



INNOVATIONS FOR SUCCESSFUL SOCIETIES

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SCHER: My name is Daniel Scher and I'm the associate director of the Innovations for Successful Societies project, and I'm here with Mr. Leonard Rugwabiza, the DG (director-general) of national development planning and research at MINECOFIN (Ministry of Finance and Economic Planning).

RUGWABIZA: Yes.

SCHER: Sir, thank you very much for taking time out of your day to meet with me. I really appreciate it, because I know you have many other things on the go. As I mentioned before, I'm quite interested in learning more about MINECOFIN's role with the imihigo process. Before we talk about that, I wonder if you'd mind just introducing yourself and telling me a little bit about the positions you've held prior to this one here.

RUGWABIZA: *The positions I've had prior to this one, before joining actually the government, I was in the African Development Bank as an economist. I joined the government six months ago. But before that, I was actually in the government. So I did two years in the African Development Bank, but before the two years I was in Ministry of Finance again, actually working in this specific department, the strategic-planning unit. So I just came back home.*

SCHER: So you were here prior to 2007.

RUGWABIZA: Yes.

SCHER: How long were you here?

RUGWABIZA: *I'd been here since 2000.*

SCHER: From 2000 to 2007?

RUGWABIZA: *Yes, in 2007 I left for the African Development Bank, and came back last year in November.*

SCHER: So you were here for all of the decentralization process?

RUGWABIZA: Yes.

SCHER: And all of that, so you've really had firsthand knowledge of a lot of these processes.

RUGWABIZA: Yes.

SCHER: Excellent. I wonder if you could just tell me a little bit about your specific role here in this office and what its goals are and how you go about working with the plan, the various national plans that the government has in place.

RUGWABIZA: *Normally what we do here, I'm the director-general; it means that I head the department of planning and research. We've got a team within this one, we've got another team with a coordinator who is actually in charge of policy evaluation and research and a second team that is called the monitoring and evaluation. What we do here is we are like in charge of the Vision 20/20, making sure that the aspirations of Vision 20/20 are—[interruption.]*

SCHER: This is part two of the interview with Mr. Rugwabiza. You were just explaining the role of your office.

RUGWABIZA: *The role of the department here—we normally are in charge of the Vision 20/20, which means make sure that the objectives and the goals of the Vision 20/20 are achieved. We do that by developing strategies. We are not really the only one to develop the strategies, because there are different sectors, like health, education, infrastructure, agriculture. But at the very least we make sure that these strategies are in line with the Vision 20/20 aspirations that we've got.*

SCHER: OK.

RUGWABIZA: *And all these strategies, normally what we do is Vision 20/20 is long-term, long-term aspirations. We take it in two medium-term plans. One of these medium-term plans when we started is what we call the PRSP, which is the Poverty Reduction Strategy Paper. That was done, finalized in 2002. Now we are at the second-generation PRSP that we call the EDPRS. The reason why we named it the EDPRS, which is Economic Development and Poverty Reduction Strategy, is we wanted to emphasize economic development and growth in particular because the first PRSP is more focused on social results and we found that this time we wanted to focus on also, still do the social, but focus on the economic process because we think that it is the way out of poverty. So that's what this department does.*

What we do is do the consultations like if we are going to revise our Vision 20/20, do a midterm revision this year after 10 years, this department is supposed to start the consultations to review the Vision 20/20. This department does consolidate the EDPRS, all the strategies to bring it into EDPRS. So the other thing is, we are of course in charge of national development planning. It means that we develop ourselves into a center of excellence to support all the planning departments in different sectors, in different ministries. But not only in ministries. We also work with the Ministry of Local Administration to strengthen the planning at the decentralized level. So it means that we are in charge of giving training on planning, on monitoring and evaluation, to make sure that we are in charge of giving the guidelines, issuing guidelines for planning, for reporting.

SCHER: OK.

RUGWABIZA: *And specifically for the decentralized entities we always work with the Ministry of Local Government to make sure that it is adapted to the needs of the different decentralized entities.*

SCHER: OK. I'm particularly interested in that role or that part of your job because one of the things that I've been looking at with regards to imihigo is how the mayors in the districts are made to come up with plans that both reflect local needs and fit into national strategies and in particular the EDPRS as you've mentioned. So I was wondering if you could talk a little bit about your office's role in strengthening their capacity to come up with plans that fit both these criteria.

RUGWABIZA: *One of the things we do is mainly, in 2007, most of them were come up with up in 2007, the district development plans (DDPs). They developed most of them in 2007—2007 up to 2012—at the same time as we are developing actually the EDPRS. What we did is at the time, we recruited the local consultants to work with the districts to support the districts in developing the district development plans. We gave them guidelines, of course, but at the end of the day, all the district development plans were also inviting them; we are putting in place a*

team, making sure that the district development plans are revised and are of a certain quality at least for the monitoring and evaluation framework, but also taking into account the national priorities.

SCHER: I see. And just in terms of the monitoring and evaluation part of that, how have you gone about trying to build in metrics and measures that you can use to see how progress is being achieved and how the districts in particular are doing?

RUGWABIZA: *What we do is, the district normally reports against the EDPRS implementation on a quarterly basis. They report to the Ministry of Finance, with a copy to the Ministry of Local Administration. So they do exactly the same as the sector ministries. The line ministries also report quarterly to us. So the districts do the same. They do quarterly reports to make sure that EDPRS is being implemented. One of the reasons actually, if I can link it to the imihigo process—*

SCHER: Yes.

RUGWABIZA: *It is one of the reasons that came—the imihigo started in 2006, when the president of the republic actually challenged not only the districts but also the line ministries. But at first it was a challenge to the decentralized entities more than to the central government. This challenge of the president of the republic came at a time when he was getting the impression that priorities in EDPRS or in the PRSP, the national development priorities, were not being heard as fast as they should have been.*

SCHER: At the decentralized level.

RUGWABIZA: *Yes. So that is how we came up with this. The second thing is the issue of ownership—the issue of ownership of the district development plans that you wanted to address. So the district development plans had been developed with the support of consultants, but at the end of the day, in the implementation phases, you had the impression that there were not, the districts were not totally delivering against what the priorities were in the district development plans.*

So a way of having them deliver, it was actually to streamline the numbers, to reduce the number of priorities and tell them what you are going to be reporting against and evaluated against is a set of priorities that you determine yourself. So what you are doing here, what you normally do is the first step, and that is the guidelines that we are doing to make sure that the national priorities are clear at the central level. Central ministries—they go through the sector strategies and EDPRS and say these are the national priorities, like let's say for agriculture or for health or for education and this is the mode of transfer. So they have got the national priorities, but they also identify what is to be implemented at the decentralized level.

SCHER: OK.

RUGWABIZA: *Some of these national priorities can't be implemented by the ministry or by a central agency; they have to be implemented by the district level, the decentralized level. So these are—they need to identify those national priorities that have to be implemented at the decentralized level, and then the resources that go with them, which means the transfers we've got in our budget; in our national budget what you call earmarked transfers. So the Ministry of Health will defend the budget for let's say salary or for staff in district hospitals. This would go under a line of earmarked transfers. The Ministry of Education would come with the program of nine-year basic education to be implemented at the district*

level and they would put it under the line of earmarked transfers for nine-year basic education to different districts. So that would be assigned to the district, put in the budget of the district and has to be implemented by them.

The other thing is, if in case the national priorities to be implemented by the districts are not subject to earmarked transfers, they still need at the central level to identify where the resources will be coming from. If they are not coming from the budget as earmarked transfers, you have to say where they are going to come from, so that the districts at least know that these are the priorities we are asked to implement and these are the resources going with them.

SCHER: Sorry, who needs to identify where the resources are going to come from?

RUGWABIZA: *The central government.*

SCHER: The central government.

RUGWABIZA: *Yes, the different ministries, sector ministries in the central government.*

SCHER: OK.

RUGWABIZA: *Because you are actually decentralizing responsibility to the district for implementation. So you also need to tell them these are the resources that we are giving you. [interruption]*

SCHER: This is part three of the interview.

RUGWABIZA: *So what I was saying is the central government—it can be the Ministry of Agriculture or the Ministry of Education—if they've got a priority for let's say the nine-year basic education in education, they want it to be implemented at the decentralized level, at the district level. So these are responsibilities like building classrooms or building schools. That has to be done by the district. It means that they have to put at the disposal of the district a certain amount of resources going with this responsibility of building schools.*

SCHER: OK.

RUGWABIZA: *And it goes in the budget as earmarked transfers, Ministry of Education. So you would have seen the budget line also like earmarked transfers, Ministry of Health. So that is earmarked transfers from the Ministry of Health to the districts. During the budget consultations, of course, it is the sector ministry coming to defend that budget during the budget consultation within the Ministry of Finance.*

SCHER: So from that, then I would say that the district plans have to be incredibly tightly aligned with the central government's budgeting process, because presumably you could have a mayor saying, well, you know as part of my annual action plan I want to build 100 classrooms but there's just no funding available for 100 classrooms, maybe there's funding available for 10. So is there some back and forth between the districts and the Ministry of Education for example to say what is the amount of money that I actually have available, within what boundaries am I working? Is that how it works?

RUGWABIZA: *Yes. That was the first step. Actually, the second step is when they meet. Central government will call a meeting of central government with local government. They all meet. What we do is we actually meet with all the mayors and the executive secretaries. Most of the authorities in the district meet with the PFCs,*

the permanent secretaries or the ministers, and that's when each ministry comes and presents these are the priorities, the national priorities that we would like you to implement for us and the resources that we are putting at your disposal.

SCHER: I see.

RUGWABIZA: *They discuss those priorities, because the district may say, you are giving us the financial resources, but we don't have the human resources to do that. We don't have the capacity to do that. So it means that you have also to propose some technical assistance going with that.*

SCHER: OK.

RUGWABIZA: *So that's when they discuss, in the meeting, they discuss all these things and some of the priority can actually be taken out of the things that the districts have to implement.*

SCHER: OK, I see. Sorry, at what point in the planning process is this? Is this before the creation of an annual action plan, or was this done before the creation of the DDP, the 2007-2012 DDP? Like when do these meetings occur?

RUGWABIZA: *The meeting occurs every year. It means the DDP has been done once for five years. What we do is in the annual action plans we kind of revise the DDP annually.*

SCHER: I see. So a DDP is not like a hard and fast—?

RUGWABIZA: *No, it's not. You need to revise it, because there are things that you were supposed to do this year and you didn't do them, so you will have to do them the following year. Or there are things that you've done this year because they came like a priority earlier and then you don't have to do it the following years.*

SCHER: I see; this is very helpful.

RUGWABIZA: *So not only the DDPs are like this, but even the sector strategies are moving, living documents. So even at the national level what we do is like we have just been in a [Indecipherable] this year, we finalized it, we did it over March and we finalized it in April, made it official. But it is, what we are doing, it was revising the targets and the policy actions for the next fiscal year that starts in July 2011. So we do this before the budget is voted by Parliament. It means that by now the meeting between central government and local government has already happened, because the budget now is in Parliament.*

So what we did is, we did our best to have the meeting latest in April, because these priorities at the end of the day come into the budget. The decisions that are made there will influence the budget. If the budget was voted before we would then get a problem getting some priorities on board or getting some of them out. So we need to have these before.

SCHER: I see. Let me ask you a question specifically about imihigo. Imihigo were characterized to me as a subset of activities contained within the annual action plan, activities that were particular priority. The thing that I've been struggling with a little bit is that surely you want your district mayors and your decentralized entities to accomplish all of the things contained within the annual action plan.

RUGWABIZA: No, we don't ask them to accomplish all the things in the action plan, because some of the things that are actually in the action plan are small activities, like we need to pay the staff. We don't ask them to report on that. We need to recruit a statistician. We don't ask them to report on that. So the action plan has got all the details. We only go with, we tell them, filling the action plan and all the things you are doing, the priorities should be in there. So that's why we go with all these steps. So what you do is, the first step is identify the national priorities that have to be implemented at the district level. The second step is discuss those priorities between central government and local government.

The third step is the district goes back to the district development plan. So they go back to the district development plan where there are the priorities, the local priorities. So these are the different steps of the imihigo, actually designing the imihigo. They also take in priority from, as I was saying the DDPs, the district development plans, and then the fourth step is having it approved.

So what we do is, you told me that you met with the team that is in the fields on that. Normally, that team is the team that we call the quality-assurance team. The quality-assurance team is made of people from the Ministry of Local Government, the Ministry of Finance, experts, planning experts from here, the Ministry of Finance, and the prime ministers office. I guess the national decentralization, also, the Secretariat. So what they do is, we call them quality-assurance team because they try to make sure that the imihigo—what is in the imihigo is of good quality—that it is feasible. So the questions that they ask to the district is have you identified the resources for that? Do you think that it is feasible? What is the impact.

You can't take a priority, something as a priority to put in the imihigo only because it is easy to implement; it actually has to be a priority, either for the district or a priority because it helps achieve the national objectives. So these kinds of questions are asked and after the quality assurance team has given the input to the imihigo of the district and makes sure that the templates and the guidelines are respected, it goes, like for the district it goes back to the district council. The district council is what I would call like the Parliament, small Parliament for the district. It means that the mayor has to present to the district council this is the imihigo and they have to adopt it, approve it or even change some of the things in it. They have to contribute to it before it goes for signature.

SCHER: I see. OK.

RUGWABIZA: Because when it comes from the district council it is either what happens is the mayor actually automatically gets a performance contract. When they approve the imihigo, that's the performance contract of the mayor vis-à-vis the district council. But the other thing that happens is they also sign them, they present them publicly to the president and to the prime minister, which means that the president also, and the prime minister actually has them, starts holding them accountable for those performance contracts.

SCHER: OK. But now it seems to me that to some degree the success of the district mayors is going to be dependent on the ministries, the line ministries, perhaps releasing the funds they said they would, supplying the technical assistance they said they would. If a mayor is unable to achieve an imihigo target because maybe a ministry didn't supply what they said they would, is there accountability for the ministry also or does it all fall to the mayor?

RUGWABIZA: What happens? For the budget it is a little easier because it goes to Parliament and they vote the budget the way it is, so it is not even the ministry really that is engaged. It is to the districts. From the Ministry of Finance it is direct, directly released to the district. So the only, where the sector ministry intervenes is to defend that budget, to explain the purpose of the budget, why they want it to be implemented at the district level. But at the end of the day it doesn't go on the account of the ministry before going to the district; it goes straight to the district.

SCHER: It goes straight through.

RUGWABIZA: Yes, from the Treasury account to the district.

SCHER: So the ministry is not even involved, just in releasing the money.

RUGWABIZA: That's what happens. Now for the technical assistance, if it was a case of technical assistance that you have to give to the district, it depends on the way it is done because even in the imihigo what is there is they've got the opportunity when the report to also show what are the challenges and what was done to address the challenges. That's why we are doing this annual meeting of central government and local government, these kinds of things are also discussed because even the sequencing of the way you're implementing your activities, there are things that the district can't do before the line ministry has done something else.

What happens is that we normally have also performance contract. So the imihigo didn't stop at the decentralized level. We also have our own performance contract.

SCHER: Who?

RUGWABIZA: The line ministries. The central government—

SCHER: Between the line ministries and—?

RUGWABIZA: We send them with the prime minister.

SCHER: OK.

RUGWABIZA: It means that if a district didn't achieve because we didn't give the technical assistance, then at the end of the day you are responsible for it also.

SCHER: OK, I was wondering about that.

RUGWABIZA: We also have our own. So what we do is, we sometimes even sign memorandum of understanding between two agencies. I will deliver that if you deliver the other thing.

SCHER: Are those sort of ad hoc? As they arise you all sign this, it's not sort of any institutionalized—it just happens at this point, if there is a particular project you're working on.

RUGWABIZA: Yes, memorandum of understanding, they are ad hoc. What is not ad hoc of course is the performance contract; the imihigo has to be there for all public agencies, all of us.

So now it goes further. [interruption.]

SCHER: I have one or two more questions.

RUGWABIZA: *OK, let's go on.*

SCHER: This is part four of the interview.

RUGWABIZA: *So the other thing we do is what has developed a little later, because the performance contract started at the level of the agency or the district. Now it has developed into individual performance contracts. It means that the ministry, represented by the minister of finance, would sign a performance contract with the prime minister and the prime minister can hold him accountable. Every quarter, he has to report on what he said he would achieve. What happens is that we do the same. My department, represented by, me signed the performance contract with the minister of finance or the PS (permanent secretary) representing my PS. So it means that these are four or five things that I'm definitely going to achieve this year that will improve the planning process in this country. So it means—and actually the performance contract that the minister signs with the prime minister is broken down into departments, so that's an iterative process because it is broken down into departments but also the departments influence the performance contract that the minister will sign.*

SCHER: I see. My understanding is that this has been implemented in some ministries and not fully in other ministries yet. That it is still sort of evolving. Is that correct?

RUGWABIZA: *It should be.*

SCHER: It should have been implemented—.

RUGWABIZA: *In all ministries. I haven't checked that, at all ministries. But my understanding is that all ministries have that because it is now even a requirement of the public service. It is not any more optional, it is not optional any more. So when I came here, I was forced—I actually came in the middle of the fiscal year, but still I signed a performance contract for the remaining six months. Now we are starting the evaluation for the fiscal year that passed.*

SCHER: Let me just ask you a couple of questions about the decentralized entities. It is my understanding that between 2007 and 2009, about 75% of the district mayors were removed for not achieving their targets and it seems like these positions are now extremely high stress and there is a lot expected of them. I was wondering if you had any reflections on that, I mean the fact that there has been a pretty significant turnover of leaders in the districts.

RUGWABIZA: *I would say that that it is stressful I understand. There even has been a story of a certain time when people were saying you know, when you're the mayor you've got a contract of one-day renewable. So it means that every day you can leave. Every 24 hours you can be removed. So yes, the stress is there. But at the end of the day I think it is also the mindset or the spirit that is around. At a certain point in time people have the impression that at the decentralized level things were not moving. It is true that we couldn't see things happening. So what you want is people looking at things happening. Now I get the impression that you are getting more of that.*

SCHER: So from your perspective, the imihigo system and the real focus on monitoring and evaluation has actually led to better results.

RUGWABIZA: *Yes, definitely.*

SCHER: Definitely, not even a question.

RUGWABIZA: *No, not even asking the question, I'm sure of that. It led to better results. The other thing is, the way I'm seeing it now, it is even going to give us better results than before.*

SCHER: Better results—.

RUGWABIZA: *Than before. Because I think that the guidelines that we've issued this year are a lot more clear than they were before. That is the thing with this process since it started. At a certain point in time we were all learning. So we had an idea of the concept, what it was, but you need to meet the challenges before you can improve your methodology and from what I've seen this year I really think it is going to be better. The guidelines are a lot more clear, and even the quality-assurance team, the composition of it this year, it is a lot more serious than it used to be. Having the Ministry of Finance, the planning department strongly represented, you actually assigned two of my experts for two months there. So this year they even requested not to have only experts. So we sent an expert but we also sent a coordinator. A coordinator for me is the director. So it is the position directly following mine.*

At the level of the prime minister's office and even the Ministry of Local Administration they are sending out director-generals to make sure that the team is a high-profile team and you get better-quality work.

SCHER: So just one quick question. When you say the guidelines that have been issued this year, is that the planning guidelines for district mayors that you are referring to?

RUGWABIZA: *Reporting and planning guidelines for imihigo.*

SCHER: For imihigo, OK.

RUGWABIZA: *For imihigo. Now the process is totally documented—it is better documented at least showing the four steps, what should be done, showing the template.*

SCHER: Is that the imihigo concept note and planning document?

RUGWABIZA: *Yes.*

SCHER: OK, I've seen that. It is very clear.

RUGWABIZA: *This one is a lot more clear than it used to be; especially, at least now it is written. It is written.*

SCHER: A couple of people have said to me that it wasn't written before because it was still being ironed out, it was a system that was being developed.

RUGWABIZA: *Yes, that's what I'm saying, we are all learning. So now it is now like we've said, OK, after three, four years we know a little better so we can write it down. We know the way it should be. It is clear in our heads at least what should come out of it, what we want out of it. I would say that in itself is an achievement. Again, what we did is we trained the members of the quality assurance team before they went in the field, which means that they all have a good understanding of the*

exercise and what we want out of it. So they're going to different districts and they can talk as if they were the director-general of planning in the Ministry of Finance or the director-general in the Ministry of Local Administration.

SCHER: So did MINECOFIN train the team, or did the individual sector ministries who were sending the people?

RUGWABIZA: *What we did is, the quality-assurance team was trained by MINECOFIN and Ministry of Local Administration.*

SCHER: Including all, like the prime minister's, the office representatives, all came together for training.

RUGWABIZA: Yes.

SCHER: Can I ask one more question?

RUGWABIZA: Yes, yes.

SCHER: You're sending out very high-profile, high-level experts from your office for as you mentioned two months. MINALOC is doing the same, prime minister's office doing the same. How does it affect your work to have some of your top guys out in the field for extended periods of time? Does it create additional burdens?

RUGWABIZA: *Yes. It creates a serious burden, in a sense because that's not the only thing we are doing and that's a problem. We have to progress on other things at the same time. So we feel it. But what you are seeing is, if it is well done this year—they explain it properly to the district mayors and the process goes really well this year, for us that's not only sending out the concept note is not enough. We've got the people actually to make sure that you understand and explain to the district mayors, even to the council, the council at the district level, explain to them what should come out of the imihigo.*

It takes time, but you've got good-quality performance contract for the next fiscal year. You get better delivery. So actually in a sense, these are two months where you've worked for the entire year, for the next twelve months. The other thing is we may not need to do it—we may do it again next year but then that's it; next year we can send just experts, not necessarily the coordinators. It means it actually reduces—the burden reduces over time. When people understand it better and they master it better, that's the way I see it, especially if the planning starts to work properly at the district level. They can do the performance contract themselves. Then the quality-assurance team doesn't have to go all over the country, they can just receive the performance contract, read them and say this is good, this is good, this is not good enough, send comments, and the district corrects. So they don't have to go on the field again in the next years.

So this is more, for me, this year is more like the first year where we have clear guidelines. So we need to put in this investment in terms of people.

SCHER: That makes a lot of sense. I was wondering about that because it did seem like a big burden on the central units.

RUGWABIZA: Yes.

SCHER: Can I just get a clarification. The quality assurance team is both assisting in the preparation of imihigo and then is doing the monitoring and evaluation at the end of the year, is that correct? No? I've got this wrong.

RUGWABIZA: *What they do is they make sure that we have got good-quality imihigo, in the plan, for the planning of the imihigo. So they are supporting them. But the evaluation is not done by them. What happens is, actually it is done right at the district level. They are accountable to the council of the district—and the mayor is accountable to the prime minister or to the president. So not only to the council, but also to the president. The only thing we make sure is when they report at the end of the year—like this year they are actually doing the report also for the fiscal year 2009-'10. So what you want to make sure is the quality of the report. Have you got the data?*

We don't want people telling us the activities. Have you got results? Are they measurable? You see that's the way it goes.

SCHER: Then the team that I went around with, that's not a quality-assurance team? It is the quality-assurance team?

RUGWABIZA: *Yes, it is the quality-assurance team. They are calling themselves M and E, the Monitoring and Evaluation Team. Now I am asking you actually if they are calling themselves the monitoring and evaluation team or the quality-assurance team?*

SCHER: I think—they definitely weren't calling themselves the quality-assurance team but you consider them to be the quality assurance team?

RUGWABIZA: *Yes. Actually, what they do is, in the same exercise, by 7th of July they will be ready to present. It means that the districts will come and present the reports for 2009-'10 and the plan for 2010-'11 and it is the same thing, ensuring that the report you are presenting is of good quality. At the same time the plan you are doing is also of the quality required. But at the end of the day they will not sign the performance contract with that team. So when you sign a performance contract, you sign it with the council or your direct boss.*

SCHER: OK, I think I've got it.

RUGWABIZA: *But since we are not sure that at the council they would make sure that the plans or the performance contract presented to them are of good enough quality, we say let's make sure that the quality is there. Then you can go and sign. Because some of the things that are put in the performance contract may actually necessitate that they do a study or that they do a survey to measure the indicator going into that specific objective.*

SCHER: OK.

RUGWABIZA: *So you can give advice. What they do is give advice like OK, you don't have a baseline. If you don't have a baseline you have to distribute let's say treatment to people living with AIDS and you don't have a guideline. Many of them are there, you see, 50%, normally you could take 50% of them are receiving of the people eligible to the treatment are receiving the treatment and you say by the end of the year there will be 60%. But if you don't have the baseline of 50%, then you can't go to the 60%. But the advice, the current issue is you don't have the guideline. But what you could say is you will give to 10,000 more. So the new people joining on the ART program will be 10,000.*

So at the same time you are building your baseline over '10-'11, but you are also implementing already your priority. The 10,000 more may, in terms of being 10%, so you come from 50 to 60; they actually may represent only 5%, or they may represent 20%. You don't know that. But at least you've got a goal to achieve, without a baseline. So these are the kinds of things we need to give them support for and have them think in terms of really smart indicators, smart objectives.

SCHER: I think that's all for now, I don't want to keep the PS waiting.

RUGWABIZA: If you are done that's OK.

SCHER: There were a couple of things I really needed more information on and you've supplied it, so I think I'm done. But are there any other aspects, important aspects of the imihigo process that I should have asked you about that perhaps I haven't? Any other reflections that you wanted to add on?

RUGWABIZA: No, I don't see particularly any other aspects you haven't covered.

SCHER: That's great. Thank you very much for meeting with me.

RUGWABIZA: Especially if you've got the concept. This year I think it is quite good. If you've got more questions you can e-mail me.

SCHER: Great, thank you very much.

RUGWABIZA: You're most welcome.