be moved at frequent intervals. An alternative approach is to modify a standard 20 ft shipping container. These are easily available and modification could be relatively inexpensive. The container would have to be moved by specialist vehicle, but once in place the vehicle could leave, so there would be no need to have an expensive vehicle parked perhaps for weeks.

The model office is likely to remain in one location for several weeks, maybe even months. A detailed costing is needed, but the modified shipping container appears to be the most appropriate solution.

**4.5.3 Links to training institutions**

Ideally the model office concept should be supported by and incorporated in the curriculum of one of the training institutes, such as INES or the National University of Rwanda (NUR), but at present neither institution teaches or researches in actual land administration practice (office procedures). The same appears to be true of the regional universities, such as the Institute of Land Administration in Ethiopia. In the immediate future there appears to be little benefit to the RNRA in involving these institutions in the development of the model office, as the RNRA, supported by this programme, will actually be a leader in
practical land administration procedures. In the long-term however, having training institutes have practical land administration as part of the curriculum will make it easier to recruit suitable people and reduce the training needed at the RNRA. Research into office procedures would also help to improve processes. Therefore there should be discussions with the INES and NUR about assisting with the model office and developing courses in practical land administration in the future, but the RNRA should remain solely responsible for the model office development and training.

4.5.4 Test and Agree Standard Operating Procedures

The model office should be staffed and equipped like a standard office, at least as far as the customers (the public) are concerned. Behind the scenes it may be that new procedures are being developed, but it should always be kept in mind that any equipment or procedures recommended should be ones that can be replicated throughout the country.

<table>
<thead>
<tr>
<th>Table 4 Definition of Standard Operating Procedures</th>
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The United States Environmental Protection Agency document, Guidance for Preparation of Standard Operating Procedures (SOPs) states:

**SOPs** detail the regularly recurring work processes that are to be conducted or followed within an organization. They document the way activities are to be performed to facilitate consistent conformance to technical and quality system requirements and to support data quality. They may describe, for example, fundamental programmatic actions and technical actions such as analytical processes, and processes for maintaining, calibrating, and using equipment. SOPs are intended to be specific to the organization or facility whose activities are described and assist that organization to maintain their quality control and quality assurance processes and ensure compliance with governmental regulations.

The main purpose of the model office is to agree on SOPs (Standard Operating Procedures); the SOPs being the standard way that each task should be performed. SOPs should be written in two ways. First each procedure should be tracked from start to finish, showing who is responsible for each stage, what action and tests are needed and what the expected outcome(s) is/are. But for each post there should be details of what their role is in each procedure. In this way the management and the public (using a simplified version) will know what is needed to complete each task. For some tasks this may be complex, involving many steps and many players. While each player should know what his/her role is in each task. In many cases the tasks that each individual has to complete are small, but vital. What is important is that each party to a transaction know his/her role and performs it to the required standard. Management also need to monitor staff, to ensure that SOPs and performance targets are being met. Although there are already some of the SOPs in the RNRA they need to be updated especially with respect to LAIS.

4.5.5 Write up Standard Operating Procedures SOPs

All the SOPs need to be recorded as part of a handbook. In practice the handbook will be held digitally and it should be structured in such a way that the different parties to transactions can print out only those parts that are relevant to them. The SOPs should either be emailed to the districts and zones, or, preferably, held on a dedicated web site and when changes are made users are notified and requested to update their copies. The SOPs are living documents. When better procedures are developed the SOPs should be revised and these revisions notified as mentioned above.
4.5.6 Develop Help Desk

Although the SOPs should cover standard cases, there will inevitably be exceptions. Rather than guess what to do with the exceptions, it is recommended that there should be a Help Desk, which can receive the requests, make a judgement on how to respond, and to then add this case and the response to the SOPs. A Change Management Committee, who will also be responsible for dissemination of new/revised procedures, should manage changes.

4.5.7 Train on procedures

Once SOPs are established the model office should act as a training unit for other districts and zones. Staff from the districts and zones should work in the model office and learn at first-hand how to implement the SOPs. After training, the staff should also be evaluated to ensure that they are following procedures. Part of this evaluation should also be to determine whether there are improvements that can be made to the SOPs. These suggestions for improvement should be evaluated in the model office and, if appropriate result in changes to the SOPs.

4.5.8 Action

1. The Capacity Development Coordinator should make a detailed costing of the alternative means of providing a model office: modified shipping container, or modified lorry, taking into account the additional cost of hiring a vehicle to move the modified shipping container;
2. Having decided on which option to follow, the CDC should contract with a supplier for the production of the model office. The unit should be equipped with lighting, air conditioning, or fans, and internal wiring. It could either be powered by its own generator, or by a simple extension lead to a normal socket;
3. The CDC should agree with the staff and management of the RNRA and with the appropriate consultants on how the model office will be managed. The key consultants will be the Land Management Advisers, but others will be called in as necessary;
4. The staff and consultants should start by simply observing staff dealing with customers. Ideally there should be a variety of customers, but initially only one transaction type, the basic transfer of an existing land right from one person to another;
5. Together with the both the staff and customers, the consultants should analyse each transaction to determine whether it could have been improved;
6. Having analysed a number of transactions, a first draft Standard Operating Procedure (SOP) should be produced. This will be a combined effort, but with the Land Administration and Registration Advisers having ownership. The SOPs should explain in simple terms, step by step how to deal with transactions. They should also state how the office should be laid out, in particular to ensure that the public do not have access to the documents (it is not unknown for people in dispute to steal land registry files, making it difficult or impossible for the other side to prove their rights).
7. The trainers, supported by other consultants should train the staff on the SOPs;
8. The SOPs should be seen as a working document, and staff should be encouraged to make suggestions on how the SOPs could be improved;
9. Having dealt with one transaction type, the same process should be followed with the other transaction types. However, apart from a different form and possibly different supporting documentation, many of the transactions will be very similar in terms of process. Thus once the
SOP for the main transaction (transfer of right) is established, it should be relatively simple to develop SOPs for many of the other transactions;

10. All SOPs should be written up by the appropriate consultants;

11. Staff and management trained on how to use them by the appropriate consultants and the trainers. The aim should be for the trainers to become responsible for training of SOPs throughout the country;

12. The Monitoring and Results Advisers should monitor whether the staff follow the SOPs. If they do not, the reasons should be determined. If there are valid reasons for not following the SOPs, then the SOPs should be changed. If there are no valid reasons, the staff should be retrained and monitored to ensure they follow the procedures;

13. The Capacity Development Coordinator should agree with the trainers and the districts on when and where the Model office should be located.

4.5.9 Timing

The mobile model office should be purchased and equipped as soon as possible. The model office should be completed and operational in Quarter 2, April to June 2014.

Ideally the SOPs should be developed after LAIS has been completed, which means that a full digital system is capable of being rolled out to the districts. However, there is a possibility that LAIS may take longer to be completed than expected. If this is the case, the SOPs should be developed first using the paper based systems. They can then be modified once LAIS is ready. Although this is not ideal, most of the procedures will be the same. To wait until LAIS is completed before developing the SOPs may prevent SOPs being developed in the life of this programme.

The Standard Operating procedures should be completed in Quarter 3, July to September 2014.

4.5.10 Inputs and Budget

The mobile model office requires:

- A mobile office (shell / building);
- Desks;
- Chairs;
- Filing cabinets;
- Computer, with connection to LAIS;
- Printers;
- 2 Dedicated trainers;
- Inputs from management at HQ and district level;
- Inputs from international land management consultant.

The budget for the model office is £220,000

4.6 Model Filing System

In most offices the standard of filing is poor, and sometimes very poor or non-existent. There are many examples of files and leases still in boxes. Offices also tend to keep documents that are no longer needed now that the LTR has been completed. These should be archived and stored centrally.
The lack of a standardised model filing system, combined with a lack of filing cabinet, shelves and folders, as well as a lack of time, understanding and interest about filing, means that without direct action the problem is only going to get worse. But even where filing systems have been established, they are not standardised.

As part of the model office, a model filing system should also be established. This will establish how files are organised; by type, sector, cell, UPI or name, and how they will be stored, whether in filing cabinets or on shelves. The model filing system will also identify which files no longer need to be kept at districts, but can now be archived and sent to a national archiving centre if there is one.

4.6.1 Archive existing files at Districts and train staff

It is most unlikely that district officers will ever get around to setting up filing system and archiving old records on their own (it is not a job that many really understand, and it is one that can easily be put off to another day). For this reason it is proposed that a dedicated team of office managers and archivists should be established. This team will visit each district. They will work with the district staff to put all the files into the model filing system, put leases for distribution into cell order, and prepare all archive material for
storage in a national archive. Where necessary the team will provide any equipment (filing cabinets, shelves) necessary along with other consumables, such as file hangers, labels etc.

The objective of these interventions is to put all the files in order, to ensure that staff know how to file all incoming documents, to prepare leases for distribution to cells, and to box up and label all archive material.

This approach will be reassessed after the model office has been established and two districts have been subject to treatment.

4.6.2 Action

1. The Archivist should develop a standard filing system and document it as a SOP;
2. An Archivist with support staff should visit every district and together with the district staff sort their documents into:
   a. Files needed to maintain the registers
   b. Files that can be archived and sent to a national archive centre;
   c. Existing leases (titles) which have not been distributed. Put these into UPI order, batched into cells, ready for distribution to cells.
3. The Capacity Development Coordinator will ensure that the Archivist and his/her team have sufficient files, shelves, cabinets etc;
4. The Archivist will ensure that the district has adequate storage, in the form of filing cabinets and shelving to last for the next five years. The archive team will carry with it filing cabinets, shelves, file hangers, file cover, labels etc. so that they can be provided immediately, without having to wait for procurement;
5. The Archivist will train the district staff on maintenance of documents according to the new SOP;
6. The Archivist or the Monitoring and Results Advisers will make monitoring visits to ensure that documents are being adequately filed. If not, the Archivist will provide additional training

Timescale – This is will be a full time role once the Archivist has been appointed, at least until June 2015. Further assistance may be needed depending on how the districts respond.

Two offices will have the model archiving system in place by Quarter 4, October to December 2014.

4.7 IT equipment (Geodata management systems and servers)
The IT equipment used during LTR, such as servers and others, are increasingly becoming outdated and might not be able to meet the increasing demands made of them. It is planned to complete basic GIS tasks (subdivisions, amalgamations and rectifications) at the districts. So each district will have to have its own licensed software and appropriate hardware (the current equipment should be evaluated to assess whether it is suitable for the demands of LAIS 2). ArcGIS 9.3 licenses had been purchased as part of the LTR. It is now planned that these licenses will be distributed to the districts. It is also planned that in the foreseeable future land registration will start at sector level. So a system of at least viewing both graphical and textual data at sector level will be needed.
4.8 Land Use Planning and Mapping

As part of their training in GIS and land use planning, district level staff members have already prepared district land use plans (equivalent to UK structure plans). These give a broad overview of what land use there should be but they are not at a scale that would allow them to be used to determine the appropriateness of individual applications. The district land use plans need to be converted into local area plans, especially for the urban areas. The local area plans would then guide development, with proposed uses that agree with the local area plan being permitted, while ones that conflict would require further scrutiny and possible rejection.

Not only is there a need to develop the local area plans and for the planner and the District Councils to understand these plans and endorse them, but there is also a need to enforce the plans. A system of development control is required, with all new development being monitored and judged against the local area plan. As well as training, the land use planners need equipment to monitor development against the plans. The tablet PCs could be developed as a low cost, but effective method of monitoring development.

4.8.1 Action

1. The Land Use Planning Consultant shall evaluate the status of the land use plans in each district. In particular s/he determines which district land use plans have been validated and which need to be;
2. The Land Use Planning Consultants should liaise with the District committees and validate the land use plans;
3. Where necessary the Land Use Planning consultants should work with the districts to elaborate the district land use plans into local area plans, for the urban areas.

4.8.2 Timing

This is largely a stand alone activity which can start as soon as the Land Use Planning Consultant is in post. It has been scheduled to start in Quarter 2, April to June 2014 and end in Quarter 5, March to June 2015, but timing is not really critical.

4.8.3 Budget

Estimated cost £ 31,750

4.9 Acquire survey and mapping equipment at district and sector level and train in the use of the equipment

Survey instruments are needed to maintain the index map, which is the map of cadastral parcels, first developed during LTR. Over time the index map will change, due to amalgamations, subdivisions and rectifications.
Table 5 Mutations

<table>
<thead>
<tr>
<th>Amalgamation</th>
<th>Subdivision</th>
<th>Rectification</th>
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<tbody>
<tr>
<td>are the joining together of two or more adjacent parcels, under the same ownership, having the same rights (i.e. both must be freehold).</td>
<td>is the dividing of a parcel into two or more parts, with the aim of transferring of some or all of the parts, or at least changing the rights held over them. However, subdivisions are restricted where the parcel is smaller than two hectares for agriculture land.</td>
<td>is the correction of a parcel boundary or boundaries, following a more detailed survey.</td>
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It should be remembered that Rwanda has a general boundaries system. Boundaries are defined by physical features, rather than survey coordinates. Any parcel subject to amalgamation, subdivision or rectification should have its boundaries clearly physically demarcated, ideally by a feature that would make the boundaries identifiable on orthophotos.

The use of precision GPS instruments, linked to a CORS (Continuously Operating Reference Stations, which send out corrections to GPS's to improve the accuracy of locations) has been proposed. While this may be necessary in cases where boundaries are not visible on orthophotos, a less expensive and more practical alternative is to mark the boundary changes using a Tablet PC. Applications have already been developed for other countries (Lesotho) in which the GPS on the Tablet guides the surveyor to the location. The orthophoto and index map are visible. The surveyor can then amend the index map to match the mutation to the parcel(s) being recommended. Tablets are now inexpensive and the application is easy to use. This is in contrast to precision GPS, which cost many hundreds, even thousands of pounds and require skill to use and interpret. A balanced approach would be to use tablets for most applications and precision GPS only in urban areas as and when necessary. The Sectors should only use tablets. If precision GPS is needed, the districts can provide the staff and equipment. Training will be provided for both tablets and precision GPS.

As well as being used as a general boundaries survey tool, a Tablet PC has the functionality of a PC, albeit a small one with limit storage capacity. A Tablet PC with a SIM card and a connection to an Internet provider can:

- Send and receive emails;
- Hold documents in both text and pdf formats;
- Connect to the Internet using search engines;
- Complete on line forms; and
- Compose reports (although an external keyboard would make this easier).

Developing the Tablet system to work in Rwanda would be a relatively low cost approach (Tablets now cost less than £200 each). More importantly, it is a system that allows people who are not professional surveyors, but have had adequate training, to produce accurate maps in the field. In addition, Tablet PCs can allow SLMs to have access to the latest forms, and SOPs instructing them on how to fill the form in. The Tablets would allow staff to communicate by email with the districts and sectors, and produce reports.

The developers of the Lesotho system are available to modify the system for Rwanda. This would require changing the software to match the needs of Rwanda and developing procedures to install the
orthophotos, parcel boundaries and parcel data. As tablet PCs can also be used to hold standard texts, and to communicate via email (using 3G technology), the tablets should also be modified to meet these requirements.

It is estimated that the necessary modifications and installations would take two to three months. Work on this should start as soon as possible, although it can only be finished after LAIS is completed and is rolled out to at least one district. The developers will train a Tablet Team, part of the ICT department, who will be responsible for the Tablets in each sector, including installation of data and training of the Sector Land Managers.

4.9.1 Action

1. The Capacity Development Coordinator should contract Axel Brönder and Erik Persson (Tablet Developers) to conduct a one month consultancy in Rwanda to modify the application for use in Rwanda and install it and background data on 40 Tablets. 30 of the Tablets should be for the districts, with the remainder ten for RNRA HQ and more general evaluation. As a Tablet cannot hold all the orthophotos for a district, there will have to be some judgement on which area will be covered. Most likely this will be around the district HQ. As the Tablet can also be used for evaluation of the land use plans, the Tablets should include the land use plans and the orthophotos covering the urban centres covered by the land use plans. For the remaining 10 Tablets, the RNRA should select what data should be included, but they should also know how to install other areas, if required;

2. Based on the advice from the Tablet Developers the CDC should purchase 40 Tablets;

3. The Tablet Developers should modify the system for use in Rwanda and instruct the ICT Adviser, local, on how to install the application and the orthophotos and cadastral plans, plus other data for each districts;

4. The Tablet Developers should provide a handbook on the use of the Tablets and a minimum of one day's training, which should be attended by at least one person from each district (most probably the District Land Officer, but if there is Surveyor, then either s/he may attend instead or as well) and at least two HQ staff, the latter would be provide a Tablet PC support desk;

5. In addition to the mapping application the tablets should be loaded with PDFs of all the standard forms and instructions on how to complete these forms, plus any other information that the RNRA feels necessary for them to perform duties at District level. The Tablets should also have a SIM card and adequate airtime to email HQ and perform necessary searches, as well as having a dedicated email address;

6. The districts should use their Tablets and report back each month to the HQ staff on progress, challenges and recommendations for change;

7. In August 2014, or as soon as standard operating procedures (SOPs) are agreed, the CDC should arrange the re-evaluation of the use of the Tablets. The Tablet Developers should be called in to modify the system in light of the SOPs, at this stage the Tablets should be seen as the main tool for the Sector Land Managers, as well as for districts and HQ. This development is estimated to take a further month. Once the systems have been developed the Tablet Developers will train trainers in the use of the tablets. This will including loading all Sector Tablets with the orthophotos and data needed for the SLMs to manage their sectors;
8. 216 Tablets will be purchased, one for each sector. The purchase should be of the versions with SIM cards, for mobile access, and include screen protectors, a case (possibly waterproof) and, if available, a precision stylus. For SLMs in areas with no or limited electricity, a low cost solar charger should be included;

9. The Training Officers will train the 216 SLMs in the use of the Tablets, this will start in November 2014 and continue to the end of April 2015, as recommended elsewhere, the District Land Managers should be involved in the training of the SLMs in their district.

4.9.2 Timing

Contracting the Tablet Developers and developing a basic application should be done in Quarter 2, April to June 2014. The Tablet application will be developed in light of the requirements for LAIS in Quarter 4, October to December 2014. The Sector Land Managers will be trained on the use of the Tablets and LAIS in Quarter 5, January to March 2015.

4.9.3 Budget

The equipment costs are £802,800. This includes providing every Sector with suitable equipment. It should be noted that if the Tablet PC option is found to be viable the costs per office may be reduced.

4.10 Other Key Equipment

4.10.1 Background

In addition to survey equipment offices need other equipment, such as computers, printers etc. In general district offices are well supplied with IT equipment, as it has been supplied by different projects in the past (often apparently without consultation with other projects, or determining what is already available). Even so, equipment may be out of date, or not properly configured, or simply not available. A review of all offices should be made and any important deficiencies rectified.

4.10.2 Action

1. The Capacity Development Coordinator shall arrange for the inventory of all office equipment, including a review of condition and the status of software;
2. For each office an action plan should be agreed with the office manager, to provide new equipment, repair existing, or update and install appropriate software;
3. New equipment should be acquired and existing equipment repaired or reconfigured. Old equipment which is no longer of use to the office should be disposed of (far too often offices are cluttered with old equipment that no one appears to have the authority to dispose of).

4.10.3 Timing

The formal review of equipment needs will take place in October and November 2014, although by that time other work in the offices will have built up a good picture of what is needed.

The procurement will be an ongoing task, to reflect the fact that this is not a one off activity, but rather one that will need to be repeated many times.
4.10.4 Budget

No additional budget has been allocated for this additional equipment, because indications are that offices have sufficient for now and during this programme timeframe. However, the overall budget of £802,800 should be sufficient for both the Tablets and any additional equipment, or repairs needed.

4.11 Acquisition of large scale maps for major cities through aerial photos

Updated orthophotos and satellite images are crucial for maintaining the cadastral information and developing land use plans. Since the acquisition of the current orthophotos and satellites images in 2008, a lot has changed. New developments on the land, especially in urban areas, are frequent and visible. While it may be expensive to commission orthophotography for the entire country, it suggested that orthophotos are acquired for built up areas to ensure that all changes and new features on the land are captured. As well as Kigali City, the focus will be the six priority districts that are under EDPRS2.

It is anticipated that acquisition of new orthophotos will take place after the end of this programme in June 2015, although preliminary discussions on area and resolution may happen within the programme.

4.12 Capacity development implementation

Capacity development is a major challenge for land administration and the maintenance of the system. At almost every level additional staff numbers are required, and additional training is required for existing staff. Staff should be recruited to fill vacant posts, and training is needed to ensure that they are capable of meeting the requirements of those posts. Training is needed at different levels, from MSc courses, through graduate level training, to practical on the job training (especially this last type). In common with other countries in the region, Rwanda does not always have the in country capacity for some of the higher level training. Masters level training still requires most people to go overseas, especially to Europe. European training may not be directly relevant to the needs at the RNRA and while staff are away being trained their posts often remain unfilled. Graduate and professional training may also not be available in a form that is tailored to the needs of the RNRA, in particular there are few if any institutions who train in the practical aspects of land administration. Further negotiations are needed with the national and regional training institutions to develop courses that better fulfil the requirements of the RNRA and this should be a task for the capacity Building Officer.

Different types of training

Training is required at several levels and each will be treated separately:

1. High level training on Masters and possibly PhD programmes;
2. District officers;
3. Sector Land Managers;
4. District and Zonal Office training; and
5. Training Needs Analysis.

The District and Zonal Office training, and the Archiving are already covered by the Model Office, above.
4.12.1 High level training on Masters and possibly PhD programmes

4.12.1.1 Background
Land Administration is an increasingly technical field that requires people with high-level training in land administration, law and surveying at Masters and PhD level. This level of training requires people to be away from their post for at least a year, which causes difficulties, as there at not at present sufficient people to provide adequate cover. For this reason, as well as the expense, the numbers being trained have to be limited to five District Land Officers, two Cartographers, and two Surveyor each year; a total of nine people per year. In addition, two RNRA valuers will also be trained each year, but this will “on the job” training, so they will remain in post while being trained.

Up to now this high level training has been in Europe. The costs of training, including travel and accommodation are very high and it limits the interaction between the student and Rwanda. Regional Masters programmes are now being developed, such as at the Institute of Land Administration in Bahir Dar, Ethiopia, Makerere University, Uganda and the Ardhi University in Tanzania. In future these options need to be explored. Not only are they less expensive, but the courses should be tailored to the needs of the region, and being close by interaction and hence research can be more directly related to local needs. Although these universities claim that they provide regional training, the courses are not directly relevant to Rwanda and curriculum changes would need to be introduced to make them relevant.

4.12.1.2 Action
1. The RNRA management, supported by the Training Offices should select candidates for high level training and appropriate Masters courses for the following academic year (September 2014 to September 2015). The Masters courses will almost certainly be in Europe, such as at ITC Netherlands. Selection should take place in Quarter 2, April to June 2014;
2. The selected candidates should apply for the appropriate courses;
3. The selected candidates will apply for study visas. The Capacity Development Coordinator and the Development Partners will support the applications where necessary;
4. After acceptance on the course, and having obtained study visas, payment of fees will be arranged by the CDC. Application and approval should be in Quarter 2, April to June 2014, possibility Quarter 3, July to September 2014;
5. Candidates should start the courses in September 2014. Quarter 3;
6. The Training Officers, supported by the Trainer of Trainers should contact the regional universities, such as ILA, Bahir Dar, Ethiopia; Ardhi University, Tanzania; and Makerere University, Uganda, to see whether the curriculum for the following year, 2015-2016 can be modified to provide instruction that is of direct relevance to Rwanda. If necessary they should work with the regional universities, and the programme consultants in developing material relevant to Rwanda. During Quarter 3, July to September 2014.

4.12.1.3 Timing
Most Masters degrees start in September, with admissions from people completing a first degree usually being determined in July. However, as most candidates from Rwanda already hold a first degree, they should start applying as soon as possible.
4.12.1.4 Budget

The cost of sending five people for Masters Level Training in Europe is £150,000, with training of a further four people at Masters level in Surveying and Cartography costing a further £120,000. Training and placements for valuers will cost an additional £45,000. Compared to using regional universities, sending people to Europe for Masters courses is expensive. It should be possible to get better value by seeking modification to existing courses offered in the region.

Originally, the MSc programme was under SIDA funding but during the ORGUT mission in November-December 2013, DFID and RNRA requested that the MSc programme was added to the programme design to be funded by DFID, as it was in the business case they had both developed.

4.12.2 District Land Officers

4.12.2.1 Background

The District and Zonal Offices are central to the approach of having a decentralised system for maintaining the land registers. Although there are 30 districts, the plan is to train first 20 District Land Officers and later the remaining ten. Many of the District Land Officers will have worked on the LTR, so they already have a background in land registration, but it is important that they are brought up to speed. It is also important that they remain in post, as they are both the notaries and the focal point for registering transactions and if a district is left without a District Land Officer, it can cause significant delays for the claimants, having to go to other districts to get documents notaries, or having to make repeat visits (the cost of transport was cited as one of the main costs and therefore impediments to registration of transactions). Although the aim is to have all districts connected to LAIS, this is not the case at present, as LAIS is not complete. There is also a problem that some of the existing officers do not fully understand the requirements of the physical (paper) system, in part due to recent changes in the Land Act. It is therefore important that all current and future officers understand the requirements of the paper based system, and later understand the requirements of LAIS, the digital system. The development and training on the SOPs should ensure that all know how the system operates.

There have been discussions with the National University of Rwanda about developing a training programme and the NUR is also developing distance learning programmes, but neither are ready and training needs to be started in the near future, so that the districts can process transactions that will affect the land register. The need for training is made more critical by the fact that Sector Land Managers are to be appointed and trained, with the specific objective of assisting people at sector level to start registration of land transactions and acting as notaries, verifying documents. By helping people at sector level with the applications, it is expected that there will be a significant increase in transactions, which will have to be completed at district level. It is therefore vital that the districts are able to cope with this increase in transactions.

Although it would be desirable to have INES and/or NUR assisting with the training of District and Sector Land Managers, at present neither institution has a suitable course or experience in land administration procedures. In contrast, this programme is developing SOPs and has a number of advisers, both local and international, who can assist with training. There are also two dedicated training officers. In the short term the training of the District Land Managers would be better managed by this programme. However, in the
longer-term it would be useful if at least basic training in land administration procedures could be managed by a training institution.

Training of the District Land Officers will be based on the SOPs, but the SOPs are meant to provide procedures for the office staff to use in typical situations. The administrative staff operating the SOPs do not need to have an in depth knowledge of the law and theory behind the systems. In contrast, at district level, the District Land Officers are the main authority of land law and procedures, so they should have a good understanding of the law and reasons for procedures being like they are. However, if the District Land Officers find cases that they cannot answer, they should be able to pass them to the Deputy Registrars, or in very complex cases, to the RNRA HQ.

4.12.2.2  Action

1. The Land Administration Advisers should review the training needs for land transactions and together with the Training Officers and other advisers, as appropriate, produce training materials for the main transaction types namely:
   - Sale of rights;
   - Inheritance of rights;
   - Mortgage;
   - Subdivision of parcel;
   - Amalgamation of parcel;
   - Registration of a restriction or caveat over a right;
   - Removal of a restriction or caveat.
2. The Local Land Administration Adviser will present the training material to the RNRA HQ and obtain approval or modification of the processes;
3. The Trainers, supported by other advisers as appropriate, should train District Land Officers in procedures based on paper forms and LAIS. Paper based training completed in Quarter 3, July to September 2014, the LAIS based training completed in Quarter 5, January to March 2015;
4. The District Land Officers will train the Sector Land Managers within their district, on how to complete the appropriate forms for the most common land transactions. This should be kept simple to start with, dealing only with transfers, including sales and inheritance; amalgamations and subdivisions. Mortgages, can be dealt with by the lenders. This will take place in Quarter 3, July to September 2014.

4.12.2.3  Timing

Paper based training will be designed in May 2014 and delivered in June 2014. Training will be designed on the LAIS system, but this depends on LAIS being complete, and the processes being tested in the model office. This is estimated to be by November/December 2014 with training in December 2014/January 2015.

4.12.2.4  Budget

The costs of training district land managers is £102,000.
4.12.3 Sector Land Manager

4.12.3.1 Background

It is recognised that, particularly in rural areas, the public do not know how to record land transactions, or if they do know they are discouraged from doing so by the need to travel to the District HQ to have documents notarised by the District Land Managers (in some cases it is claimed that having to travel to districts for notarisation cost more than the rest of the application process). The Sector Land Managers should be able to help people complete the necessary forms for the most common transaction types, as well as notarising the necessary documents. The completed forms can then be sent to the district for processing. Once the Tablet application is developed fully, the SLMs should also be able to provide general boundary surveys for subdivisions and amalgamations. They may also be able to assist with rectifications, which are corrections of cadastral maps, although this is more problematic and a professional surveyor may be needed.

Districts have been mandated to appoint Sector Land Managers, who after appointment will be trained and supported by the RNRA. In the past SLMs have been appointed, but in some cases not trained or resourced. This has led to a situation where they were in post but not able to provide the necessary support. It is understood that MINALOC may have some difficulties funding the SLMs but the Netherlands Embassy has indicated that it may be prepared to support the recruitment of the SLMs through the basket fund to get the process going.

4.12.3.2 Action

1. RNRA and DFID to discuss with MINALOC to agree what assistance can be provided and for how long it may be possible to support the employment of 416 SLMs;
2. The Training Officers, together with the Land Administration Advisers should produce a training plan for the SLMs;
3. Districts should appoint 416 SLMs, one per sector. Appointments should be completed in Quarter 2, April to June 2014;
4. The Training officers and the Trainer of Trainers should train the District Land Managers on delivery of training to the SLMs in their district. This approach is recommended for two reasons;
   a. First, delivery of training material is one of the best ways of reinforcing the training that the District Land Managers have already received;
   b. Second, delivery of training from the District Land Managers to the SLMs will build the relationship between them.

   Training should take place in Quarter 3, July to September 2014.
5. The SLMs should be trained on how to act as notaries, thus allowing them to notarise forms and evidence, thus removing the need for applicants to go to the District HQs. This training should be completed in Quarter 4, October to December 2014;
6. The Monitoring and Results adviser, as well as the appropriate DLMs should monitor applications from each sector. Although it is accepted that it will take some time before all transactions are formally recorded, there should be a significant increase in formal transactions once the SLMs are appointed and trained. If a sector underperforms the DLM should be asked to investigate. This is an ongoing activity.
4.12.3.3 Timing
Recruitment of SLMs is ongoing and this needs to be maintained. The SLMs should be appointed to their sectors as soon as possible. Full training depends on the SOPs being produced, which will not be until Quarter 4.

4.12.3.4 Budget
The budget for the SLM training is £320,000, however, this assumes all posts are filled.

4.12.4 District Staff and Standard Operating Procedures

4.12.4.1 Background
All staff at district level, not just the District Land Officer, need to be trained on the SOPs (Standard Operating Procedures). The SOPs set out the way normal office practices should be processed. Training will require moving from district to district, using first the model office as a training ground, but then evaluating the procedures in the main offices.

4.12.4.2 Action
1. The trainers, supported by the Capacity Development Coordinator will move the model office to a district for training. It may be decided that to speed up the training process several districts can be trained together;
2. The trainers will train staff on the SOPs. It is recommended that the approach should be to start with the most common and most simple application, transfer of rights. Staff should be trained in this, first in the model office, under controlled conditions. Thereafter they can implement it in the main office. Having mastered the most common type of transaction, they can then be trained on all the others. Training on SOPs will commence in Quarter 5, January to March 2015, but will be ongoing at least until the end of the programme.

4.12.4.3 Timing
The SOPs should not be regarded as static, so once produced they will be modified and both modification and training will be ongoing.

4.12.4.4 Budget
No separate budget has been allocated, as most of the costs will be in the time of advisers, already accounted for. The cost of the model office are also already accounted for.

4.12.5 Training Needs Analysis

4.12.5.1 Background
The developments included in this programme, including the change of the RNRA into a more commercial organisation, will require significant changes within the RNRA and the Districts. New skills will be required and additional qualifications obtained. A full training needs analysis (TNA) should be conducted. The TNA should look at all the posts that will be required in the foreseeable future in both the RNRA and the Districts, including the Sectors. For each post the experience, and the qualifications needed to fulfil the requirements of the post, should be identified. At the same time, the skills and experience of every post
holder should be recorded. The TNA should not only look at the current post holders, but should also make a judgement of what posts the current staff could reasonably be expected to fill in the foreseeable future (an estimate of say where people may be in five to ten years time). The TNA will then determine what training staff will need to fulfil both current and future roles. The TNA will also look at what qualification and experience new people, who may fill posts in future, will need. The result will be a comprehensive training plan for current and future staff.

4.12.5.2 Actions

1. Based on the SOPs and the vision for the RNRA, Districts and Sectors, the Trainers, supported by the Trainer of Trainer, Land Administration and Registration Officers and other consultants as necessary, will identify the qualifications and experience required for the current and future posts;
2. All staff will be required to provide a short summary of their qualifications and experience;
3. The Trainers, Trainer of Trainer and other advisers will make an assessment of training needs of all staff, and for all posts. This should start with the training needs for people in their current posts. Then, for those who are identified as having potential for promotion, it should identify what posts they may be expected to fill in the medium term and what training they will need to function efficiently in these posts;
4. The Trainers and the Capacity Development Coordinator will produce a comprehensive document showing the training needs for both current and future staff, by Quarter 5, January to March 2014.

4.12.5.3 Budget

This will be undertaken by the advisers who have already been accounted for. Of course the TNA will result in future demands for resources, but these will almost certainly have to be provided outside this programme.

4.12.5.4 Conduct Training Needs Analysis

Whatever the proposed structure of HQ, zone, district and sector offices is, it is clear that there will need to be a significant recruitment campaign, in addition to that of appointing the LAIS and GIS processors. It is also clear that people already in post will have to acquire new or improved skills. The skills gap will be considerable and trainers will need to work efficiently to fill it. For this reason, there needs to be a comprehensive training needs analysis.

The TNA should start with the posts to be filled and the skills and qualifications of the people who should fill those posts. It should then look at the people in those posts, and if the posts are not filled the skills and qualifications of people who will be accepted to fill the posts (it is possible that people with the right qualifications may be found, but not people with the right skills). The difference between the skills and qualifications each post should have, and the actual skills and qualifications of actual post holders gives the training needs for each post holder, or potential post holder.

Ideally, the TNA should also be run looking into the future, making an estimate of the post a current post holder may hold in the future. The TNA for individuals should then be translated into training programmes which will look at groups of trainees.
4.13 Short Term/Call down Technical Assistance and Exchange programmes

4.13.1 Stand-alone consultancies

These are largely consultancies that are not specifically linked to other activities. Within reason they can take place as required. Prior to calling down technical assistance or exchange for the following, there should be a review of the needs at the time.

4.13.1.1 Developing a mapping strategy and roadmap

RNRA is responsible for mapping in the whole country but there is no guidance on what is needed, in terms of map type, scales, level of detail etc. Assistance is needed to provide this guidance.

In addition to the mapping strategy, the same consultant will also provide advice on general boundaries maintenance. Specifically, what types of boundaries can be accepted as constituting general boundaries. In principle general boundaries should be visible and reasonably permanent, but these principles need to be developed into guidelines for district and sector land officers.

4.13.1.2 Relate Rwanda land administration to international standards (LADM)

The Land Administration Domain Model is a way of describing land and land rights and it is now ISO 19152. As an international standard, Rwanda should relate its land administration system to the LADM. This will assist Rwanda when dealing with other land authorities, but in particular it will allow Rwanda to look at systems built on the LADM, such as SOLA, an open source software for maintenance of land administration data. LADM may also assist with the development of a NSDI, see below.

4.13.1.3 Cooperation with RCMRD

The Regional Centre for Mapping and Resources for Development (RCMRD) is an institution that implements projects of its member States including Rwanda. RCMRD builds capacity in mapping and surveying, geographical information system, to name a few, and it has been active in helping member states to establish National Spatial Data Infrastructures (NSDI) through the African Geodetic Reference Frame (AFREF and SERVIR-AFRICA). It is therefore suggested that RNRA partners with RCMRD to look at the feasibility of establishing a NSDI. The aim of the NSDI in Rwanda is to ensure that there is a clear framework of geospatial data management and distribution in Rwanda. The NSDI will establish a useful platform for various users, such as policy makers, researchers, analysts, business community, etc to gain access to reliable and timely geo-information in Rwanda. Two years ago, RCMRD assisted RNRA to develop a feasibility study for the establishment of a Continuous Reference Stations (CORS). CORS is now established and the RNRA should evaluate both the accuracy derived from using CORS and also the distance from the CORS stations that it can be used; the further away the less accurate will be the corrections and also the more difficult to receive the radio corrections.

4.13.2 Exchange programmes

Rwanda’s land administration system has much in common with other systems around the world. It is important that Rwanda does not waste time, money and effort on “re-inventing the wheel” and developing systems already well described elsewhere, or worse still, developing systems that others have already found to be unsuitable.
The exchange programme with HMLR will allow RNRA staff to spend a significant time, several months, on a placement in the HMLR in Great Britain. During this time they will work as part of the HMLR team and learn the office management practices and work ethic of that organisation, including for example its risk management measures. Work ethic, in particular, is something that cannot really be taught, but has to be absorbed. The placement will also give exposure to the different ways that HMLR has been able to exploit the data it holds and to develop different products and services, both alone and in conjunction with others.

Similarly HMLR staff should spend time in Rwanda to see what data is available but also to explore business opportunities, which may be easier for an outsider to see.

The Dutch Kadaster also has a partnership role with RNRA, and they have a philosophy of working with "sister organisations", there has been an association with RNRA for many years, especially in relation to the development of LAIS.

### 4.13.3 Action

1. The Capacity Development Coordinator (CDC) and HMLR should negotiate an agreement for exchange;
2. The CDC should agree with RNRA management which staff should be sent on placements to HMLR;
3. The CDC should agree with HMLR when the selected candidate should take up a placement;
4. The CDC should arrange all travel and logistics for the placement;
5. On return to Rwanda the candidate should make a presentation to RNRA management and staff on how procedures at HMLR can be modified for use in Rwanda. In particular this should present possible changes to working practice and how income is derived from the sale of information.

### 4.13.4 Timing

Placements with HMLR should be planned in Q3, July to September 2014 and should be completed in Quarter 5, January to March 2015.

### 4.13.5 Budget

The exchange programmes are estimated to cost £100,000.

### 4.14 Turning Land Administration into a viable customer/market oriented service

In the long term, land administration should be self-financing from the revenues collected for the services provided. However, fees for services are regarded as one of the disincentives to registration of transactions. So in the short term it is unrealistic to expect income to cover expenditure. Viability in the short term means that income from all sources, including GoR and development partners, should cover the expenses of running the system. It is assumed that there will be certain basic activities, which need to be provided no matter what, for example registration of changes of ownership due to inheritance. But there will be other services which customers will be prepared to pay for. Typically these include payment for information which customers want and which they would have to pay for from other sources.

The change from a normal government department, where costs are covered by the Ministry of Finance and all income goes back to the Ministry of Finance, to a self-financing body, where costs have to be covered from charges and other sources, is a path that many organisations in Europe and other parts of
World have followed. The changes were not easy and required a radical change in attitude. The advantage for the RNRA is that this is a path that others have already walked and, although every country and every organisation is different, there is much that the RNRA can learn from organisations like HMLR and Ordnance Survey, both in how to change attitudes and also on how to develop income streams from the information they hold and manage.

Part of the linkage between HMLR and RNRA should be the joint development of an overall organisational plan for land registration. This will include products and services that the RNRA can provide, and organisational, financial, Human Resources and Marketing plans, which will lead to an annual work plan. Eventually the L&M in the RNRA can be expected to become a truly sustainable organisation delivering high quality land registration and other services.

A first step on the route to making the RNRA sustainable should be a survey to determine what services customers would like to see provided from the information held by the RNRA, or information that RNRA could hold, with relatively little additional effort. Given that the provision of such information is new in Rwanda, it is unlikely that many people will really understand what options there are. The experience of other countries and organisations, such as HMLR in Great Britain, would be useful. The products and services HMLR provide could be reviewed against potential demand in Rwanda to see what products and services could be developed.

Based on the results of the customer survey and experiences from HMLR and other organisations a business model should be produced to show the costs of providing services against the income that could be expected from the services. This would need to look at both the short and long term. It is possible that some of the proposed services may require legislative change, for example viewing cadastral information has to be done in the presence of a Deputy Registrar, while it may be desirable that requests for basic data could be made via smart phone or the Internet.

Once a viable business plan has been developed, staff and management needs to be employed to implement it. There will also be a need to invest in the development of new products and equipment to deliver these products. In addition, the public and other customers (such as the banks) need to be informed of the availability of these products.

4.14.1.1 Performance standards

At present there is no relationship between staff incomes and the amount or the quality of their work. Reviews of the districts found that in some cases a high percentage of applications sent from districts to deputy registrars have problems and need to be returned for corrections or additional information; this despite the forms having check lists which should prevent these problems. In some sectors there have been no registered transactions at all, despite the fact that at a minimum there should be transactions associated with death and inheritance. One advantage of LAIS is that metrics on the number of problems and the time taken to complete applications should be easy to obtain. Similarly it should be simple to determine the transaction rates for districts and sectors. These metrics can then be used to develop an incentive scheme to reward those officers who work quickly and efficiently. These schemes can be associated to the staff’s annual performance contract. Similarly LAIS would identify those districts and sectors with unrealistically low transaction rates. This would allow the RNRA to target these areas and encourage people to register transactions. New logframe output indicators using this data are proposed for inclusion: refer to Error! Reference source not found. below.
4.14.2 Action

1. The Land Administration Project Manager shall liaise with partner organisations such as HMLR and Dutch Kadaster to see how they had managed the transition from civil service department to agency / state owned company;
2. In particular the RNRA should explore how these organisations had been able to obtain income from the sale of information;
3. The RNRA should work together with the partner organisation to develop a revised business model for the RNRA;
4. The Legal Draftsman should produce draft revisions to the laws that would allow the implementation of the proposed changes;
5. If changes in law and regulations are required, the DG of the RNRA should produce a Cabinet Paper requesting the changes. If the changes to the RNRA are approved before the end of this programme, the Land Administration Project Manager should decide whether a Change Management Consultant should be recruited to help effect the changes.

4.14.3 Timing

Turning the RNRA into a market orientated service requires that the main functions are working efficiently. For this reason, changes in this direction should take place after LAIS is fully operational and the SOPs are written and adopted. The work will not start until Quarter 5, January to March 2015 and will extend beyond the end of this programme in June 2015. It should be noted that in the UK, turning government departments into market orientated service providers took many years and in some cases still remains controversial, such as Ordnance Survey selling mapping data to government departments. In Rwanda it is also likely to take a significant time.

4.14.4 Budget

The cost for conversion to a market orientated service is £ 670,000

4.15 Monitoring, evaluation and research

4.15.1 Background

This programme has very tight timelines, with what was previously a 24 month programme now reduced to 18 months or less. It is vital that the programme is adequately monitored and evaluated. This means that suitable systems need to be in place and that where necessary research is conducted to evaluate performance and recommendations incorporated into the programme. Monitoring, evaluation and research requirements are discussed separately below.

4.15.2 Monitoring

The Land Administration Project Manager should lead the day-to-day programme management, including monitoring and reporting of progress. In this task s/he will be supported by key members of the team including the Capacity Building Coordinator, ICT advisers and Monitoring and Results Advisers. Key tasks will include monitoring of staff performance, maintaining equipment inventories, managing programme finances, managing risks and producing regular progress reports.
The programme reporting comprises monthly, quarterly and annual reports. The monthly and quarterly reports are prepared by the Land Administration Project Manager and should be delivered within one week of the end of the reporting period. Templates for these reports are provided in table 7. It is most important that these reports highlight any deviations from the work plan and the interventions used to correct these deviations. DFID already has an annual review cycle, which takes place around August/September each year. There should therefore be a review in August 2014, with a final report produced at the end of the support period (June/July 2015).

A steering committee will meet each quarter to review progress and to determine what additional steps are needed. Table 8  Steering Committee Background and Procedures sets out the Terms of Reference for this Committee.

A key aspect of reporting will be reporting progress against the LTR logframe (see section 10). The log frame is the monitoring system for the programme, with activities being monitored against quantitative parameters.

Sources for this data, methodology for calculating and targets for each indicator should be agreed in Q1.

The programme involves a considerable amount of training. It is vital that this training is effective. The Monitoring and Results advisers will monitor the training, both by feedback questionnaires, but also by testing understanding. The results of these evaluations will be whether the training was satisfactory, redesigned and/or repeated.

4.15.3 Independent audit
Annual audited statements from the Office of Auditor General should be produced within 4 months of GoR financial year (by November of each year). If it looks as if this report will be delayed, an independent audit should be commissioned in sufficient time to report before the end of November. This audit will cover both financial aid and other LTR technical assistance provided by development partners.

4.15.4 Evaluation
Previous studies into the impact of the LTR programme have been led by the World Bank. It is recommended that further impact evaluation work is carried out, either by the World Bank or a commercial firm.

4.15.5 Research
As well as day-to-day monitoring and evaluation of the impact of the problem there is likely to be a need for specific pieces of research to address key issues that arise. One such issue is around transaction rates. At present the registered transaction rate is currently very low and the registers are becoming increasingly inaccurate. If allowed to continue the LTR will simply become a snapshot of who owned what in the past, and not the true current record it should be. It is felt that the reasons for this are:

- There appears to have been considerable pressure on the LTR programme to deliver impressive “headline” numbers at the expense of planning and preparation for the post first registration situation;
- The LTR programme put too much emphasis on the importance of the lease, so that many people believe that holding the lease is proof of ownership, not realising that proof is being entered onto the register;
• In the case of inheritance, land passes from family member to family member(s) and the family (and often other village members) know who owns what, so they see no need to register the transaction;
• The costs of registering are prohibitive (especially in rural areas); and
• The difficulty of registering, particularly having to travel to the district, prevents many people from registering.

Research is required to establish whether title owners and potential title owners understand the importance of registering transactions and the consequences of not registering them. If they do understand, then why are they not registering transactions? A short study into the barriers to registering transactions and recommendations to address these is therefore a key priority.

In addition to work on transactions, there are a number of other research areas that have been identified as requiring further investigation. These include:

1. LTR and women’s land rights. Is LTR protecting the rights of women and children, in particular, women in polygamous relationships and/or informal marriage? Are limits on subdivision having a negative impact on vulnerable groups?
2. LTR inter-relationships with land use policies; or adjustments to provisions in land use master plans
3. Understanding the nature of conflicts and disputes (e.g. inter- or intra-family?)
4. Assessment of practices of land use consolidation, sub leasing; public access to protected areas, evictions etc.;
5. Decentralisation lesson learning and options for RNRA;
6. Technical constraints in land dispute resolution systems;
7. Follow up to legal review (secondary legislation from 2013 Land law etc.); Intersection of land law with laws governing environment and other natural resources

It may be possible to address some of these research questions as part of the impact evaluation work or combine some of them under one or two research contract to save costs.

4.15.6 Action

1. The Land Administration Project Manager shall produce a monthly report, Table 6, within one week of the end of each month. The report will be circulated to all Steering Committee members and development partners;
2. The Land Administration Project Manager shall produce a quarterly report, Table 7, within one week of the end of each quarter. The report will be circulated to all Steering Committee members and development partners;
3. The Steering Committee will meet within two weeks of receiving the quarterly report. The Steering Committee will be called by the Land Administration Project Manager, chaired by the DG of the RNRA;
4. The Annual Reviews will be conducted by external consultants. The report on the Final Review, should be presented at least two weeks before the end of the programme, i.e. on or before 15th June 2015;
5. The Monitoring and Results advisers will evaluate all training and provide feedback to the trainers and trainees. Where the training is not to the required standard it may be repeated in whole or in part;
6. The Capacity Development Coordinator, advised by the Monitoring and Results adviser will commission research into people's understanding of the need to register transactions and the impediments to registration. This will start in Quarter 2, April to June 2014;
7. The Monitoring and Results advisers will produce a report on how to increase transaction rates, based on the research findings in Quarter 3, July to September 2014;
8. The LogFrame should be amended and the following additional indicators be added:
   a. % of transactions from the districts accepted by the deputy registrars without having to revert back to the district for additional documentation or information. LAIS should be able to do this automatically. It is suggested that targets should be 90% in year 1 and 95% in year 2.
   b. % of transactions from the sectors accepted by the districts without having to revert back to the sector for additional documentation or information. This will require the districts to maintain a log in Excel. It is suggested that targets should be 80% in year 1 and 90% in year 2
   c. % of parcels in a sector and in a district that have been formally transacted each year. Use 3% as the rate based on death rate. So anything significantly less will indicate the system is not working. It is suggested that targets should be 1.5% in year 1 and 2 % in year 2.
9. RNRA/DFID to conduct research to address the research questions raised above. As there is considerable overlap between the research questions, it would be best if some questions were combined and answered by one research organisation, preferably a national or regional university.
10. DFID to commission further impact evaluation work, possibly a continuation of the work done by the World Bank.

4.15.7 Timing
Monthly reports should be produced by the end of the first week of the following month, with the quarterly reports by the end of the first week of the following quarter. The logframe should be updated annually in the second quarter of the year and at the end of the programme. The annual report is due in September 2014, and the project completion report in July 2015.

4.15.8 Budget
The cost of monitoring and evaluation is £780,000.

Table 6 Monthly Report Template

Monthly Report For February 2014

Executive Summary

Progress against logframe targets
Progress against monthly milestones

Deviations from work plan
  Reasons for deviations
  Influence on deviation from the work plan (outputs, schedule, costs)

Changes in assessment of delivery risk

Human resource activity
  Staff in post in RNRA, Districts and Zones
  Consultant movements, in and out

Equipment acquired
  Equipment acquired that month
  Equipment lost, destroyed or not working

Expenditure
  Monthly expenditure and running summary.

Objectives for March 2013
  (In particular the milestones in the work plan)

Appendix
  Copy of all receipts for expenditure

Table 7 Quarterly Reporting Template

Quarterly Report For 1st Quarter, January to March 2014

Executive Summary

Progress against logframe targets

Progress against quarterly milestones

Deviations from work plan
  Reasons for deviations
  Influence on deviation from the work plan (outputs, schedule, costs)

Changes in assessment of delivery risk
Human resource activity

- Staff in post in RNRA, Districts and Zones
- Consultant movements, in and out

Equipment acquired

- Equipment acquired that month
- Equipment lost, destroyed or not working

Expenditure

- Expenditure this quarter, and running summary.

Objectives for Quarter 2, April to June 2014

(In particular the milestones in the work plan)

Appendix

- Consultancy time
- List of total consultancy time used against time budgeted.
- Equipment
- List of equipment purchased on project.
- Reports
- List of all reports produced to date
- Copy of all receipts for expenditure

Table 8 Steering Committee Background and Procedures

Steering Committee

Background

This programme builds on the very successful LTR where Rwanda determined the ownership of 10.4 million parcels in five years, by developing a system to maintain the records, so that the land register and related cadastral plans correspond to the location and ownership of land on the ground. Having such a system in place is important to many different players. Clearly it is important to land owners and potential land owners, but also to lenders, Government, at different levels, civil society and to development partners, not only to see that previous investments were worthwhile, but also because an accurate and efficient land administration system helps with development and is a sign of good governance.

To produce a robust and self sustaining system, where all future land transactions are recorded will take time and will not be completed within the life of this programme. So interested parties and therefore members of the steering committee should include past, present and future partners and interested parties.
**Terms of Reference**

- The Steering Committee is responsible for monitoring the progress of the programme against the milestones.
- Determining the reasons for any slippage
- Determining what action is needed to remedy the slippage
- Where it is within their power, instigating the necessary action.
- Reviewing the milestones for the upcoming quarter to determine whether with current resources they can be met.
- If milestones do not look feasible, either
  - recommending interventions to make them achievable, or
  - modifying the milestones and workplan
- In Quarters 4 and 5 the steering committee should make recommendations for continuation of the work to produce a sustainable land administration system.

**Recommended composition**

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<thead>
<tr>
<th>Member</th>
<th>Role</th>
<th>Comments</th>
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<tbody>
<tr>
<td>RNRA</td>
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<td></td>
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<tr>
<td>Minloc</td>
<td>Full member</td>
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<tr>
<td>Sweden</td>
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<tr>
<td>Civil Society</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Farmers</td>
<td>Full member</td>
<td></td>
</tr>
<tr>
<td>Women</td>
<td>Full member</td>
<td></td>
</tr>
<tr>
<td>Land Administration Project Manager</td>
<td>Observer</td>
<td>Will be expected to report on progress but has no voting rights</td>
</tr>
<tr>
<td>Other invitees</td>
<td>Observers</td>
<td>Can be brought in to answer specific question, but have no voting rights</td>
</tr>
<tr>
<td>Secretary</td>
<td>Record the proceedings, produce minutes, send out agenda and invitations</td>
<td>A dedicated secretary is recommended. No voting rights</td>
</tr>
</tbody>
</table>
Meetings and reporting

- The steering committee should meet each quarter within two weeks of receiving the Quarterly Report from the Land Administration Project Manager, which in turn should be produced within one week of the end of the quarter.
- The meeting will be called by the Chair, with a letter of invitation and agenda sent out at least one week in advance of the meeting, accompanied by a copy of the minutes of the previous meeting (this is a copy of the minutes that will have been sent out within a week of the previous meeting).
- Meetings will be held at the RNRA, unless otherwise agreed.
- Members and invited observers will be paid out of pocket expenses if they are not paid from other sources, such as their normal employment.
- The Civil Society members will be paid an attendance allowance of RWF 20,000 per meeting attended.
- All members will be allowed to speak but only voting members may vote.
- If there are differences of opinion then the Chair will call a vote on a decision. If the vote is split the Chair will have a casting vote.
- The secretary will keep minutes of the meeting. For each topic there will be a short summary of the issues raised and a conclusion. They will not give verbatim accounts, or attribute particular views or positions to individual member. Decisions will be given as decisions of the whole steering committee.
- Minutes will be produced and distributed to all members within two weeks of meeting.

Draft Agenda

Steering Committee Meeting Number 2

Date and time: Friday 18th July 2014, 10:00
Location: RNRA Board Room, Kigali

Members

Agenda Items

1. Minutes of Meeting No 1, or 18th April 2014
2. Corrections of minutes
3. Matters arising from minutes
4. Review of Quarterly Report from Quarter 2, April to June 2014
   a. Report on each milestone,
      i. Whether it was achieved?
      ii. If not why not?
      iii. What action should be taken to bring it back on track or change the objectives
   b. Human Resources activity
      i. Staff in post in RNRA, Districts and Zones
      ii. Consultant movements, in and out
   c. Equipment acquired
      i. Equipment acquired that month
      ii. Equipment lost, destroyed or not working
   d. Summary of finances
5. Review of milestones for present quarter (upcoming months)
   a. Are they achievable with current resources?
   b. If not, what interventions are needed, or should objectives be changed?
6. Any other business
Draft Minutes

Steering Committee Meeting Number 2

Date and time: Friday 18th July 2014, 10:30

Location RNRA Board Room, Kigali

Members

Present

Apologies

Absent
5 Exit Plan

5.1 Programme only activities

The following activities will be completed within the programme timeframe, i.e. they will end before 30th June 2015. Unless there is serious slippage, there will be no need to develop an exit plan for these activities:

- Support to complete pending titling including wetlands and grouped settlements (imidugudu);
- Distribute existing titles;
- Build and equip 7 district land offices.

5.2 Activities that may extend beyond the programme

The following activities may extend beyond the programme end date of 30th June 2015. For each one, an exit strategy and, if appropriate, alternate funding has been proposed:

5.2.1 Maintain staffing at HQ, Zone, District and Sector

Many of the staff needed to maintain the land administration system need to be highly trained in skills that are increasingly in demand within Rwanda and in the wider world. Government rules on salaries have already made recruitment of local consultants difficult. It is likely that it will have a similar effect when programme consultants are converted into permanent staff members. Rules on government salaries are made at a very high level. The RNRA management and the Steering Committee need to monitor staff retention and develop plans to ensure that essential staff members are not lost or losses are minimised. Staff retention strategies are not solely about financial incentives.

The recruitment of district and sector staff (Sector Land Managers) is a district responsibility. It is already anticipated that the districts cannot afford to pay for the SLMs, and the Netherlands has indicated that they will pay for them during the life of this programme. If fees from transactions are sufficient, districts may be able to fund the salaries of district and sector staff working on land registration from these fees. But the fees for registration of transactions is seen as one of the impediments to transactions, so it is more reasonable to expect that transactions fees would be cut rather than maintained or increased. Towards the end of this programme there should be a review of how to deal with this conundrum. Areas that should be explored include:

a. Cross subsidy from districts and sectors with large number of commercial transactions to those with mainly inheritances;

b. Reducing the number of Sector Land Managers, by making them responsible for several sectors;

c. Seeking additional donor support, in the medium term, until registration of all transactions becomes established as the norm.

5.2.2 Mass communication of Land Administration

Mass communication of the need to register transactions is a task that is going to continue well beyond this programme. This programme can only manage two cycles of mass communication, in Quarter 2 2014 and Quarter 2 2015. Realistically mass communication will continue into the foreseeable future, until it
becomes second nature to formally register all transactions. The standard materials for the mass communication will be prepared during this programme and they can form the basis of future campaigns. So at a minimum, future campaigns could simply rerun the previous campaigns.

5.2.3 LAIS Development and Connectivity to Districts

LAIS 2 should be completed by Quarter 2. Once completed and tested, LAIS 2 should be rolled out to the districts. This could take up to 12 months, which means that the last districts may only be rolled out towards, or even beyond, June 2015. Further developments of LAIS 2 are scheduled for Quarter 5. These will include allowing LAIS 2 to deal with condominiums and strata lots (horizontally divided land). There may be other applications, such as being able to query LAIS 2 by mobile phone. As long as they are specified in good time (say January 2015) then there is no reason why these additions can't be developed during this programme. But it should be expected that refinements and improvements to LAIS will be needed at any time in the future. Post programme developments could be managed by the in house ICT department and in-house consultant, who will become a full member of RNRA in due course. If s/he does not have the required skills, external assistance must be sought.

5.2.4 Establish Model Office

The establishment of the model office, writing the SOPs, training of staff and completion of the model filing system can all take place within this programme. However, the model office is meant to be a permanent feature of the land registry system. It should be maintained and refined to provide a showcase for the best practice in land registration. It will be used to train new staff and to refresh the skills of existing staff. But as well as being a training centre, it is a working office. The model office should therefore continue into the foreseeable future.

5.2.5 Conduct Training Needs Analysis

As part of this programme the TNA is used to determine required staff numbers for the services being developed, and who needs to be trained in what. The same requirement will continue into the future. There should be regular TNA for all involved in land registration. If not every year, then at least every two or three years. This should be done internally by the RNRA.

5.2.6 Key HQ and District Equipment

Within the programme, key equipment will be provided for HQ, zones, districts and sectors. However, equipment only has a limited life expectancy and will need to be repaired or replaced. Also certain software is held on licenses and these need to be updated. This is particularly true of anti-virus licenses. So while the programme will provide equipment and licenses, the RNRA must have a budget for repair, replacement and licensing. For planning purposes, it is not unreasonable to expect equipment to have to be replaced every three years.

5.2.7 Land Use Planning and Mapping

Completion and validation of the districts land use plans should be completed by Quarter 5. However, ensuring that future developments are in line with the plans, and taking action where there are conflicts (development control) is an ongoing activity, which the RNRA and the districts must take responsibility for.
5.2.8  **Acquire survey and mapping equipment at district and sector level and train in the use of the equipment**

As with the Key HQ and District equipment, sector level equipment only has a limited life expectancy. Also as the equipment will be used in the field and as there are 416 offices there must be a budget to deal with loss and damage as well as regular replacements. Again for planning purposes it is not unreasonable to expect equipment to be replaced every three years.

5.2.9  **Acquisition of large scale maps for major cities through aerial photos**

There is uncertainty about the proposed provision of maps and aerial images by JICA. For planning purposes it is assumed that this may have to be obtained from other sources. Uncertainty can be minimised by the creation of a mapping policy – so future requirements can be identified and planned for.

Rwanda has a general boundary system, with parcel boundaries being determined by physical boundaries. These boundaries are constantly changing and developments on land are increasing and up to date aerial photography or high-resolution satellite imagery, supported by ground surveys are an ideal way of maintaining the index maps. However, obtaining photography for the whole country, or even just the main urban areas is expensive and there has to be some reasonable compromise. With the current growth rate of Rwanda (rapid) it is recommended that urban areas be relawn every five years and rural areas every ten. As part of both the planning development control and the maintenance of the land registers and index maps, it is recommended that all buildings and road be extracted from these images (buildings and roads are mapped). These can then be compared with the land use plans and the existing cadastral maps. Any discrepancies, such as buildings, where there should be none, or subdivisions on what is registered as a single parcel should be investigated and appropriate action taken.

5.2.10  **Various trainings in land administration and land use**

Training is a part of the programme, but it is also very much an ongoing task. This programme can only fund one cycle of masters level training. Other development partners of the GoR will have to provide funding for training that starts after June 2015.

Rwanda, in common with other countries in the region, continues to send people on masters' courses in Europe. These courses are not necessarily designed to fulfil the needs to Africa and in particular none of them really deal with the day to day operation of a land registry office (which is the most important part of a maintenance system). In addition, the standard masters course means that people are away for between 12 and 18 months, and given the shortage of staff this means that their posts are usually left vacant, with districts not being able to operate fully. Alternatives to these standard masters courses need to be explored and developed. These courses should be tailored to regional needs, include specific training on the management of land registry offices and should consider the use of distance learning and part time study. The development of such training is beyond the time and resources available to this programme, but needs to be discussed by development partners, training institutes and governments within the region.

5.2.11  **Cooperation with RCMRD**

Cooperation with the Regional Centre for Mapping and Resource for Development (RCMRD) on matters related to mapping, GIS and surveying should continue. RNRA together with RCMRD need to discuss what support the Centre could provide to RNRA to tackle some of the issues raised (i.e. mapping, etc.).
cooperation with the centre needs to be streamlined and focused on RNRA’s needs. It is worth developing some kind of agreement (maybe a MoU) that would provide some clarity on areas of support and which form the support would take. This activity will go beyond the programme life time as needs for cooperation will continue as needs arise.

5.2.12 Exchange programmes

Exchange programmes provide a way for developing organisations, like the RNRA, to benefit from the experience of organisations that have been through a similar change process. Exchange works in two ways. One is that people from the RNRA can visit the partner organisation, work with them for a time and both see how they operate, but also learn at first hand ethics and working practices of that organisation. Second, people from the partner organisation can visit the RNRA and advise on changes that could be made to improve the RNRA’s performance. In addition, the fact that the RNRA looks afresh at the partner organisation can help the partner organisation to think critically about its own working methods, which may lead to improvements.

5.2.13 Exchange and Partnership with Her Majesty's Land Registry UK, Dutch Kadastre and Regional Centre for Mapping for Resource for Development…. (for service delivery and risk management improvements)

There is an informal agreement that HMLR will exchange and partner with RNRA. This is expected to be formalised in coming months. There are many advantages in this. HMLR has over the last 30 years changed from being a classic civil service department, with all funding coming from Treasury (Ministry of Finance) and all income going back to Treasury, with the information held being only available to a select few. Today it has considerable autonomy and is self-financing, even generating a surplus (profit), which it pays to government. This has been achieved by reducing costs, in particular by moving from a paper-based system to a more efficient digital system. HMLR also makes data available to others, for which it may receive an income. HMLR is an excellent example of what can be achieved if there is the political will and support to do it.

5.2.14 Exchange and Partnership with Global Green Growth Institute - South Korea (for Land use planning improvement)

The South Korea Global Green Growth Institute (GGGI) has expressed interest to support RNRA in developing a green territorial vision through the National Land Use and Development Master Plan. However, it is not clear yet what this support would be and when it would be materialized. It would be important for GGGI to determine this. It is understood that GGGI is in the process of establishing an office in Kigali from January 2014. It might take a while before it is known what GGGI is able to provide as support for RNRA in terms of land use planning.

5.2.15 Turning Land Administration into a viable customer/market oriented service

In the long term, maintenance of the land registers needs to be done by an organisation that is sustainable and responsive to customer and market needs. This is exactly what HMLR has become. Of course Rwanda is not the same as Great Britain, in particular people in rural areas are often poor and appear (according to the findings of the LTR) to find it difficult to pay even minimal fees. Being financially self-sustaining is therefore a very big challenge in Rwanda, and perhaps one that will be difficult to achieve in the foreseeable future. The support of HMLR is vital to help RNRA develop and then implement a business
model. Realistically this will be relatively late in the programme, as LAIS 2 needs to be operational, the model office fully functional, and the SOPs written before the RNRA can move on to develop a business model and begin to put it into operation. In practice making any business operational is a continual task and one where additional development assistance is likely to be needed into the foreseeable future.

5.2.16 "Monitoring, evaluation and research"

Much of the monitoring and research set out in section 4.17 is specific to needs of the current programme. But monitoring, evaluation and research are also vital to the development of efficient land registration system and maintenance of a viable business. Land administration systems in place (i.e LAIS) need to be monitored and evaluated on a regular basis in order to enhance their effectiveness and meet arising needs and see whether they are still fit for the purpose. However, broader research is necessary in providing accurate data and information needed to improve the land administration system. RNRA should look to collaborate with others active in this area (e.g. the USAID Land Project, the World Bank) to develop a forward-looking research programme that addresses some of the remaining data gaps.
6 Deliverables by quarters

Table 9 below sets out the main deliverables for the programme by quarter. These relate to the actions in the sections above.

Table 9 Deliverables by quarter

<table>
<thead>
<tr>
<th>Quarter</th>
<th>Deliverables</th>
<th>Means of verification</th>
<th>Responsibility of</th>
</tr>
</thead>
<tbody>
<tr>
<td>Q1 Jan 2014-</td>
<td>1.1 Recruit Land Project Manager (local), Capacity Development Coordinator and ICT Adviser Local</td>
<td>Contracts for each People in post</td>
<td>RNRA</td>
</tr>
<tr>
<td>Mar 2014</td>
<td>1.2 2014 Land Week preparations complete</td>
<td>Report from RNRA</td>
<td>RNRA</td>
</tr>
<tr>
<td>Q2 April 2014</td>
<td>2.1 Quarterly progress report (covering results from previous quarter and plans for coming quarter) due early April</td>
<td>Steering Committee Minutes validate report</td>
<td>Land Administration Project Manager and Monitoring and Results Adviser</td>
</tr>
<tr>
<td>Jun 2014</td>
<td>2.2 Update logframe with results from Q1 2014 and finalise any new indicators</td>
<td>Updated logframe</td>
<td>Monitoring and results adviser</td>
</tr>
<tr>
<td></td>
<td>2.3 All other key consultants and staff recruited</td>
<td>Contract for each People in post</td>
<td>Capacity Development Coordinator and Land Administration Project Manager</td>
</tr>
<tr>
<td></td>
<td>2.4 LAIS 2 development completed</td>
<td>ICT Advisers' report on testing of LAIS 2</td>
<td>ICT Advisers (local and international) supervise this work. LAIS Developers (probably Kadaster) complete the work.</td>
</tr>
<tr>
<td></td>
<td>2.5 Model Office established</td>
<td>Mobile model office is competed and in operation Delivery reports for office</td>
<td>Capacity Development Coordinator</td>
</tr>
<tr>
<td>2.6 Sector Land Managers Appointed to all 416 Sectors</td>
<td>Contract of appointment</td>
<td>District Administration for appointment</td>
<td></td>
</tr>
<tr>
<td>2.7 First Land Use Plans Validated</td>
<td>Copy of validated Land Use Plans</td>
<td>Land Use Planning Consultant</td>
<td></td>
</tr>
<tr>
<td>2.8 Standard design for seven additional offices agreed</td>
<td>Approval letter from MINLOC and Districts plus copy of standard design</td>
<td>Construction Manager</td>
<td></td>
</tr>
<tr>
<td>2.9 Commission research into people's understanding of the need to register transactions and the impediments to registration</td>
<td>ToRs written Contract let</td>
<td>Monitoring and results advisers in collaboration with DFID, and contracted researchers</td>
<td></td>
</tr>
<tr>
<td>2.10 Commission research into other areas where research gaps have been identified</td>
<td>ToRs written Contract(s) let</td>
<td>Monitoring and results advisers in collaboration with DFID, and contracted researchers</td>
<td></td>
</tr>
<tr>
<td>2.11 Basic Tablet PC system in place</td>
<td>40 Tablets available and distributed to HQ and Districts Copy of operations manual</td>
<td>ICT Adviser Tablet Developers</td>
<td></td>
</tr>
<tr>
<td>2.12 Nine candidates selected for Masters Courses</td>
<td>List of candidates, their courses and the reason for their selection</td>
<td>Capacity Development Coordinator Trainers DG RNRA</td>
<td></td>
</tr>
<tr>
<td>2.13 Masters Candidates apply and are accepted on appropriate courses</td>
<td>Copy of application Copy of approvals</td>
<td>Candidates Capacity Development Coordinator</td>
<td></td>
</tr>
<tr>
<td>2.14 Land Week communications messages distributed</td>
<td>Copy of messages Receipts for paid advertising Report by Public Relations</td>
<td>Public Relations and Communications Adviser Contractor (Creative Eye)</td>
<td></td>
</tr>
<tr>
<td>Q3 Jul 2014- Sep 2014</td>
<td>2.15 1st Annual Review and Audit</td>
<td>Copy of Annual Review and Audit</td>
<td>External Evaluators, recruited by DFID and Development Partners</td>
</tr>
<tr>
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<td>---------------------------------------------------------------</td>
</tr>
<tr>
<td>3.1 Quarterly progress report due early July</td>
<td>Steering Committee Minutes validate report</td>
<td>Land Administration Project Manager and Monitoring and Results Adviser</td>
<td></td>
</tr>
<tr>
<td>3.2 LAIS connected to district offices</td>
<td>District connection reports Report on lease production</td>
<td>ICT Advisers</td>
<td>District Land Officers</td>
</tr>
<tr>
<td>3.3 Wetlands and Group Settlement Leases printed and compiled for distribution</td>
<td>Recipes for printing costs Leases present and compiled</td>
<td>Lease Completion Team of RNRA Capacity Development Coordinator</td>
<td></td>
</tr>
<tr>
<td>3.4 Report on how to increase transaction rate produced</td>
<td>Copy of report</td>
<td>Research contractors approved by Monitoring and Results Advisor, in collaboration with DFID</td>
<td></td>
</tr>
<tr>
<td>3.5 Standard Operation Procedures developed</td>
<td>Report on SOPs Copy of completed SOPs</td>
<td>Capacity Development Coordinator</td>
<td>Land Administration and Registration Advisers</td>
</tr>
<tr>
<td>3.6 District Officer Training on paper based system</td>
<td>Copy of training documents Register of people attending courses Feedback forms from participants Trainers’ report</td>
<td>Trainers Trainer of Trainers</td>
<td>Appropriate consultants</td>
</tr>
<tr>
<td>3.7 Sector Land Managers trained on standard forms</td>
<td>Training report by District Land Managers Copy of training documents Register of people attending courses Feedback forms from</td>
<td>District Land Managers Trainers</td>
<td>Trainer of Trainers</td>
</tr>
<tr>
<td>3.8 Placements of RNRA staff in HMLR agreed</td>
<td>Copy of agreement</td>
<td>Capacity Development Coordinator in consultation with Her Majesty's Land Registry</td>
<td></td>
</tr>
<tr>
<td>--------------------------------------------</td>
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<td>----------------------------------------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>3.9 Nine people sent on appropriate MSc courses</td>
<td>Acceptance letters for MSc course</td>
<td>Capacity Development Coordinator Trainers</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Copy of agreement with students</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Copy of airline ticket</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.10 Approach local and regional training institutions on development of training courses in land administration</td>
<td>Copy of correspondence or minutes of meeting</td>
<td>Capacity Development Coordinator Trainers</td>
<td></td>
</tr>
<tr>
<td>3.11 Annual Review completed</td>
<td>Annual Review report</td>
<td>External Evaluators, recruited by DFID and Development Partners</td>
<td></td>
</tr>
<tr>
<td>3.12 Construction of first three offices underway</td>
<td>Contracts for construction Report on progress of construction</td>
<td>Capacity Development Coordinator Construction Manager</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Q4 Oct 2014- Dec 2014</th>
<th>4.1 Quarterly progress report due early Oct</th>
<th>Steering Committee Minutes validate report</th>
<th>Land Administration Project Manager and Monitoring and Results Adviser</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>4.2 Ensure audit report available to donors by end November</td>
<td>OAG report (or independent audit report if OAG report is likely to be delayed)</td>
<td>RNRA and DFID</td>
</tr>
<tr>
<td></td>
<td>4.3 Tablet PC developed for use with LAIS and SOPs</td>
<td>Manual on Tablet PCs</td>
<td>Capacity Development Coordinator ICT Adviser Tablet Developers</td>
</tr>
<tr>
<td></td>
<td>4.4 Model filing system up and running in two districts</td>
<td>Report on model filing system</td>
<td>Archivist District Land Officers</td>
</tr>
<tr>
<td></td>
<td>4.5 First three offices completed, furnished and</td>
<td>Completion report and final payment receipt to</td>
<td>Construction Manager</td>
</tr>
<tr>
<td>Section</td>
<td>Description</td>
<td>Responsible Party</td>
<td></td>
</tr>
<tr>
<td>---------</td>
<td>-----------------------------------------------------------------------------</td>
<td>-----------------------------------------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>4.6</td>
<td>Construction of second four offices underway</td>
<td>Construction Manager</td>
<td></td>
</tr>
<tr>
<td>4.7</td>
<td>SLMs trained in notary services and land administration support</td>
<td>District Land Managers Trainers</td>
<td></td>
</tr>
<tr>
<td>4.8</td>
<td>Review equipment needs at all levels</td>
<td>Capacity Development Coordinator</td>
<td></td>
</tr>
<tr>
<td>4.9</td>
<td>Purchase equipment as required</td>
<td>Capacity Development Coordinator</td>
<td></td>
</tr>
<tr>
<td>4.10</td>
<td>Produce plan for preferred business model</td>
<td>Marketing Expert</td>
<td></td>
</tr>
<tr>
<td>4.11</td>
<td>Appoint manager and staff for implementation of business plan</td>
<td>Capacity Development Coordinator DG RNRA</td>
<td></td>
</tr>
<tr>
<td>4.12</td>
<td>Guidelines on General boundaries produced</td>
<td>Mapping Advisers General Boundaries Expert RNRA Legal Expert</td>
<td></td>
</tr>
<tr>
<td>4.13</td>
<td>Leases from Wetlands and Group Settlements, and undistributed leases from</td>
<td>Archivist Land Administration Adviser</td>
<td></td>
</tr>
<tr>
<td>4.14</td>
<td>Leases being distributed by Cell Executive Committees</td>
<td>Land Administration Adviser District Land Officers Cell Executive Committee</td>
<td></td>
</tr>
<tr>
<td>aQ5 Jan 2015-</td>
<td>5.1 Quarterly progress</td>
<td>Steering Committee Land Administration Project</td>
<td></td>
</tr>
</tbody>
</table>

It is not envisaged that there will be much need for new equipment, as most offices are relatively well supplied, indeed in some cases over supplied, due to lack of coordination on different development projects.
<table>
<thead>
<tr>
<th>Mar 2015</th>
<th>report due early Jan</th>
<th>Minutes validate report</th>
<th>Manager and Monitoring and Results Adviser</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.2 Further LAIS developments ready (condominiums and additional uses)</td>
<td>Report on further developments to LAIS status report</td>
<td>ICT Adviser Land Administration Adviser LAIS Developers</td>
<td></td>
</tr>
<tr>
<td>5.3 Training of District Officers in LAIS based system complete</td>
<td>Copy of training material Participant list Feedback forms</td>
<td>Trainers Trainer of trainers ICT Adviser Land Administration Adviser</td>
<td></td>
</tr>
<tr>
<td>5.4 Training on SOPs underway</td>
<td>Copy of training material Reports on training courses Feedback reports from trainees</td>
<td>Trainers</td>
<td></td>
</tr>
<tr>
<td>5.5 Archiving and training of officers on filing system continues</td>
<td>Report by Archivist on each district District Officer reports Copy of training material Reports on training courses Feedback reports from trainees</td>
<td>Archivist Trainers</td>
<td></td>
</tr>
<tr>
<td>5.6 Training on Tablets</td>
<td>Report on training of training material Reports on training courses Feedback reports from trainees</td>
<td>Trainers</td>
<td></td>
</tr>
<tr>
<td>5.7 Training needs analysis completed</td>
<td>Copy of Training Needs Analysis</td>
<td>Capacity Building Coordinators Land Administration Advisers Trainer of Trainers</td>
<td></td>
</tr>
<tr>
<td>5.8 Completion of Land Use Plan validation</td>
<td>Completion report by Land Use Planner</td>
<td>Land Use Planner</td>
<td></td>
</tr>
<tr>
<td>5.9 Feasibility Study on National Spatial Data Infrastructure (NSDI)</td>
<td>Copy of study</td>
<td>Mapping Adviser Regional Centre for Mapping</td>
<td></td>
</tr>
<tr>
<td>Title</td>
<td>Description</td>
<td>Resource</td>
<td></td>
</tr>
<tr>
<td>----------------------------------------------------------------------</td>
<td>------------------------------------------------------------------------------</td>
<td>----------</td>
<td></td>
</tr>
<tr>
<td>5.10 Completion of placements in HMLR</td>
<td>Copy of presentation given by people sent on placement</td>
<td>RNRA staff sent on placement</td>
<td></td>
</tr>
<tr>
<td>5.11 Scoping of National Land Policy</td>
<td>Copy of Scoping Review</td>
<td>Land Administration Adviser RNRA staff sent on placement</td>
<td></td>
</tr>
</tbody>
</table>
| 5.12 Customer / Market orientated and content management training completed | Copy of training documents  
Participant list  
Feedback reports | Capacity Development Coordinator  
Trainers  
Marketing Expert |
| 5.13 Preparations for Land Week 2015 completed                       | Report from RNRA                                                              | RNRA     |
| 5.14 Evaluation results available                                    | Evaluation report                                                             | Independent evaluators contracted by DFID |
| 5.15 LogFrame Surveys and data collection exercise completed          | Survey report                                                                 | Capacity Development Coordinator |

**Q6 Apr 2015 - Jun 2015**

<table>
<thead>
<tr>
<th>Title</th>
<th>Description</th>
<th>Resource</th>
</tr>
</thead>
<tbody>
<tr>
<td>6.1 Quarterly progress report due early Apr</td>
<td>Steering Committee Minutes validate report</td>
<td>Land Administration Project Manager and Monitoring and Results Adviser</td>
</tr>
<tr>
<td>6.2 Update logframe with results from Q1 2015</td>
<td>Updated logframe</td>
<td>Monitoring and results adviser</td>
</tr>
<tr>
<td>6.3 Rwanda related to international land administration standards, such as the Land Administration Domain Model (LADM)</td>
<td>Report on relationship to LADM and other standards</td>
<td>Land Administration Advisers</td>
</tr>
</tbody>
</table>
| 6.4 Second four offices completed, furnished and equipped            | Completion report and final payment receipt to contractors  
Receipts for furnishing and equipment | Construction Manager                                                        |
<p>| 6.5 Assessment of CORS (Geodetic Reference System)                   | CORS Report Training reports                                                 | Regional Centre for Mapping of Resources for Development (RCMRD) Training Officer |</p>
<table>
<thead>
<tr>
<th>6.6 Land Laws Coded</th>
<th>Copy of coding report</th>
<th>Legal Draftsman</th>
</tr>
</thead>
<tbody>
<tr>
<td>6.7 Continue training of SLMs</td>
<td>Training reports</td>
<td>District Land Officers Trainers</td>
</tr>
<tr>
<td>6.8 Legal changes to implement preferred business model passed</td>
<td>Copy of laws and regulations</td>
<td>DG RNRA Parliament</td>
</tr>
<tr>
<td>6.10 Web based systems developed to support preferred business model</td>
<td>Web system implemented (view on line) Report</td>
<td>ICT Adviser External consultants</td>
</tr>
<tr>
<td>6.11 Business model made operational</td>
<td>RNRA business plan</td>
<td>DG RNRA</td>
</tr>
<tr>
<td>6.12 District staff performance incentive scheme implemented</td>
<td>Copy of performance scheme</td>
<td>DG RNRA</td>
</tr>
<tr>
<td>6.14 Project Completion report completed</td>
<td>Project Completion report</td>
<td>External Evaluators, recruited by DFID and Development Partners</td>
</tr>
</tbody>
</table>
## Consultants and Staff procurement Plan (2014-2015)

Table 10 gives the procurement plan for consultants and staff.

### Table 10 Consultant and Staff Procurement Plan

<table>
<thead>
<tr>
<th>Tender Reference</th>
<th>Title of Tender</th>
<th>Preparation of Terms of reference</th>
<th>Evaluation of CVs</th>
<th>Notification of successful candidates</th>
<th>Contract signing</th>
<th>Commencement of employment</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Land Admin Project Manager</td>
<td>Dec 2013</td>
<td>First Quarter 2014</td>
<td>First Quarter 2014</td>
<td>First Quarter 2014</td>
<td>First Quarter 2014</td>
</tr>
<tr>
<td>2</td>
<td>Capacity Building Coordinator</td>
<td>Dec 2013</td>
<td>First Quarter 2014</td>
<td>First Quarter 2014</td>
<td>First Quarter 2014</td>
<td>First Quarter 2014</td>
</tr>
<tr>
<td>3</td>
<td>Local ICT Advisor</td>
<td>Dec 2013</td>
<td>First Quarter 2014</td>
<td>First Quarter 2014</td>
<td>First Quarter 2014</td>
<td>First Quarter 2014</td>
</tr>
<tr>
<td>5</td>
<td>Land Administration and Registration advisor (local)</td>
<td>First Quarter 2014</td>
<td>First/Second Quarter 2014</td>
<td>First/Second Quarter 2014</td>
<td>First/Second Quarter 2014</td>
<td>First/Second Quarter 2014</td>
</tr>
<tr>
<td>10</td>
<td>Marketing Consultant (Local)</td>
<td>Third Quarter 2014</td>
<td>Third Quarter 2014</td>
<td>Third Quarter 2014</td>
<td>Third Quarter 2014</td>
<td>Third Quarter 2014</td>
</tr>
<tr>
<td>----------------</td>
<td>----</td>
<td>----------------------------</td>
<td>---------------------</td>
<td>---------------------</td>
<td>---------------------</td>
<td>---------------------</td>
</tr>
</tbody>
</table>

**Note:** It is important to note that for some of the posts above, RNRA has a pool of former LTR staff that will be called in to fill in those posts hence the short procurement process timeline.

---

8 Sector Land Managers are to be recruited by the Districts. Some are already in post. The Netherlands have indicated that they will support the recruitment of the SLMs during the life of this programme.
8 Budget

The budget for the period January 2014 to June 2015, inclusive is £10,845,824. Full details of the budget are given on the Excel Workbook attached, and specifically on worksheet "Quarterly Budget". This is more than the £7,790,800 in the original budget provided by DFID for 2013/2014 to 2014/2015 (July 2013 to June 2015). The main reason for this is that the Netherlands Government has agreed to support 416 Sector Land Managers during the programme at a total cost of £2,666,240, but there is also £145,630 for the Land Administration Project Manager (international), full time for three months in Quarter 2 and thereafter part time until the end of the programme.

A summary of the budget is given in the Table 11 below. The Full Budget in provided in the separate Excel Workbook. The breakdown of costs per head are as follows:

Table 11 Budget

<table>
<thead>
<tr>
<th>Head</th>
<th>Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>Support to complete pending titling including wetlands and grouped settlements (imidugudu) estimated to 330,000 (1.5GBP per parcel)</td>
<td>£ 1,253,564</td>
</tr>
<tr>
<td>Transition phase for Land Administration (turnkey Project)</td>
<td></td>
</tr>
<tr>
<td>Key HQ, District and Sector Staff for up to 1.5 years</td>
<td>£ 4,699,400</td>
</tr>
<tr>
<td>Refurbishment and equipment of 7 district land offices</td>
<td>£ 670,000</td>
</tr>
<tr>
<td>Communication strategy implementation</td>
<td>£ 402,000</td>
</tr>
<tr>
<td>LAIS Development and Connectivity to Districts</td>
<td>£ 479,310</td>
</tr>
<tr>
<td>Establish Model Office</td>
<td>£ 220,000</td>
</tr>
<tr>
<td>Land Use Planning and Mapping</td>
<td>£ 834,550</td>
</tr>
<tr>
<td>Capacity development implementation</td>
<td></td>
</tr>
<tr>
<td>Formal training</td>
<td>£ 252,000</td>
</tr>
<tr>
<td>On job training</td>
<td>£ 320,000</td>
</tr>
<tr>
<td>Various training in land management and mapping</td>
<td>£ 165,000</td>
</tr>
<tr>
<td>Stand Alone Technical Assistance and Exchange programmes</td>
<td></td>
</tr>
<tr>
<td>Cooperation with RCMRD Now in Key Consultants and HQ and District Staff for up to 1.5 years</td>
<td></td>
</tr>
<tr>
<td>Exchange programmes Now in Key Local TA</td>
<td>£100,000</td>
</tr>
</tbody>
</table>
Turning Land Administration into customer/market oriented service | £ 670,000
---|---
Monitoring, evaluation and research | £ 780,000
TOTAL | £ 10,845,824

The largest budget item is for consultants and staff. The line is somewhat blurred between these, as several of the local consultants are expected to be converted into full time staff members. The exact timing of this conversion is not known. Timing of the consultant and staff appointments is absolutely critical, as any slippage will result in the funds allocated not being spent within the 18 months of the programme.

With the formal training, this programme only covers one Masters intake, that of September/October 2014. It is therefore vital that the selected candidates apply and are accepted in good time. If there is any doubt there should be reserve candidates ready to take their place.

With equipment, it has been found that most district offices are already well supplied, especially with ICT equipment. In some cases districts have more equipment than they can use, as other projects find it easy to provide ICT equipment. But in the absence of any maintenance and replacement plan, the long term future is less certain. With the survey equipment, it is far from clear what is needed. If tablets can be used, especially at sector level, the costs of survey equipment may be reduced.

With the communications plan, care is needed to ensure that the messages actually reach all of the people, that they understand it and can act on it. Communication plans on projects often concentrate on high visibility communications, such as TV, radio and newspapers, but these may not reach the rural poor. Fortunately low cost and low tech approaches, like village meetings and use of loudspeakers, are often more effective. It is important that especially for the communications plan, performance is judged on results, rather than money spent.
<table>
<thead>
<tr>
<th>No</th>
<th>Item</th>
<th>Implementation period (July to June) and Budget in GBP</th>
<th>Source of Funding</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>2013/14 01-03 2014 04-06 2014 2014/15 07-09 2014 10-12 2014 01-03 2015 04-06 2015</td>
<td>Total in GBP</td>
</tr>
<tr>
<td>1</td>
<td>Land Administration Systems and Sustainability of LTR</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.1</td>
<td>Support to complete pending titling including wetlands and grouped settlements (imudugudu) estimated to 330,000 (1.5GBP per parcel), but now revised to 250,000 (new Cost 1.5GBP per parcel) of which 130,000 are already completed</td>
<td></td>
<td>DFID + Netherlands + GoR</td>
</tr>
<tr>
<td></td>
<td>Complete demarcation, adjudication, objection and correction in field</td>
<td>630,000 315,000 315,000 0</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Printing and preparing leases for distribution based on leasing printers (see Printing)</td>
<td>200,000 100,000 100,000 0</td>
<td>200,000</td>
</tr>
<tr>
<td></td>
<td>Leasing printers (included above)</td>
<td>0 0 0 0</td>
<td>0</td>
</tr>
<tr>
<td></td>
<td>Staff to print, pack and distribute</td>
<td>36,414 18,207 18,207 0</td>
<td>36,414</td>
</tr>
<tr>
<td></td>
<td>Distribution to Districts for later distribution to cell</td>
<td>6,000 3,000 3,000 0</td>
<td>6,000</td>
</tr>
<tr>
<td></td>
<td>Distribute new and existing leases to cell (Vehicle and assistance)</td>
<td>0 0 50,400 16,800 16,800 16,800</td>
<td>50,400</td>
</tr>
<tr>
<td></td>
<td>Cell land committee distribute leases (allowances RWF 2,500 x 3 x 211)</td>
<td>0 0 330,750 110,250 110,250 110,250 330,750</td>
<td></td>
</tr>
<tr>
<td></td>
<td>SUB TOTAL</td>
<td>872,414 436,207 436,207 381,150 0 127,050 127,050 127,050 1,253,564</td>
<td></td>
</tr>
<tr>
<td>1.2</td>
<td>Transition phase for Land Administration (turnkey Project)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.2.1</td>
<td>Key Consultants and HQ and District Staff for up to 1.5 years</td>
<td>1,399,790 370,100 1,029,690 1,299,610 804,440 868,770 848,980 777,440 4,699,400</td>
<td>DFID + Netherlands + other DPs +GoR</td>
</tr>
<tr>
<td></td>
<td>Appoint Land Administration Project Manager (Local)</td>
<td>25,000 10,000 15,000 55,000 10,000 10,000 10,000 25,000 80,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Appoint Land Administration Project Manager (International)</td>
<td>57,010 57,010 88,620 14,770 44,310 14,770 14,770 14,770 145,630</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Appoint Capacity Building Coordinator (Local)</td>
<td>25,000 10,000 15,000 60,000 15,000 15,000 15,000 15,000 85,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Appoint Finance officer Local</td>
<td>20,000 10,000 10,000 50,000 10,000 10,000 10,000 20,000 70,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Appoint ICT Adviser (Local)</td>
<td>20,000 10,000 10,000 40,000 10,000 10,000 10,000 10,000 60,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Appoint ICT Adviser (International)</td>
<td>14,770 14,770 44,310 14,770 14,770 14,770 14,770 50,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Appoint ICT Developer for LAIS 4 wks per Quarter for 6 quarters</td>
<td>38,700 19,350 19,350 58,050 19,350 19,350 19,350 96,750</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Appoint ICT Developer for LAIS as trainers for one month</td>
<td>19,350 19,350 0</td>
<td>19,350</td>
</tr>
<tr>
<td></td>
<td>Appoint Monitoring and Results Adviser (local)</td>
<td>20,000 10,000 10,000 40,000 10,000 10,000 10,000 10,000 60,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Appoint Monitoring and Results Adviser (International)</td>
<td>14,770 0 14,770 14,770 0 0 0 14,770 25,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Appoint Land Administration and Registration advisor (local)</td>
<td>15,000 15,000 0 0 0 0 0 15,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Appoint Land Administration and Registration advisor (International)</td>
<td>14,770 14,770 0 0 0 0 0 14,770</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Appoint GIS Adviser (Local)</td>
<td>15,000 15,000 0 0 0 0 0 0 15,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Appoint GIS Developer for LAIS 4 wks per quarter for 6 quarters</td>
<td>38,700 19,350 19,350 96,750 19,350 19,350 19,350 19,350 135,450</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Appoint GIS Developer for LAIS as trainers for one month</td>
<td>19,350 19,350 0</td>
<td>19,350</td>
</tr>
<tr>
<td></td>
<td>Appoint 30 District and 5 Zonal LAIS Processors Initially 20 Districts</td>
<td>126,000 52,500 73,500 273,000 73,500 73,500 73,500 52,500 399,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Appoint 30 District and 5 Zonal GIS Processors Initially 20 Districts</td>
<td>126,000 52,500 73,500 273,000 73,500 73,500 73,500 52,500 399,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Appoint Specialist in Condominium Law and Registration (International)</td>
<td>0 14,770 14,770 14,770 14,770</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Appoint 2 Training Officers (Local)</td>
<td>20,000 10,000 10,000 40,000 10,000 10,000 10,000 10,000 60,000</td>
<td></td>
</tr>
<tr>
<td>Position</td>
<td>Amount</td>
<td>Amount</td>
<td>Amount</td>
</tr>
<tr>
<td>---------------------------------------------------</td>
<td>---------</td>
<td>---------</td>
<td>---------</td>
</tr>
<tr>
<td>Appoint Trainer of Trainers (International)</td>
<td>14,770</td>
<td>14,770</td>
<td>0</td>
</tr>
<tr>
<td>Appoint Legal Draftsmen (local)</td>
<td>0</td>
<td>10,000</td>
<td>10,000</td>
</tr>
<tr>
<td>Appoint Archivist (local)</td>
<td>0</td>
<td>55,000</td>
<td>10,000</td>
</tr>
<tr>
<td>Appoint Land Use Planning Consultant</td>
<td>15,000</td>
<td>15,000</td>
<td>30,000</td>
</tr>
<tr>
<td>Appoint Mapping Adviser (International)</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Appoint Marketing Consultant (International)</td>
<td>0</td>
<td>29,540</td>
<td>14,770</td>
</tr>
<tr>
<td>Appoint Marketing Consultant (Local)</td>
<td>0</td>
<td>30,000</td>
<td>15,000</td>
</tr>
<tr>
<td>Appoint and pay for Sector Land Managers (416) From March 2014</td>
<td>665,600</td>
<td>166,400</td>
<td>499,200</td>
</tr>
<tr>
<td>IT equipment (Geodata management systems and servers)</td>
<td>75,000</td>
<td>75,000</td>
<td>0</td>
</tr>
<tr>
<td>Refurbishment and equipment of 7 district land offices</td>
<td>82,500</td>
<td>82,500</td>
<td>587,500</td>
</tr>
<tr>
<td>Refurbishment of land bureau office in one stop centre (including architectural design review work)</td>
<td>67,500</td>
<td>67,500</td>
<td>247,500</td>
</tr>
<tr>
<td>Equipment - IT installation</td>
<td>280,000</td>
<td>120,000</td>
<td>160,000</td>
</tr>
<tr>
<td>Supervisor of Works</td>
<td>15,000</td>
<td>15,000</td>
<td>60,000</td>
</tr>
<tr>
<td>Communication strategy implementation</td>
<td>226,000</td>
<td>50,000</td>
<td>176,000</td>
</tr>
<tr>
<td>Mass communication of Land Administration (Creative ey</td>
<td>150,000</td>
<td>50,000</td>
<td>100,000</td>
</tr>
<tr>
<td>Land Month (Group discussions and outreach)</td>
<td>50,000</td>
<td>50,000</td>
<td>50,000</td>
</tr>
<tr>
<td>PR and Communication Officer</td>
<td>26,000</td>
<td>26,000</td>
<td>26,000</td>
</tr>
<tr>
<td>Complete LAIS to stable system</td>
<td>130,000</td>
<td>130,000</td>
<td>0</td>
</tr>
<tr>
<td>Independent evaluation of LAIS stability</td>
<td>14,770</td>
<td>14,770</td>
<td>0</td>
</tr>
<tr>
<td>Training local developers (training room and materials)</td>
<td>5,000</td>
<td>5,000</td>
<td>0</td>
</tr>
<tr>
<td>Further development of LAIS (condominium functionalities etc)</td>
<td>0</td>
<td>29,540</td>
<td>29,540</td>
</tr>
<tr>
<td>Connecting LAIS to Districts (semidigital to digital platform) £10,000 per district</td>
<td>100,000</td>
<td>100,000</td>
<td>200,000</td>
</tr>
<tr>
<td>Establish Model Office</td>
<td>20,000</td>
<td>20,000</td>
<td>0</td>
</tr>
<tr>
<td>Develop Help Desk</td>
<td>0</td>
<td>50,000</td>
<td>50,000</td>
</tr>
<tr>
<td>Archive existing files at Districts and train staff £3000 per office</td>
<td>0</td>
<td>150,000</td>
<td>35,000</td>
</tr>
<tr>
<td>SUB-TOTAL</td>
<td>1,978,060</td>
<td>1,557,960</td>
<td>4,492,65</td>
</tr>
</tbody>
</table>

### Land Use Planning and Mapping

<table>
<thead>
<tr>
<th>Activity</th>
<th>Amount</th>
<th>Amount</th>
<th>Amount</th>
<th>Amount</th>
<th>Amount</th>
<th>Amount</th>
<th>Amount</th>
<th>Amount</th>
<th>Amount</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assist districts to validate their land use plans and development of land use guidelines</td>
<td>8,750</td>
<td>8,750</td>
<td>23,000</td>
<td>7,000</td>
<td>7,000</td>
<td>9,000</td>
<td>31,750</td>
<td>GoR</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Acquisition of surveying and mapping equipment at district and sector level and training in the use of the equipment</td>
<td>54,000</td>
<td>54,000</td>
<td>748,800</td>
<td>748,800</td>
<td>802,800</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Acquisition of large scale maps for major cities through aerial photos</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>JICA (to be negotiated)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SUB-TOTAL</td>
<td>62,750</td>
<td>62,750</td>
<td>771,800</td>
<td>755,800</td>
<td>7,000</td>
<td>9,000</td>
<td>0</td>
<td>834,550</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Capacity development implementation
### Various training in land administration and land use

<table>
<thead>
<tr>
<th>3.1</th>
<th>Various training in land administration and land use</th>
<th>320,000</th>
<th>243,000</th>
<th>3,000</th>
<th>3,000</th>
<th>3,000</th>
<th>252,000</th>
<th>SIDA + Other DPs</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.1.1</td>
<td>Formal training</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>SIDA + Other DPs</td>
</tr>
<tr>
<td>3.1.1.1</td>
<td>District land professionals trained in land administration at MSc level (international) 5 per year- 5 are being trained currently at ITC Netherlands</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>SIDA + Other DPs</td>
</tr>
<tr>
<td>3.1.1.2</td>
<td>District land professionals trained in land administration at post graduate level (nationally) include travel each weekend for two years</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>SIDA + Other DPs</td>
</tr>
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### Various training in land management and mapping

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<th>165,000</th>
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<td>Two RNRA staff trained in Cartography at MSc level</td>
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### Stand Alone Technical Assistance and Exchange programmes

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### Exchange programmes

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<th>0</th>
<th>DPs</th>
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### Local TA

| 4.4 | Local TA | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | GoR |

### Information service development (web, others)

| 4.5 | Information service development (web, others) | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | GoR |

### Cost accounting expertise

| 4.6 | Cost accounting expertise | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | DPs |

### Turning Land Administration into customer/market oriented service

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<td>Year 2</td>
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Contributions Year 1 Year 2 Percentage
---
DFID AND Netherlands Contribution (Basket Fund) | 3,014,70 04 | 5,913,00 60 | 8,927,764 82.3%
GoR | 258,520 0 | 252,540 0 | 511,060 4.7%
SIDA and Other DPs | 10,000 0 | 1,397,00 00 | 1,407,000 13.0%
JICA (to be negotiated) | 0 0 | 0 0 | 0 0 0.0%
Sub Total | 3,283,224 896,307 | 7,562,600 2,825,740 | 10,845,824 100.0%
9 Gantt Chart of Programme January 2014 to June 2015 inclusive

Table 13 Gantt Chart
<table>
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<th>ID</th>
<th>Task Name</th>
<th>Milestone</th>
<th>Project Summary</th>
<th>External Milestone</th>
<th>External Tasks</th>
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<td>Land Administration Systems and Sustainability of LTR</td>
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<tr>
<td>2</td>
<td>Support to complete pending titling including wetlands and grouped settlements (imidugudo)</td>
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<td>Complete LTR in Wetlands and Grouped Settlements</td>
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<td>Obtain list of leases approved</td>
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<td>Ensure adequate space is available</td>
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<td>Print and compile leases for distribution</td>
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<td>Distribute Leases to cells</td>
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<td>Transition phase for Land Administration (turnkey Project)</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>79</td>
<td>Land Week (Group discussions and outreach)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>80</td>
<td>Mass communication Year 4</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>81</td>
<td>Mass communication report</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>82</td>
<td>LAIS Development and Connectivity to Districts</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>83</td>
<td>Local IT consultant to take local ownership of LAIS 2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>84</td>
<td>Kadastra to complete LAIS 2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>85</td>
<td>Ensure LAIS is stable, secure and capable of being used in Districts</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>86</td>
<td>Connecting LAIS to Districts (semi digital to digital platform)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>87</td>
<td>Scope future developments for LAIS</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>88</td>
<td>Further develop LAIS (condominium, web services, smartphone etc)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>89</td>
<td>LAIS Status Report</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>90</td>
<td>Continuing review and modification of LAIS as necessary</td>
<td></td>
<td></td>
<td></td>
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<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Establish Model Office</th>
</tr>
</thead>
<tbody>
<tr>
<td>Determine location of model office</td>
</tr>
<tr>
<td>Agree on staff and management</td>
</tr>
<tr>
<td>Ensure all necessary equipment is in place</td>
</tr>
<tr>
<td>Train management and staff to required standard</td>
</tr>
<tr>
<td>ID</td>
</tr>
<tr>
<td>-----</td>
</tr>
<tr>
<td>190</td>
</tr>
<tr>
<td>191</td>
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<td>192</td>
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<td>211</td>
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<td>212</td>
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<td>213</td>
</tr>
<tr>
<td>214</td>
</tr>
<tr>
<td>215</td>
</tr>
<tr>
<td>216</td>
</tr>
</tbody>
</table>
10 Logframe-Updated with new output indicator #2.4-Dec 2013

<table>
<thead>
<tr>
<th>PROGRAMME NAME</th>
<th>SUPPORT FOR LAND TENURE REGULARISATION (LTR) IN RWANDA</th>
<th>ARIES No.</th>
</tr>
</thead>
<tbody>
<tr>
<td>IMPACT</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Impact Indicator 1</strong></td>
<td>Baseline 2005</td>
<td>Milestone Q1-2010</td>
</tr>
<tr>
<td>Contribute to poverty reduction, increased productive investment, optimization of land use, gender equality &amp; social harmony, throughout Rwanda.</td>
<td>Number of vulnerable households accessing credit and saving facilities.</td>
<td>Planned</td>
</tr>
<tr>
<td></td>
<td>Achieved</td>
<td>17,626</td>
</tr>
<tr>
<td>Source(s)</td>
<td>Targets set in the EDPRS 2011 CPA Framework [Improved social safety net] MINALOC annual reports. Write to Minaloc asking whether they have this information disaggregated under vulnerable and not accessing credit facilities. Infor for 2012, 2013, 2014</td>
<td></td>
</tr>
</tbody>
</table>

| Proportion of arable land sustainably managed against soil erosion. | Planned | 40% | 50% | 60% | 70% | 80% | 80% |
| Achieved | 80.9% | 87.3% | 92% | | | EDPRS 2013 to be realised Oct.2013 |
| Source(s) | Targets set in the EDPRS 2011 CPA Framework [increased agricultural productivity] MINAGRI/MINIRENA/MINIFOM annual reports. A research was done by |

| Proportion of female population of Rwanda who access land titles singly or jointly. | Planned | NA | 2% | 10% | 20% | 30% | 40% |
| Achieved | Not Avail | Not Avail | 23.8% | | | |
| Source(s) | Targets set in the Min’ NR (2009-13) strategic plan-land admin’ policy, legal & regulatory framework. |
**Impact Indicator 4**

Percentage of citizens who feel that they participate actively in local decision making.

<table>
<thead>
<tr>
<th></th>
<th>Baseline 2005</th>
<th>Milestone Q1-2010</th>
<th>Milestone Q1-2011</th>
<th>Milestone Q1-2012</th>
<th>Milestone Q1-2013</th>
<th>Milestone Q1-2014</th>
<th>Target Q1-2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Planned</td>
<td>65%</td>
<td>72%</td>
<td>75%</td>
<td>78%</td>
<td>80%</td>
<td>80%</td>
<td>80%</td>
</tr>
<tr>
<td>Achieved</td>
<td></td>
<td>83.6%</td>
<td>74.23%</td>
<td>87%</td>
<td>EDPRS 2013 to be realised Oct.2013</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source(s)  
Targets set in the EDPRS 2011 CPA Framework [enhanced gains through good governance]  
NURC, IRC opinion survey, citizen report cards

**Assumptions**
1. Agricultural input and output markets respond to demand.
2. Ability of banks and other finance institutions to issue loans for productive investment using the documents issued as collateral.
3. Other socio-economic

**Outcome Indicator 1**

Percentage of area of privately owned land held under written title.

<table>
<thead>
<tr>
<th></th>
<th>Baseline 2005</th>
<th>Milestone Q1-2010</th>
<th>Milestone Q1-2011</th>
<th>Milestone Q1-2012</th>
<th>Milestone Q1-2013</th>
<th>Milestone Q1-2014</th>
<th>Target Q1-2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Planned</td>
<td>1%</td>
<td>10%</td>
<td>30%</td>
<td>50%</td>
<td>70%</td>
<td>80%</td>
<td>80%</td>
</tr>
<tr>
<td>Achieved</td>
<td></td>
<td>1%</td>
<td>1%</td>
<td>9.2%</td>
<td>89%</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source(s)  
Targets set in the EDPRS CPA Framework [optimal utilisation of natural resource]  
MINELA/NLC annual reports.

**Outcome Indicator 2**

<table>
<thead>
<tr>
<th></th>
<th>Baseline 2009</th>
<th>Milestone Q1-2010</th>
<th>Milestone Q1-2011</th>
<th>Milestone Q1-2012</th>
<th>Milestone Q1-2013</th>
<th>Milestone Q1-2014</th>
<th>Target Q1-2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Planned</td>
<td>(a) NA</td>
<td>(b) NA</td>
<td>(c) NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
</tr>
<tr>
<td>Achieved</td>
<td>(a) NA</td>
<td>(b) NA</td>
<td>(c) NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
</tr>
</tbody>
</table>

Source(s)  
(a) Annual quantitative field surveys from a representative sample; LTR programme annual reports.  
(b) GoR Census Data. Quantitative survey by NGO or civil society organisation or research institute.
(c) RNRA financial accounts

Outcome Indicator 3

Baseline 2006/9 | Milestone Q1-2010 | Milestone Q1-2011 | Milestone Q1-2012 | Milestone Q1-2013 | Milestone Q1-2014 | Target Q1-2015
---|---|---|---|---|---|---
Planned | (a) 83% | ≥ 83% | ≥ 83% | ≥ 83% | ≥ 83% | ≥ 83%
(b) 96% | ≥ 96% | ≥ 96% | ≥ 96% | ≥ 96% | ≥ 96% | ≥ 96%
(c) 91% | ≥ 91% | ≥ 91% | ≥ 91% | ≥ 91% | ≥ 91% | ≥ 91%
Achieved | (a) Not Avail | (b) Not Avail | (c) Not Avail | (a) 85.1% | (b) 96.6% | (c) 93.2%

Source(s) Questionnaire surveys by RNRA – ‘SIAPAC M&E baseline survey (Jan’ 2012)
Annual questionnaire surveys by NGO or civil society organisation or research institute.
LTR programme annual reports.

5. Policy and practice e.g. on development planning and expropriation promote inclusive development and avoid dispossessing the poor.
6. Women’s empowerment expands in other spheres of economic activity.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) women</td>
<td>7%</td>
<td>7%</td>
<td>7%</td>
<td>7%</td>
<td>7%</td>
<td>7%</td>
<td>7%</td>
</tr>
<tr>
<td>(b) men</td>
<td>5%</td>
<td>5%</td>
<td>5%</td>
<td>5%</td>
<td>5%</td>
<td>5%</td>
<td>5%</td>
</tr>
<tr>
<td>(c) married couples</td>
<td>84%</td>
<td>84%</td>
<td>84%</td>
<td>84%</td>
<td>84%</td>
<td>84%</td>
<td>84%</td>
</tr>
<tr>
<td>(d) other categories</td>
<td>4%</td>
<td>4%</td>
<td>4%</td>
<td>4%</td>
<td>4%</td>
<td>4%</td>
<td>4%</td>
</tr>
</tbody>
</table>

**Source(s)**
Registrar of Land Titles at RNRA Lands & Mapping Department.
RNRA Lands & Mapping Department digital records; LTR monthly, quarterly & annual reports LTRSP field records (RNRA), NLC Registrar of Land Titles Annual questionnaire surveys by NGO, civil society organisation or research institute. Media reports.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) # of Cells where land committee members trained to respond to FAQ.</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>50</td>
<td>1,500</td>
<td>2,000</td>
</tr>
<tr>
<td>(b) # of Cells where information packages have been provided on land rights.</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>1,000</td>
<td>2,000</td>
<td></td>
</tr>
</tbody>
</table>

**Source(s)**
(a)RNRA district training reports; LTR programme annual reports.
(b) Annual questionnaire surveys by civil society organisation

**IMPACT WEIGHTING (%)**
75%

**RISK RATING (H, M, L)**
MEDIUM
### OUTPUT 2

#### Output Indicator 2.1

**Baseline (2009)**

<table>
<thead>
<tr>
<th>Milestone Q1-2010</th>
<th>Milestone Q1-2011</th>
<th>Milestone Q1-2012</th>
<th>Milestone Q1-2013</th>
<th>Milestone Q1-2014</th>
<th>Milestone Q1-2015</th>
<th>Target Q1-2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>0</td>
<td>4</td>
<td>16</td>
<td>23</td>
<td>30</td>
<td>30</td>
<td>30</td>
</tr>
<tr>
<td>0</td>
<td>0</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

**Achieved**

<table>
<thead>
<tr>
<th>Milestone Q1-2010</th>
<th>Milestone Q1-2011</th>
<th>Milestone Q1-2012</th>
<th>Milestone Q1-2013</th>
<th>Milestone Q1-2014</th>
<th>Milestone Q1-2015</th>
<th>Target Q1-2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>0</td>
<td>0</td>
<td>7</td>
<td>23</td>
<td>30</td>
<td>30</td>
<td>30</td>
</tr>
<tr>
<td>0</td>
<td>0</td>
<td>3</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

**Assumptions**

7. Decentralisation and Civil Service Reform processes proceed in a favourable manner.

8. Mayors acknowledge the position of the RNRA as the mandated authority for oversight of the nation’s land resources.

9. Courts are able to settle promptly disputes that are referred up from local mediation /abunzi.

10. Significant numbers of landholders do not opt out of

---

#### Output Indicator 2.2

**Baseline (2009)**

<table>
<thead>
<tr>
<th>Milestone Q1-2010</th>
<th>Milestone Q1-2011</th>
<th>Milestone Q1-2012</th>
<th>Milestone Q1-2013</th>
<th>Milestone Q1-2014</th>
<th>Milestone Q1-2015</th>
<th>Target Q1-2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>0%</td>
<td>0%</td>
<td>10%</td>
<td>80%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
</tr>
<tr>
<td>0%</td>
<td>0%</td>
<td>10%</td>
<td>80%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
</tr>
<tr>
<td>0%</td>
<td>0%</td>
<td>10%</td>
<td>80%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
</tr>
<tr>
<td>(a) NA</td>
<td>(b) NA</td>
<td>(c) Not Avail</td>
<td>(d) Not Avail</td>
<td>(e) Not Avail</td>
<td>(f) Not Avail</td>
<td>(g) Not Avail</td>
</tr>
</tbody>
</table>

**Achieved**

<table>
<thead>
<tr>
<th>Milestone Q1-2010</th>
<th>Milestone Q1-2011</th>
<th>Milestone Q1-2012</th>
<th>Milestone Q1-2013</th>
<th>Milestone Q1-2014</th>
<th>Milestone Q1-2015</th>
<th>Target Q1-2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>0</td>
<td>0</td>
<td>60%</td>
<td>70%</td>
<td>80%</td>
<td>80%</td>
<td>80%</td>
</tr>
<tr>
<td>0</td>
<td>0</td>
<td>30%</td>
<td>70%</td>
<td>60%</td>
<td>30%</td>
<td>20%</td>
</tr>
<tr>
<td>0</td>
<td>0</td>
<td>0%</td>
<td>Not Avail</td>
<td>Not Avail</td>
<td>Not Avail</td>
<td>Not Avail</td>
</tr>
</tbody>
</table>

**Source(s)**

Administrative Records, Registrar of Land Titles/ RNRA

---

#### Output Indicator 2.3

**Baseline (2009)**

<table>
<thead>
<tr>
<th>Milestone Q1-2010</th>
<th>Milestone Q1-2011</th>
<th>Milestone Q1-2012</th>
<th>Milestone Q1-2013</th>
<th>Milestone Q1-2014</th>
<th>Milestone Q1-2015</th>
<th>Target Q1-2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>50,000</td>
<td>115,000</td>
<td>250,000</td>
</tr>
<tr>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>0.7%</td>
<td>1.4%</td>
<td>3.1%</td>
</tr>
</tbody>
</table>

**Planned**

<table>
<thead>
<tr>
<th>Milestone Q1-2010</th>
<th>Milestone Q1-2011</th>
<th>Milestone Q1-2012</th>
<th>Milestone Q1-2013</th>
<th>Milestone Q1-2014</th>
<th>Milestone Q1-2015</th>
<th>Target Q1-2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>50,000</td>
<td>115,000</td>
<td>250,000</td>
</tr>
<tr>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>0.7%</td>
<td>1.4%</td>
<td>3.1%</td>
</tr>
</tbody>
</table>

**Assumptions**

7. Decentralisation and Civil Service Reform processes proceed in a favourable manner.

8. Mayors acknowledge the position of the RNRA as the mandated authority for oversight of the nation’s land resources.

9. Courts are able to settle promptly disputes that are referred up from local mediation /abunzi.

10. Significant numbers of landholders do not opt out of

---

Institutions and systems for all aspects of land management set out in the 2005 Organic Land Law established, accommodated and equipped to Sector level.

**Source(s)**

Administrative Records, Registrar of Land Titles/ RNRA
<table>
<thead>
<tr>
<th>during year by:</th>
<th>(a) number.</th>
<th>(b) % of registered titles</th>
<th>(c) Transaction fees. (RWF billion) collected per year by DLBxs.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Achieved</td>
<td>(a) NA</td>
<td>(b) NA</td>
<td>(c) NA</td>
</tr>
<tr>
<td>Source(s)</td>
<td>Administrative Records, Registrar of Land Titles/RNRA Lands &amp; Mapping Dept.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>% of post LTR transactions processed without referring back to sources:</td>
<td>(a) District to Zone</td>
<td>(b) Sector to District</td>
<td>Planned</td>
<td>a) NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
</tr>
<tr>
<td>Achieved</td>
<td>a) NA</td>
<td>(b) NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
</tr>
</tbody>
</table>

| Source | LAIS 2 reports on transactions and referrals |

<table>
<thead>
<tr>
<th>IMPACT WEIGHTING (%)</th>
<th>25%</th>
</tr>
</thead>
<tbody>
<tr>
<td>RISK RATING M</td>
<td>HIGH</td>
</tr>
</tbody>
</table>

Notes:

1. Milestones are end of Q1 – 31st March each year.
2. Some 10 million land parcels.
3. Should include the most important items in the information package e.g. FAQ booklet; visit to LTR office, LTR facilitated meeting/training/workshop…package to be agreed and to be included in the questionnaire.
4. Disaggregate by gender
5. Table 2, PC Report, Support to Phase 1 of the Land Reform Process in Rwanda, Narrative Report & PCR Matrix, Norfolk & Mutijima, 27.5.2009
6. 0% because the programme will have finished demarcation activities but claims receipts will still be issued.
7. Private Companies, GoR, Churches etc. excluding parcels with unknown information
8. Because this was a gender sensitive process if proportion of married registrations reduces and male only increases from baseline this could indicate gender discrimination
9. The equation is: # of Unique Claimants in the stated group x # of parcels held by that group x average size of a parcel, expressed as a percentage of the whole.
10. Four of the thirty District Offices double up as Zonal Offices
11. Headquarters building construction still requires a due process of agreement between key programme stakeholders
12. The skills required in land administration will include but not be restricted to land law and cadastre, land information management, and land survey. The staffs who are considered at National Level are those in the Land Administration Unit (7), at Zonal Level the DRLT (5) and at least 3 staff members in each District. Provisions for these training will be through long term formal training and tailored short courses to local needs in specific areas as provided for in the training needs assessment.

13. 2.4 a Exact wording: % of transactions from the districts accepted by the deputy registrars without having to revert back to the district for additional documentation or information.

14. 2.4 b Exact wording: % of transactions from the sectors accepted by the districts without having to revert back to the sector for additional documentation or information.
### 11 Risk Assessment and suggested mitigation measures

There are a number of risks associated with this programme which could affect its successful implementation and more importantly prevent Rwanda maintaining a land registration system that accurately reflects parcels, rights and right owners on the ground.

Table 14  List of risks categorised into high, medium and low after consideration of potential impact and likelihood of occurrence.

<table>
<thead>
<tr>
<th>No</th>
<th>Task and Risk</th>
<th>Probability</th>
<th>Impact</th>
<th>Mitigation</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Ensuring transactions are registered</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.</td>
<td>Risk that people believe that having obtained a title document, no further action is required</td>
<td>High</td>
<td>High</td>
<td>Review the communication message Implement the awareness strategy</td>
</tr>
<tr>
<td>2.</td>
<td>Risk that people do not see any need to register new transactions</td>
<td>High</td>
<td>High</td>
<td>Review the communication message Implement the awareness strategy</td>
</tr>
<tr>
<td>3.</td>
<td>Risk that the effort / cost of registering the transactions outweighs the perceived benefit.</td>
<td>High</td>
<td>High</td>
<td>Review the communication message Implement the awareness strategy Decentralise transaction services at sector level Reduce and remove transaction fees where necessary Cross subsidise fees say for inheritance from commercial transactions or sale of data.</td>
</tr>
<tr>
<td>4.</td>
<td>Risk that titling is not completed</td>
<td>Low</td>
<td>Low</td>
<td>Review reasons for not completing and provide interventions.</td>
</tr>
<tr>
<td>5.</td>
<td>Risk that existing titles have been lost</td>
<td>Low</td>
<td>High</td>
<td>Reprint lost titles</td>
</tr>
<tr>
<td>6.</td>
<td>Risk that titles distributed to cell level are lost or destroyed</td>
<td>Medium</td>
<td>High</td>
<td>Return to Sectors all titles not distributed within one month</td>
</tr>
<tr>
<td></td>
<td>Support to complete pending titling including wetlands and grouped settlements (imidugudu)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>7.</td>
<td>Risk cannot find suitable people available when required</td>
<td>Medium</td>
<td>Medium</td>
<td>Expand the search for people. Modify timeline to accommodate people who may be available later. Modify requirements. Introduce staff retention schemes</td>
</tr>
<tr>
<td>8.</td>
<td>Risk that people needed post intervention are not given</td>
<td>Medium</td>
<td>Medium</td>
<td>Make case to provide long term funding for required posts</td>
</tr>
<tr>
<td>permanent contracts</td>
<td>Construction and equipping of district land offices</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>---------------------</td>
<td>---------------------------------------------------</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>9.</td>
<td>Risk that contractor fails to build or build on time</td>
<td>Medium</td>
<td>Medium</td>
<td>Careful selection of contractor Monitoring of progress of works Enforce penalty clause in contract Replace contractor</td>
</tr>
</tbody>
</table>

**Communication strategy implementation**

<table>
<thead>
<tr>
<th>10.</th>
<th>Lack of clarity on messages to be communicated</th>
<th>Medium</th>
<th>High</th>
<th>High level monitoring of messages to be distributed. Clarification of message before it is distributed.</th>
</tr>
</thead>
<tbody>
<tr>
<td>11.</td>
<td>Target audience not reached</td>
<td>Medium</td>
<td>High</td>
<td>Careful identification of all target audiences Careful selection of communication channels Use of existing community communication channels or groups.</td>
</tr>
<tr>
<td>12.</td>
<td>Risk that communication strategy is successful but sectors and districts lack capacity to cope with additional workload – potentially deterring future compliance</td>
<td>Medium</td>
<td>High</td>
<td>Ensure sufficient staff are in place and adequately trained Provision of additional capacity during/immediately following key communication activities</td>
</tr>
</tbody>
</table>

**LAIS development and connectivity to districts**

<table>
<thead>
<tr>
<th>13.</th>
<th>No local ownership of LAIS</th>
<th>High</th>
<th>High</th>
<th>A local IT consultant needs to be appointed on a contract which will result in them becoming a permanent member of RNRA. Enhance the knowledge and capacity of RNRA’s developers team Ability to replace consultant if necessary.</th>
</tr>
</thead>
<tbody>
<tr>
<td>14.</td>
<td>LAIS is not a stable system</td>
<td>Low</td>
<td>High</td>
<td>Complete development of LAIS 2. A full independent test of LAIS stability is needed before it is accepted. Any stability problems must be resolved. If necessary by bringing in new or additional developers. Internal ICT capacity needed to resolve any future issues that may arise.</td>
</tr>
<tr>
<td>15.</td>
<td>Connection to district not stable (probably due to electricity problems)</td>
<td>Medium</td>
<td>Medium</td>
<td>Installation of UPS (Uninterruptable power supply), possibly using solar power system.</td>
</tr>
</tbody>
</table>

**Key HQ and district equipment**

| 16.                 | Lack of coordination with other programmes, leading to over supply or | High   | Medium | Need for coordination between programmes to ensure that equipment provided where necessary |

---

9 The ICT Advisers local and international should conduct this test. Independent means independent of the contractor,
<p>| | | | |</p>
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<tbody>
<tr>
<td><strong>undersupply</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>17. Equipment and software are not maintained or updated</td>
<td>High</td>
<td>High</td>
<td>Need for local ownership of equipment and software with a clear plan and budget for maintenance and updates</td>
</tr>
</tbody>
</table>

**Land Use Planning and Mapping**

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<tbody>
<tr>
<td>18. Risk that plans are not followed - lack of development control</td>
<td>High</td>
<td>High</td>
<td>Development control officer / unit recognised as a necessary part of the office and post is occupied</td>
</tr>
</tbody>
</table>

**Acquire survey and mapping equipment at district and sector level and train in the use of the equipment**

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<tr>
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</thead>
<tbody>
<tr>
<td>19. Inappropriate equipment selected</td>
<td>Medium</td>
<td>Medium</td>
<td>Advice is obtained on what constitutes equipment that is fit for purpose prior to procurement.</td>
</tr>
<tr>
<td>20. Staff not able to use equipment</td>
<td>Medium</td>
<td>High</td>
<td>Ensure that staff are trained in use of equipment and that there is follow up to procedures are being followed.</td>
</tr>
</tbody>
</table>

**Capacity development implementation**

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<tbody>
<tr>
<td>21. Not being able to recruit people with adequate competences</td>
<td>Medium</td>
<td>High</td>
<td>There needs to be adequate incentive to work and remain in the RNRA. Internal training development plan to provide a long term career structure within RNRA.</td>
</tr>
<tr>
<td>22. Key staff are removed for long term training</td>
<td>Medium</td>
<td>Medium</td>
<td>Strategic planning of staff training. Investigate and develop alternative approaches to training, including distance learning options, especially with national or regional universities.</td>
</tr>
<tr>
<td>23. No appropriate national postgraduate course in land administration available (for training 30 district land professionals)</td>
<td>High</td>
<td>Medium</td>
<td>In short term conduct training internally from programme advisers and RNRA staff. In longer term, develop agreements with institutions that appropriate courses are in place.</td>
</tr>
<tr>
<td>24. No appropriate course available on land valuation (for training two RNRA staff)</td>
<td>High</td>
<td>Medium</td>
<td>Need to find or develop a course on valuation that is appropriate for Rwanda, either nationally or regionally (European valuation methods are not generally applicable).</td>
</tr>
<tr>
<td>25. Exchange programmes: Exchange partner is not prepared or able to support long term placement</td>
<td>Low</td>
<td>Low</td>
<td>Need to ensure that exchange partners are prepared to host people on placements, by careful writing of the MOU. Need to ensure that placement is not prevented by visa restrictions.</td>
</tr>
</tbody>
</table>

**Turning Land Administration into a viable customer/market oriented service**

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<tr>
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</thead>
<tbody>
<tr>
<td>26. Laws on data management prevent development of marketable services</td>
<td>Medium</td>
<td>Medium</td>
<td>Need to evaluate the law and lobby for changes if necessary.</td>
</tr>
<tr>
<td>27. Income for services,</td>
<td>High</td>
<td>High</td>
<td>Alternative mitigations include:</td>
</tr>
</tbody>
</table>
especially in rural areas is insufficient to pay for staff and other costs

<table>
<thead>
<tr>
<th>Monitoring, evaluation and research</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>28.</strong> Data required to populate logframe cannot be collected at a reasonable cost</td>
</tr>
<tr>
<td><strong>29.</strong> Data required to populate logframe not available at appropriate time i.e. is based on surveys not yet completed</td>
</tr>
<tr>
<td><strong>30.</strong> Evaluation is not robustly conducted and/or does not adequately identify the impact of the programme</td>
</tr>
<tr>
<td><strong>31.</strong> Key pieces of research are not conducted in sufficient time to inform the implementation of the programme</td>
</tr>
</tbody>
</table>
Annex 1

Fast track appointments

The fast track appointments are ones that are needed in the very near future to get the programme working. In some cases there are people already known to the RNRA, others may take longer to identify. Ideally these fast track appointments should be in place by the end of Quarter 1 (January to March 2014), but realistically this may not be possible. The suggested solution is to use external consultants as short term substitutes until the appointments are made.

1. Appoint Land Administration Project Manager (Local)

   **Justification** - The programme covers a wide range of activities which if to be completed successfully will require a dedicated manager to manage the different players and inputs, as well as acting as the contact point to liaise with all the stakeholders. This important role can take away much of the day to day pressure on the RNRA DG and his deputy.

   **Role** - The person selected will:

   - Coordinate the overall implementation of the project;
   - Manage the programme of work (principally the establishment of an effective and efficient maintenance system with increasing levels of owner / customer inclusion and service levels), which will have to be put into a project plan, with annual workloads, targets etc;
   - Act as a L&M Department’s point of contact for Land Registration activities;
   - Develop solutions to problems as they arise during implementation of SLTR with local counterparts;
   - Prepare and supervise the establishment of the District Land Model Office;
   - Co-ordinate the review of existing Standards Operating Procedures (SOPs) and propose new ones when needs arise;
   - Inform the Deputy Director General and Director General of substantial issues requiring additional or changes in resourcing and manage the response for continued effective implementation of the project;
   - Co-ordinate activities and communication with District Land Offices;
   - Review of the communication message and supervise the message delivery to the public;
   - Carry out oversight of the project implementation and provide mentoring to staff;
   - Prepare ToRs for short term national and international consultants;

   The role of the Land Administration Manager will change slightly over the course of the period of their employment, as described below.

   **Timescale** – It is proposed that this individual will stay in post for at least the one and half years of the programme from January 2014 to end of June 2015. However, it is expected that this post will continue beyond mid 2015, subject to availability of additional funding. The Land Administration Manager will oversee and co-ordinate the activities underway to establish and maintain the register, but will still have to deal with remaining LTR activities – monitoring for example. From Jan 2014, the emphasis will have changed to mainly maintaining the register – but efforts may still need to be on-going to reach and exceed the target of 80% leases issued and in owners hands.
Key qualifications /skill set /experience: Ideally, will hold at least a first degree in land administration or related subject. Be well organised, capable of dealing with people at all different levels, and be able to manage an office and staff. Have previous experience in the RNRA or similar body, preferably working either on land regularisation, or of the managing a district, zonal or national office. They should also have previous experience of producing Terms of Reference, and management of staff. Experience in change management would be desirable.

2. Appoint Capacity Building Coordinator (Local)

Justification - The programme includes a large number of consultants and staff who need to be employed as well as existing staff in the RNRA whose capacity needs to be increased. In addition there is significant procurement of equipment, research, surveys and construction. A dedicated officer is needed to manage all of these capacity improvements by organising the tendering and selection, ensuring that the contracts are signed and complied with, monitoring activities and receipt of goods and services, and certifying completion or receipt of contracts, goods and services.

Role – The role will involve:

- Introducing a standard induction programme for all new registration staff at zonal and district level;
- Provision of a training plan for sector, district and zonal level;
- Provision of a dedicated and fully equipped training facility;
- Looking at specific provisions for retention of staff;
- Introducing a formalised approach to training evaluation;
- Developing ongoing discussions with education institutions and training providers;
- Considering the value and benefits of cross sector secondment;
- Budgeting and monitoring expenditure;
- Scheduling contracts and procurement
- Elaboration of terms of reference and requirements to match the needs at time of supply
- Procuring consultancies, goods and services following GoR rules and procedures, or in exceptional cases DP rules and procedures
- Introducing a knowledge management system to maximize lessons learnt and provide an information source for legislation, operating procedures, current news, transfer possibilities
- Monitoring supply and performance and taking early action to mitigate shortcomings or failure to deliver and overseeing the financial aspects of any contracted services to be procured;
- Providing procurement and finance statistics and advice to the Land Administration Manager and other managers within RNRA;
- Update procedures according to any changes in legislation;

Timescale – This will be a full time role the appointment should be as early as possible in 2014 and lasting to the end of the programme support in June 2015 (bearing in mind the previous comments about duration). This is one of the key posts that may be converted into permanent post after the programme.
Key qualifications /skill set /experience: Hold at least a first degree in training or administration. Be capable of developing and implementing detailed plans. Be able to analyse problems and produce practical solutions. Should have experience staff recruitment, training and development. Previous experience working with the RNRA or similar body would be desirable.

3. Appoint ICT Adviser (Local)

Justification: LAIS is complex set of software interfacing via the DLOs with claimants and others, such as the banks. Development has taken years, is still ongoing, and will continue into the foreseeable future, as it will have to be modified to meet future needs and technological changes. It is vital that there is local ownership of LAIS and the technological capability to deal with day to day problems, or at the very least to specify what external assistance will be needed to amend or extend it.

Role – The ICT Adviser role will involve:

- Understanding the requirements of LAIS, its current performance standards and how these are being met by the different components;
- Providing a single focal point for any problems or queries relating to LAIS; acting as the Help Desk;
- Investigating and, where possible, resolving any problems which require repair or modification of LAIS;
- Assess districts capacity (network, equipment, etc) in using LAIS before its deployment;
- Monitoring user needs and developing Use Cases together with the Land Administration Project Manager for any modifications that need to be made to the system;
- Monitoring the security of the system and ensuring that all data is backed up on a regular basis (daily) to a secure mirror, which will be located in a separate site;
- Conducting evaluations of LAIS in the districts and, when deployed, sectors;
- Modifying the system and training as necessary in light of findings from evaluations;
- Providing detailed Terms of Reference for any repair or modifications to LAIS;
- Monitoring of any changes to LAIS and only permitting changes after rigorous testing;
- Monitoring changes to components, both hardware and software and making recommendations to upgrade or change LAIS where appropriate;
- Identifying additional staff where required and providing ToR to the Capacity Building Coordinator and Land Administration Project Manager, as well as assisting on the selection process.
- Support RNRA IT department when necessary

Timescale – This will be a full time role beginning in January 2014 and lasting to the end of the programme support in June 2015 (bearing in mind the previous comments about duration).

Key qualifications /skill set /experience: Hold at least a first degree in computing or information and communications technology, preferably with GIS and database training. Be able to conduct needs assessments of ICT systems, evaluate existing systems and produce specifications for change. Have experience in managing database systems, preferably distributed systems where data is centrally managed but inputted and accessed remotely. Experience in GIS would be desirable. Experience in training and roll out of systems would also be desirable.
4. **Appoint ICT Adviser (International)**

**Justification:** LAIS is a complex development that now (with the development of LAIS 2) involves the integration of a textual database with a GIS (ArcGIS 9.3). At the time of writing (February 2013) LAIS 2 was not complete and it was estimated, by the Dutch Kadaster, that a further two months of development was needed to complete it. There should then follow an independent assessment of stability and security and, if suitable, roll out of the new system to the districts. Although it is planned that there should be local ownership of LAIS 2 in the form of a local ICT consultant or RNRA IT department, see Error! Reference source not found., the complexity of LAIS 2 is such that additional expert support is recommended.

It should be noted that because at present there is no true local ownership of LAIS it is very difficult to determine what is needed to complete it. The international ICT Adviser should provide this independent advice, but should ensure that the local ICT Adviser understands the system and has the confidence to determine what further work is needed as soon as possible.

**Role – The role will involve:**

- Providing support to the RNRA IT department and local ICT consultant, either physically present in Rwanda, or at a distance, as appropriate;
- Development of the ToR for the independent evaluation of LAIS 2’s stability;
- Assisting the RNRA developers and local ICT consultant with the roll out of LAIS 2 to the districts;
- Advising RNRA developers and the local ICT consultant on further developments of LAIS 2, based on the market survey.

**Timescale** – This is an intermittent role to be called in as required by RNRA. Identification will follow the recruitment of both the Capacity Building Coordinator and the Local ICT Consultant and will start in or after February 2014.

5. **Appoint 2 Training Officers (Local)**

**Justification:** The programme will bring about major changes in the working of RNRA and associated staff at HQ, District, Sector and Cell level. Training on existing and new procedures will be required within the life of the programme, and into the foreseeable future. Although local and international TA will be expected to provide training, this will only be transitory. Long term training capabilities must remain within the RNRA both to refresh the abilities of existing staff and to provide induction training for new staff.

**Role – The role will involve:**

- Together with the international Training Adviser, the Capacity Building Coordinator and the Land Administration Project Manager, plus any other advisers, as appropriate, to develop and maintain a training plan;
- To monitor consultants and procedures, but especially the Model Office and the resultant Standard Operating Procedures, and to develop training material from these;
- To devise and deliver training to RNRA and associated staff and management to ensure that the land administration system is maintained.
- To monitor the understanding of RNRA and associated staff and to recommend and provide training where there is a need;
- To provide feedback to the Land Administration Project Manager and Capacity Building Coordinator on any additions or modifications that arise during the training.
**Timescale** – These are full time roles, which should start, as early as possible in 2014 and lasting to the end of the programme support in June 2015 (bearing in mind the previous comments about duration). These are key posts that may be converted into permanent posts after the programme, as trainings will continue even after the programme finishes.

**Key qualifications /skill set /experience:** Hold at least a first degree in education. Be well organised, capable of understanding complex systems and then devising training strategies, be able to provide other officers with guidance on training. Applicants should ideally have had experience of training in a commercial environment, where they have had to understand the needs of the organisation, the abilities of the staff, and to design and deliver appropriate training.

6. **Appoint GIS Adviser (Local)**

**Justification:** GIS is now a core part of LAIS, at the RNRA HQ, but also at district and zonal level. It is also central to land use planning, especially if development control is introduced. Being central to LAIS and Land Use planning there is a need for continual local support.

**Role** – The role will involve:

- Support the GIS functionality of LAIS and assist the ICT adviser on the maintenance and development of LAIS;
- To manage the modifications to the LAIS Geo-database based on parcel mutations (subdivisions and amalgamations), which have been provided outside of LAIS (i.e. on paper);
- Train and develop training material for the 30 District and six Zonal GIS Processors
- Monitor the work of the 30 District and six Zonal GIS Processors and provide additional training as necessary;
- Monitor developments in GIS and advise whether to maintain the current software (ArcGIS 9.3) or upgrade to a newer version, or switch, probably to a free to use version, such as QGIS (formerly Quantum GIS).

**Timescale** – This is a full time role which should start as early as possible in 2014 and last to the end of the programme support in June 2015 (bearing in mind the previous comments about duration). This is one of the key posts that may be converted into permanent post after the programme.

**Key qualifications /skill set /experience:** Hold at least a first degree in ICT, Geography, Surveying or other related subject with extensive GIS training and experience. Sound practical knowledge of GIS and the relationship with databases. Ability to work with other professionals and develop viable solutions to problems. Experience in the use of GIS, preferably in relation to land rights or cadastre. Experience in the use of GIS to manage and display survey data.

7. **Appoint 30 District and 5 Zonal LAIS Processors**

**Justification:** Having LAIS operational at district and zonal level is integral to having a viable maintenance system for the land registration data. However, it may not be necessary, desirable or possible to have all 30 districts working at the same time. Although the Kigali districts are ready to have LAIS fully operational, some of the rural districts still lack offices, but it may also be the case that there is not enough work to justify a full time LAIS processor in every district, while other districts could justify having more than one. It
is also the case that additional processors will need to be recruited, or other staff trained, to ensure continual cover, where this is needed, where staff are absent due to illness, leave or further training.

**Role** – The role will involve:

- Check all requirements for transactions are met (where there is no land administrator);
- Operation of LAIS at either district or zonal level;
- Ensuring that all equipment is working, notifying the ICT Adviser if the system is not working - either repairing it, or ensuring that it is repaired;
- Suggest any improvement to the system that may improve / help their work;

At District Level:

- Receiving claimants’ files, checking that person transferring or modifying rights is in fact the owner of that right and there are no encumbrances to the transfer or modification;
- Making a provisional modification of LAIS (LAIS can only be modified if the Registrar at national level or Deputy Registrar at zonal level approves the transaction);
- Scanning any supporting documents and uploading into LAIS.

At Zonal Level

- Receiving applications from Districts. Making these available for the Deputy Registrar to view;
- If approved, printing leases, certificates and extracts and transmitting them to respective districts;
- Sort and pack all the printed leases and send them to the district;
- If not approved, advising the district of the reasons for not approving;
- Generate various reports from LAIS as required by the Deputy registrar or Lands & Mapping managers.

**Timescale** – These are full time roles where staff should be in place before LAIS is rolled out, ideally in the first quarter of 2014. The posts will continue into the foreseeable future, although support from this project will end in June 2015 (bearing in mind the previous comments about duration). These are key posts that will be converted into permanent posts after the programme.

8. **Appoint 30 District and 5 Zonal GIS Processors**

**Justification:** Any application that requires a spatial change in the parcel, either because of subdivision, amalgamation or rectification of the boundaries or correction of LTR errors, will require that the geometry of the parcel is modified. The GIS processor makes these changes. In addition they will have a role in holding and modifying the land use plan, developing local area plans (detailed land use plans) and monitoring land use change (development control).

**Role** – The role will involve:

- Receiving requests for modification of parcel boundaries, this first being authorised by the DLO;
- Making provisional modifications of parcel geometry - the modifications can only be implemented after the Deputy Registrar has approved the application;
- Modifying the land use plan (structure plan) on instructions from the district;
- Developing local area plans, as advised by the district;
- Updating land cover, or recording development control;
- Assisting with location of parcels, based on UPI or name of right holder.

**Timescale** – These are full time roles where staff should be in place before LAIS is rolled out, ideally in the first quarter of 2014. The posts will continue into the foreseeable future, although support from this project will end in June 2015 (bearing in mind the previous comments about duration). These are key posts that will be converted into permanent posts after the programme.

9. **Appoint a Construction Manager for the seven District Offices**

**Justification:** Seven district offices need to be constructed as a matter of urgency. Supervision of site, design, building and fitting out is needed.

**Role** - The role requires:

- Selection of sites in the same compound, or close to existing district offices;
- The review of the standard office design, compared with the land available for construction in each district;
- Obtaining MINLOC and District approval for design and location of new offices (in the same compound as other district offices);
- Tendering for construction of offices; the contract being with RNRA;
- Approving, when appropriate, the construction of first three offices;
- With the Capacity Development Coordinator, arranging for the equipping and furnishing of these three offices;
- Approving, when appropriate, the construction the last four offices;
- With the Capacity Development Coordinator, arranging for equipping and furnishing of these four offices.

**Timescale** – The construction of the offices should start as soon as possible. This post must therefore be filled as soon as possible to ensure completion by Quarter 6, June 2015.

**Normal track appointments**
The normal track appointments are not as urgent. In some cases the consultants should be in post as early as possible in Quarter 2 (April to June 2014), but in others it could be later. However, it is recommended that all consultants are selected and contracted as soon as possible, but are available as and when required by the programme.

1. **Appoint Monitoring and Results Adviser (local)**

**Justification:** Monitoring is the means by which we evaluate the impact and outcomes of the work being done. A common comment on the current logframe is “its alright but it is not being kept up to date”. This is partly due to the difficulty of measuring some of the parameters, but also because there is no one person dedicated to the task with the time to do the research, commission surveys where appropriate, and compile the data. Monitoring and evaluation will show the results of the programme and how they are contributing to higher-level objectives (for example the second Economic Development and Poverty Reduction Strategy - EDPRS 2, and the Rwanda Aid policy). It is also an indication of value for money, and
can allow the donor partners to relate some impact / outcome to the financial support they are providing. In brief, a full time member of staff is justified because of the amount of work involved to do the job well. The proposal is that this person’s role should go beyond the management of monitoring and evaluation – it should attempt to stimulate improved outcome and impact by taking pro-active actions (described further below).

**Role** – The role will involve:

- Monthly LTR Monitoring;
- Continuing monitoring of LTR on the Logframe established;
- Supporting L&M with the development of other monitoring activity e.g. a staff reporting module will be established;
- LAIS monitoring - Reporting Module to be established;
- Regular checks on data validity and revision of data collection process;
- Analysis of data to provide decision makers with the information required to improve the processes of LTR and LAS;
- Monitoring and Evaluation Activities;
- Studies required for DFID and other donors; the M&R Adviser will be responsible contracting and coordinating surveys, for example the work previously done by SIAPAC for LTR;
- Support and co-ordination with other studies, such as WB and studies envisaged under the USAID Land Project;
- Contracting for small surveys required as and when requested;
- Provide specialist M&E input on behalf of L&M for any development of monitoring tools and indicators, and to liaise across government departments and with donors on the subject;
- Actively finding ways to improve the maintenance of the register.

**Timescale** – This is a role that needs to start as soon as possible after January 2014. Given its importance it may continue beyond July 2015.

2. **Appoint Public Relations and Communications Adviser (Local)**

**Justification:** Developing public awareness of the need to register transactions in land is vital if the registers are to reflect the actual parcels, rights and rights owners on the ground. Although lack of awareness is not the only reason that the registers are not being maintained, it is one of the main reasons. There are already communication materials produced by an on-going awareness campaign, Creative Eye, but this programme also intends to expand the campaign. It is therefore vital that there is local ownership of these campaigns, in the form of the PR and Communications Adviser who would ensure the implementation of the existing communication strategy and coordinate all other communication initiatives run by other stakeholders.

**Role:**

- Review all existing campaigns and determine:
  - The message they are trying to give;
  - The effectiveness of their campaigns; and
  - The weaknesses or gaps in these campaigns;
• Agree the message that needs to be given to the public; there is some confusion at present between the LTR and the maintenance of registers. As the LTR has now largely finished, the message should be about the need to maintain the registers by recording all transactions since LTR;
• Devise the best strategy for delivering the agreed message;
• Implement the delivery of the message, in conjunction with players already involved.

**Timescale** – This is a role that should already be in place. Early recruitment is therefore required and the post will be required beyond July 2015 into the foreseeable future. It is possible that this should become a permanent LTR post.

3. **Appoint Monitoring and Results Adviser (International)**

**Justification:** As can be seen from [Error! Reference source not found.](#) the monitoring and evaluation is important but also complex. Parameters used in the Logframe are often difficult to measure directly. Also the Monitoring and Evaluation Adviser is expected to look for ways of improving registration. An experienced international adviser is recommended to support the local adviser by suggesting tools and approaches that have worked elsewhere.

**Role** – The role will involve:

• Supporting the local adviser, by providing experience from other similar situations;
• Recommending alternative means of measuring the parameters in the logframe;

**Timescale** – This is an intermittent role to be called in as required by RNRA.

4. **Appoint Land Administration and Registration Adviser (local)**

**Justification:** Although the LTR programme is one of the great success stories of development assistance, not just in Rwanda, but worldwide, the same cannot be said for maintenance of the system. Every year, the register created by LTR becomes increasingly inaccurate as a reflection of land rights on the ground. As mentioned above, there are many reasons for this, but the registration process is one of them. The process should be smooth, simple and not require right holders to make repeated visits to sectors or districts because some information is incorrect, or the right people are not present. The Land Administration and Registration Adviser needs to look critically at all the processes involved in maintenance of the system to remove any impediments to registration. S/he also needs to look at innovative ways of registering transactions, or at the very least, providing information that will help registration.

**Role** – The role will involve:

• Understanding the current land administration and registration process;
• Review the current land administration procedures and update them;
• Include LAIS procedures in the land registration SOPs;
• In conjunction with the other advisers understand the impediments to registration;
• Refine the processes to remove as many impediments as possible;
• Contribute to the development of the SOPs, so that smooth and effective registration becomes the norm.

**Timescale** – This will be a full time role until such time as the system is running smoothly and efficiently.
5. Appoint Land Administration and Registration Adviser (International)

Justification: Land administration systems worldwide are similar, but not identical. The local Land Administration and Registration Adviser can benefit from the knowledge and experience of an international adviser with wide experience of other land administration systems.

Role – The role will involve:

- Supporting the local Land Administration and Registration Adviser;
- Reviewing the bottlenecks in the Rwandan system and providing advise on how to remove or mitigate them;
- Advise on how Rwanda land administration systems can meet the requirements of the land administration domain model;
- Providing examples of alternative approaches, which may be applicable to Rwanda.

Timescale – This is an intermittent role to be called in as required by RNRA.

6. Appoint Specialist in Condominium Law and Registration (International)

Justification: Rwanda has introduced a new condominium law n°15/2010 of 07/05/2010 creating and organising condominiums and setting up procedures for their registration. Condominium law allows for the freehold ownership of horizontally divided land, which means that apartments can be held under freehold (condominium) title. Registration of condominium units (strata lots) creates its own difficulties, as the condominium units cannot be defined on a standard 2D (two dimensional) cadastral map, as several units occupy the same footprint. However 3D (three dimensional) mapping or GIS is not a realistic option at present. In addition the relationship between the common parts of a condominium, usually the land and the structure of the building, and the condominium units (apartments) needs to be understood, both physically but also in relation to management and maintenance. All of these issues require the assistance of an experienced specialist in Condominium Law and Registration.

Role – The role will involve:

- Review and understand the current condominium law;
- If there are significant defects in the current law, make recommendations to remedy these defects;
- Advise on standard terms for condominium associations, relationships between common parts and condominium units, insurance, and maintenance agreements, including the creation of funds for long term maintenance and repairs;
- Advise on how to register condominiums and condominium units, including what information is needed to define the extent of both;
- Advise on the registration of condominium in LAIS

Timescale – This is an intermittent role to be called in as required by RNRA.

7. Appoint Trainer of Trainers (International)

Justification: The local trainers proposed above are more than likely to be people who have worked on LTR and therefore already have a sound understanding of at least part of the registration process. However, they may not have any training experience or qualifications. Although it would be possible to find existing trainers and train them in land administration, in reality it makes more sense to train people with land
administration backgrounds how to train. For this reason, a trainer of trainers should be brought in to give the Trainers the skills they need to train others.

**Role** – The role will involve:

- Identifying the level of knowledge and ability of the trainers;
- Understanding, at least in broad terms, the subject matter they will need to train on;
- Providing the trainers with instruction and experience which will help them to train others;
- Evaluate the trainers and provide them with guidance on how to improve their skills;
- Identify local resources, which can be used to test and upgrade the trainers’ skills.

**Timescale** – This is an intermittent role to be called in as required by RNRA, but it should be an early task before the trainers are required to train others. It is therefore vital that this training of trainers be completed before the SOPs are finished.

8. **Appoint Legal Draftsman (local)**

**Justification:** There is a requirement to code the land laws. This means that all laws and amendments should be brought together in a single volume. The reading and writing of the laws requires a legal draftsman.

**Role** – The role will involve:

- Reviewing all laws, amendments, rules and orders that relate to land and in particular the registration of land and the maintenance of the land register
- To prepare a single volume containing all relevant laws, amendments etc, cross referenced with notes on how they affect the current and proposed systems for maintaining the registers held and managed by RNRA.

**Timescale** – This is an intermittent role to be called in as required by RNRA.

9. **Appoint Archivist (local)**

**Justification:** District offices in particular often appear disorganised, although there are exceptions. Even in the well-organised offices there is no standardised system of archiving. In addition, there are many examples of offices keeping documents that are no longer needed now that the LTR is completed. At the same time they are holding leases which should be distributed.

The staff in the local offices have not been trained how to store files so that can be readily found, and they also often feel overwhelmed by the task required. A dedicated team of archivists and office manages is needed to develop a standard filing system, and to put the existing documents into order, including extracting those documents which are no longer needed and can be sent to the national archives. Importantly, they must also train the local staff how to maintain the system.

**Role** – The role will involve:

- Develop a standard filing system as part of the SOPs;
- Together with an archive team, visit every district and together with the district staff sort their documents into:
  - Files needed to maintain the registers
  - Files that can be archived and sent to a national archive centre;
Existing leases (titles) which have not been distributed, putting these into UPI order, batched into cells, ready for distribution to cells.

- Ensure that the district has adequate storage, in the form of filing cabinets and shelving to last for the next five years. The archive team will carry with it filing cabinets, shelves, file hangers, file cover, labels etc.;
- Train the district staff on maintenance of documents;
- Make further monitoring visits to ensure that documents are being adequately filed.

**Timescale** – This is will be a full time role once the archivist has been appointed, at least until July 2015. Further assistance may be needed depending on how the districts respond.

10. **Appoint Land Use Planning Consultant**

**Justification:** All districts have produced draft land use plans (structure plans) to guide development and ensure that Rwanda makes optimum use of its scarce land resources. These draft plans need to be converted into detailed local area plans at a scale that will allow monitoring of new developments. There also needs to be development control, so that developments that are contrary to the land use and local area plans are stopped, or at least reviewed.

**Role** – The role will involve:

- Supporting each district, by reviewing their land use plans and updating them;
- Assisting districts in writing up the text required to interpret the maps already produced;
- Assisting districts with the establishment of a development control system which will monitor development and take action where the development is contrary to the permitted development on that site;
- Assisting in the training of local staff in land use planning and development control.

**Timescale** – This is an intermittent role to be called in as required by RNRA.

11. **Appoint 416 Sector Land Managers**

**Justification:** To increase transactions people should be able to initiate transactions at the sector. In the past SLMs have been appointed, but lack of training means that many were not successful in increasing transactions. A concerted effort is now required to provide every sector with an SLM, and to provide each one with the necessary training and equipment to be able to help claimants with the claim process. The appointment of SLMs should be by the districts, but many districts do not have the funding to pay for them. To overcome this problem the Netherlands Embassy has indicated that it will provide interim funding for the SLMs.

**Role** SLMs will:

- Provide advice to people in the sector on the need to register transactions and how to make these registrations;
- Assist people complete the registration forms;
- Notarise documents;
- Identify parcel IDs, if these have been lost;
- Map parcel boundaries where there has been a change of geometry, due to subdivision or amalgamation;
• Deliver claims to the districts.

**Timescale** – SLMs need to be appointed in Quarter 2 (April to June 2014)