

UNITED NATIONS DEVELOPMENT PROGRAM



Mid-Term Evaluation of the Joint Program on “Support to the Development and Implementation of a Green Growth and Economy Approach to Rwanda’s Economic Transformation”

Final Report

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Abbreviations and Acronyms

AA	Administrative Agent
AWP	Annual Work Plan
CoEB	Center of Excellence for Biodiversity and Natural Resources Management
DP	Development Partner
EDPRS	Economic Development and Poverty Reduction Strategy
FAO	Food and Agriculture Organization
FONERWA	National Fund for Environment and Climate Change
GE	Green Economy
GGCRS	Green Growth and Climate Resilience
GoR	Government of Rwanda
IP	Implementing Partner
JP	Joint Program
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MINECOFIN	Ministry of Finance and Economic Planning
MINEDUC	Ministry of Education
MINICOM	Ministry of Trade and Industry
MININFRA	Ministry of Infrastructure
MoE	Ministry of Environment
MoU	Memorandum of Understanding
MTR	Mid Term Review
OECD	Organization for Economic Corporation and Development
PSC	Program Steering Committee
PSF	Private Sector Federation
REMA	Rwanda Environment Management Authority
RHA	Rwanda Housing Authority
RNP	Rwanda National Police
SE4ALL	Sustainable Energy for All SME Small and Medium Enterprises
SPIU	Single Project Implementation Unit
ToR	Terms of Reference
UN	United Nations
UN HABITAT	United Nations Human Settlements Program
UNCTAD	United Nations Conference on Trade and Development
UNDAP	United Nations Development Assistance Plan
UNDG	United Nations Development Group
UNDP	United Nations Development Program
UNECA	United Nations Economic Commission for Africa
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Program
UNESCO	United Nations Education, Scientific and Cultural Organization
UNHABITAT	United Nations Agency for Human Settlements
UNIDO	United Nations Industrial Development Organization
UR	University of Rwanda
WHO	World Health Organization

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1. INTRODUCTION

The One UN and the Government of Rwanda launched a Flagship Joint Program (JP) titled: “Support to the Development and Implementation of a Green Growth and Economy Approach to Rwanda’s Economic Transformation” to run from 2014 – 2018 with a total estimated budget of USD 10,921,349.

This mid-term evaluation of the JP is forward looking and captures lessons learnt and provides information on the nature, to the extent possible, of the potential impact and sustainability of the joint program and concrete recommendations on how to strengthen the JP in order for it to contribute to the effort of the country in achieving green economy transformation.

The evaluation assessed the design, scope, implementation status of the JP and the capacity to achieve the expected outcomes. This collated and analyzed lessons learnt, challenges faced and best practices obtained during implementation period which will inform the second phase of implementation (March 2017 – December 2018) of the joint program as well as the final evaluation of the program.

1.1. Scope of the Mid-Term Evaluation

The purpose of the mid-term evaluation is to assess the level of achievement of the Joint Program during 25 months (February 2015 - March 2017) since the initiation of its implementation. The geographical coverage of the evaluation is the whole country (Rwanda). The scope of the mid-term evaluation covers all activities undertaken in the framework of the JP, i.e.: (a) planned outputs of the JP compared to actual outputs and the actual results as a contribution to attaining the JP objectives; (b) problems and necessary corrections and adjustments; (c) efficiency of JP management, including the delivery of outputs and activities in terms of quality, quantity, timeliness and cost efficiency and (d) likely outcomes and impact of the JP in relation to the specified goals and objectives of the JP.

1.2. Approach and Methodology

The mid-term evaluation was conducted in December 2017. The evaluation used mixed methods, drawing on primary and secondary as well as quantitative and qualitative data to come up with an overall assessment backed by clear evidence. Data was collected through interviews of relevant stakeholders (Government institutions and Development Partners). Further data on the JP indicators was be used to assess the JP progress and achievements.

1.3. Evaluation Criteria

To translate the questions for the evaluation and the contextual issues identified, an Evaluation Criteria that structures the issues and questions as indicators that can be measured or assessed during the evaluation was developed. The Evaluation Criteria used data obtained from the feedback on the Results Framework of the Program, literature review of a range of relevant documents and key informants to interview for each question. We see the framework as being part of a process rather than simply an end product.

- i. Relevance** - This criterion reviews the joint program design, assumptions made at the inception of the program, extent to which the program results are contributing to the relevant EDPRS II targets and UNDAP results areas, appropriateness of the partnership strategy, necessity of the One UN support and continued relevance to the GoR Priorities.
- ii. Effectiveness** - This criterion assesses the program implementation modalities, co-financing strategies, One UN-GoR roles and responsibilities, effectiveness of coordination and partnership arrangements, levels of institutional strengthening, beneficiary participation and opportunities for replication and extent of delivery against program targets.
- iii. Efficiency** - The mid-term evaluation reviews the extent to which the Program implementation strategy has been at optimum. It explores the degree to which resources are being used to produce the intended outputs and how resources could be used more efficiently to achieve the intended Program results. This includes the allocation of all the One UN support (all programs/projects and technical assistance) towards the specified outcomes, analysis of delivery and funding, the reasons some initiatives are implemented faster than others and how the partnerships have influenced efficiency through cost-sharing measures and complementary activities.
- iv. Sustainability** - This criterion assesses the likelihood of continuation of the Program outcomes and to a certain extent key actions following phasing out of support from the One UN. This assessment also provides recommendations around key factors that will require attention in order to improve sustainability of the program results.

In order to assess progress in the program implementation, this outcome evaluation used the UNDP six-point rating scale to assess the above four parameters with respect to the scope of evaluation aspects. Each of the aspects is rated separately with brief justifications based on findings. The UNDP six-point rating scale includes:

Table 1: The Six-Point Performance Rating Scale

6	Highly Satisfactory (HS)	The JP has no shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency
5	Satisfactory (S)	The JP has minor shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency
4	Marginally Satisfactory (MS)	The JP has moderate shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency
3	Marginally Unsatisfactory (MU)	The JP has significant shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency
2	Unsatisfactory (U)	The JP has major shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency
1	Highly Unsatisfactory (HU):	The JP has severe shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency

1.4. Limitations of the evaluation

The mid-term evaluation encountered various constraints during execution that limited the depth and breadth possible within the time allocated to the evaluation process.

Below is a description of significant limitations of this mid-term evaluation of the JP.

- i. Limited availability of interviewees:* While the consultant endeavoured to contact the concerned key informants, it was a challenge because this assignment was conducted during holiday period where being conducted in December 2017, most key informants had taken their annual leave and vacation. The MTR process fell in this period because of the UNDP contracting calendar. This limited their availability for consultations during the MTR.
- ii. Multiple Implementing partners:* Information relevant for this assignment had to be obtained from different institutions in Government and the UN. It particularly proved a challenge to obtain information especially from UN Agencies which do not have resident offices in Rwanda.
- iii. Limited awareness about the program:* Limited awareness or knowledge about the program/projects by some targeted key informants compromised objective assessment of specific issues.

2. PROGRAM DESCRIPTION AND PROFILE

2.1. Country Context

During the five-year period, 2008-2012, Rwanda successfully implemented its first phase of the Economic Development and Poverty Reduction Strategy (EDPRS I) for the achievement of its Vision 2020 and Millennium Development Goals – (MDG).

Several sustainability instruments were developed and adopted under this implementation framework to give effect to the Country’s environmental policy and laws. The Government of Rwanda, through the UNDP-UNEP Poverty and Environment Initiative (PEI) program, identified and quantified poverty-environment linkages, and strengthened national capacities for the mainstreaming of the environment in the EDPRS I and EDPRS II. Decentralized capacity was developed for the rehabilitation of critical ecosystems and the promotion of sustainable income generation from natural resource utilization.

Significantly, and with the support of UNDP-UNEP poverty and environment initiative program, the National Climate and Environment Fund (FONERWA) was established in 2012 and operationalized to provide support to climate change adaptation and mitigation, as well as mainstream natural resources and environmental management as stipulated in the Organic Law N° 04/2005 of 08/04/2005.

Rwanda’s Vision 2020 recognizes the adverse effects of climate change as a barrier to sustainable development. Vulnerability to climate change, as well as early lessons learned during the implementation of EDPRS I, led to the development of a national strategy for Green Growth and Climate Resilience: National Strategy for Climate Change and Low Carbon Development in 2011. A framework for mainstreaming Resource Efficient and Cleaner Production in Policies and Strategies of Rwanda was also developed in 2011.

The strategy for Green Growth and Climate Resilience has significantly influenced the inclusion of the “Green Economy Approach” as a priority of EDPRS II (2013-2018) under the Economic Transformation thematic area. The main objective of the Economic Transformation thematic area is to propose an ambitious, prioritized and coherent cross-sectorial strategy to sustain rapid growth and facilitate Rwanda’s process of economic transformation to meet revised targets in the context of Vision 2020.

The Government of Rwanda identified the need to pursue a green economy approach to economic transformation by reducing economic costs through going ‘green’ and exploiting new ‘green’ economic opportunities.

2.2. Program Profile

The adverse effect of climate change as well as the early lessons learnt during the implementation of EDPRS 1 led to the development of Rwanda’s National Strategy for Green Growth and Climate Resilience (GGCRS). This strategy significantly influenced the inclusion of the “Green Economy Approach” as a priority in the EDPRS II (2013-2018) under the Economic Transformation thematic area.

The main objective of the Economic Transformation thematic area is to propose an ambitious, prioritized and coherent cross-sectorial strategy to sustain rapid growth and facilitate Rwanda's process of economic transformation to meet revised targets in the context of the country's Vision 2020. The Government of Rwanda (GoR) identified the need to pursue a green economy approach to economic transformation by reducing economic costs through "Going Green" and exploiting new "Green" economic opportunities.

The UN Country Team sought to support the implementation of this priority area through a Joint Program (JP) under its support framework: the United Nations Development Assistance Plan (UNDAP) 2013-2018. In addition to alignment to EDPRS II, UNDAP takes serious consideration of the UNDP Strategic Plan 2014-17 Area of Work 1 that elaborates sustainable development pathways focused on eradication of extreme poverty and reduction social and economic inequality and exclusion. This Area of Work 1 includes the development of sustainable and inclusive productive capacities, including Green Economy policies, sustainable energy access and improved energy efficiency and is in alignment with the EDPRS II priorities that are supported by the Joint Program.

The Joint Program titled: "Support to the Development and Implementation of a Green Economy Approach to Rwanda's Economic Transformation" is supporting Rwanda to have in place improved systems for sustainable management of the environment, natural resources and renewable energy resources as well as energy access to achieve greater environmental and climate change resilience by:

- i. Supporting sustainable urbanization with a clear focus on resiliency and green growth;
- ii. Supporting the scaling up of renewable energy, energy efficiency and energy access;
- iii. Supporting the GoR in facilitating an increased level of public and private investment in sustainable environment and natural resource management and climate change;
- iv. Strengthening sectoral capacity to develop and/or acquire appropriate technologies and skills for resource efficiency and cleaner production;
- v. Strengthening the capacity of national and local institutions to reduce carbon foot print in human settlements through the planning and implementation of green cities and villages; and
- vi. Establishment of Centers of excellence.

The former MINIRENA which was replaced by the Ministry of Environment and its affiliate institutions, the Rwanda Environment Management Authority (REMA) and the National Fund for Environment and Climate Change (FONERWA) were mandated to lead the implementation of Priority 5 of the Economic Transformation thematic area of EDPRS II. MINECOFIN, as the Ministry responsible for national economic planning and therefore green economic transformation, continues to provide guidance and advice. In this regard, therefore, the Joint Program is being led by the Ministry of Environment on behalf of the Government of Rwanda.

The Ministry of Infrastructure (MININFRA) especially the agency responsible for housing, the Rwanda Housing Authority (RHA) is implementing a significant proportion of the planned joint program activities. Other Implementing Partners (IPs) include the University of Rwanda (UR) under the Ministry of Education (MINEDUC), the Rwanda National Police (RNP) in collaboration with REMA, and the Private Sector Federation (PSF) as a partner of the Ministry of Trade and Industry (MINICOM).

A vision for 2050 envisages Rwanda as a developed country, with a strong services sector, low unemployment and low levels of poverty. It is a country where agriculture and industry have a minimal negative impact on the environment, operating in a sustainable way, and enabling Rwanda to be self-sufficient regarding basic necessities. By 2050, development will be achieved with low carbon domestic energy resources and practices, reducing Rwanda's contribution to climate change while allowing it to be independent of imported oil for power generation. Finally, Rwanda will have the robust local and regional knowledge to be able to respond and adapt to changes in the climate and the resulting impacts, supporting other African countries as a regional services hub to do the same.

UN support for the Joint Program as articulated in the UNDP is led by the United Nations Development Program (UNDP) as the Administrative Agent (AA) of the One-UN Fund. Other supporting UN agencies include the United Nations Environment Program (UNEP), the United Nations Economic Commission for Africa (UNECA), the United Nations Human Settlements Program (UN-HABITAT), the United Nations Industrial Development Organization (UNIDO), the Food and Agriculture Organization (FAO), the World Health Organization (WHO), the United Nations Education, Scientific and Cultural Organization (UNESCO) and the United Nations Conference on Trade and Development (UNCTAD).

The Green Economy Joint Program was anticipated to contribute to achievement of the UNDP Result 1 of Inclusive Economic Transformation through its Outcome 1: "Pro-poor growth and economic transformation enhanced for inclusive economic development and poverty reduction". Outcome 1 will be realized by supporting activities aimed at improving systems to pursue a green economy approach to economic transformation through, among others, the development of green cities and villages, green industries and services, codes and standards for energy efficiency, framework and assessment tool for renewable energy development to expand energy access as well as the establishment of centers of excellence on environment.

UNDP's Outcome 1 is also directly aligned to UNDP Strategic Plan 2014-17 Area of Work 1 that includes Green Economy policies, sustainable energy access and improved energy efficiency through the following outputs:

The Joint Program titled "Support to the Development and Implementation of a Green Economy Approach to Rwanda's Economic Transformation" is centered on institutional development in terms of support for policy development and reform, especially for the country's production sectors so as to integrate considerations for a Green Economy in economic transformation. The joint program makes provisions under Output 5 to support Government policy development and reform as capacity building and advocacy initiatives for effective support for green economic growth.

The Joint Program will deliver five outputs for the achievement of the UNDAF Outcome 1, which in turn responds to EDPRS II Priority 5 under the Economic Transformation thematic area. These are summarized in the following table;

Output 1: Innovation Centers of excellence for environment and climate change established and linked to relevant institutions:

Key action 1.1: Support establishment and operationalization of an innovation Centre of excellence that promotes the environment, climate resilience, green urbanization and green technologies.

Key action 1.2: Support operationalization of the Centre of Excellence for Biodiversity and Natural Resources Management.

Key action 1.3: Support institutional linkages in pursuing green growth (Innovation Centre of Excellence Research/Academic/RECP/BDC/TVET)

Output 2: Public and private investment in Green Urbanization approaches to Economic Transformation increased:

Key Action 2.1: Support for the establishment and operationalization of a private sector-led structure for the construction of a model green city in Rwanda.

Key Action 2.2: Support for private sector-led resource mobilization and construction of a model green city in Rwanda.

Key Action 2.3: Support for private investment in green technology goods for large scale national and/or export market.

Output 3: Planning and Implementation of Integrated Rural Settlements (Smart Green Villages) especially for vulnerable women and men strengthened

Key Action 3.1: Support the establishment of a gender-balanced private sector-led structure for up-scaling green villages in Rwanda for vulnerable women and men.

Key Action 3.2: Support investment for integrating Climate-Smart practices in the construction of green villages.

Key Action 3.3: Support private sector-led resource mobilization for up-scaling construction of green villages in Rwanda.

Output 4: Sustainable Energy for All (SE4ALL) Goals in the Energy Sector of Rwanda Advanced.

Key Action 4.1: Support the strengthening of national energy planning through renewable energy resource assessment and decisions tools development.

Key Action 4.2: Support the development and execution of technical and economic assessment of renewable energy potentials at one of the sites.

Key Action 4.3: Support the development of national energy efficiency standards and codes.

Key Action 4.4: Support mainstreaming SE4ALL goals including Energy Technology Deployment and Energy Security framework; SE4ALL multi-stakeholders' framework and coordinating committee; Decentralized off grid solutions, in the energy sector of Rwanda through policy dialogue, consultation and technical support; and Strengthen the Decentralized energy segment of the Rwanda SE4ALL AA and develop program framework for decentralized energy solutions.

Key Action 4.5: Support the drafting/adoption of the SE4ALL Investment Prospectus.

Key Action 4.6: Support nationally adopted indicators and set-out the SE4ALL progress tracking system.

Output 5: Initiatives in Support of Policy, Advocacy, and Capacity Development for Green Economy Effectively Coordinated:

Key action 5.1: Support the development and operationalization of a toolbox for operationalizing the GE in Rwanda.

Key action 5.2: Provide capacity strengthening support for the Environment Unit of the Rwanda National Police.

Key action 5.3: Support the costing of the Green Growth and Climate Resilience strategy.

Key action 5.4: Supporting the green urbanization and environmental health risk reduction policy development and implementation pilot projects.

Key action 5.5: Supporting technical and capacity development and provision of advisory services for Green Growth and Green Economy.

2.2.1. Program Arrangements

i. Program Governance - Steering Committee

A Steering Committee was instituted to provide strategic guidance and overall oversight for the implementation of the Joint Program. The Steering Committee comprised of senior managers from relevant sectoral ministries and was chaired by MoE on behalf of the Government of Rwanda and co-chaired by the UN Resident Coordinator on behalf of the UN. Key sector participants including development partners, MINECOFIN, MININFRA, MINEDUC, MINICOM and other Implementing Partners like RNRA, UR, PSF, RNP constituted Steering Committee members. The Steering Committee was responsible for making management decisions when required and provide recommendations for the program plans and revisions.

ii. Financial Management Modality

The UN Parallel Fund Management modality was used in the implementation of the Joint Program. The UN Development Group (UNDG) recommended this option as the most effective and efficient when the interventions of participating UN organizations are aimed at common results and when there are

different national, subnational and/or international partners. Under this option, each organization managed its own activities within the common work plan and the related budget, whether from Regular or Other Resources.

The Joint Program (JP) was funded through multiple sources of funds including the One UN Fund, which is a pooled fund mechanism, in addition to core and vertical resources from different UN agencies including UNDP, which is the Administrative Agent of the One UN Fund.

In addition to UNDP corporate requirements, the guidelines on monitoring framework and evaluation under the joint program document stipulate that the JP is subject to an external program review linked to the EDPRS II midterm review with respect to timing which informs the basis for this mid-term evaluation of the JP.

iii. Gender Mainstreaming in the Joint Program

Gender equality is enshrined in the Rwanda's Constitution, in Vision 2020 and in national development mechanisms including the MDG-linked EDPRS. Gender equality has been retained a cross-cutting themes in EDPRS II was emulated as such the implementation of this Green Economy Joint Program. Gender equality, women's empowerment and participation will be integrated in all activities geared to achieve program outputs as detailed below:

Output 1: Innovation Centers of excellence for environment and climate change established and linked to relevant institutions. Key actions to deliver this output will include the establishment and operationalization of innovation Centers of excellence and support for their linkage to relevant institutions including the Resource Efficient and Cleaner Production (RECP) Centre, Business Development Centers (BDCs), TVET, research and academic institutions. Concerted efforts will be made to incorporate gender equality in BDC capacity development programs.

Output 2: Public and private investment in Green Urbanization approaches to Economic Transformation increased. The program will provide support that encourages Government to make gender-aware investments including energy infrastructure and access to innovative finance so that time is freed for women and girls to duly participate in the socio-economy.

Output 3: Planning and Implementation of Integrated Rural Settlements (Green Villages) especially for vulnerable women and men strengthened. The program will support the development of gender-aware, improved household energy technologies and their accessibility through innovative financing as part of the development and up-scaling of Green Villages in the Country. Support for capacity development of Green Village membership in ownership, operations and utility management of communal solar power generated; Biogas generated; Rainwater harvested will ensure gender equality.

3. KEY FINDINGS

3.1. Project Concept, Design and Formulation

The philosophy underpinning the concept, design and formation of the Joint Program (JP) was the desire to achieve institutional development in terms of support for policy development and reform, especially for Rwanda’s production sectors. This was intended to integrate considerations for a Green Economy in the country’s economic transformation especially in view of the challenges encountered during the implementation of EDPRS II hinging around among other things, increased pressure on renewable and non-renewable natural resources due to high population growth, and unsustainable agricultural practices; scattered rural settlements occupying large land reserved for agriculture; insufficient/limited investment in micro industry especially in the agricultural sector; weak strategic enabling tools and approaches for pro-poor environmentally sustainable use of natural resources for economic transformation; insufficient human and financial resources to enable urban policy and development planning; inadequate technical knowhow for integrating budgeting and expense management of green growth interventions into the national budget framework; high vulnerability to climate change; insufficient mainstreaming of poverty and environment objectives and climate change into different sectoral and local policies.

The JP was packaged under UNDP Outcome 3 i.e. “PRO-POOR GROWTH AND ECONOMIC TRANSFORMATION ENHANCED FOR INCLUSIVE ECONOMIC DEVELOPMENT AND POVERTY REDUCTION” with 5 outputs. However, due to the complex nature of the JP, a technical team composed of participating UN agency specialists was constituted to support Program Assurance. The participating UN agencies were expected to share the cost of coordinating Program Assurance with the hope that this would ensure that funds are made available to the JP; JP would obtain the required technical support for output delivery; risks were properly managed, that critical JP information would be monitored and updated; JP Progress Reports would be prepared and submitted on time, and according to standards in terms of format and content quality; financial reports submitted on time to UNDP Administrative Agent, and that Combined Delivery Reports (CDRs) prepared and submitted to the IPs for approval and endorsement; oversight activities such as periodic monitoring field and office visits and “spot checks” would be smoothly carried out, thus ensuring that the JP Data Quality Dash Board remains “green”.

3.2. Project implementation arrangements

The following section presents findings on project implementation which includes its governance arrangements, management, financing modality, procurement as well as the Monitoring and Evaluation framework.

3.2.1. Project Governance

i. Implementing Partners

MoE and its agencies REMA and FONERWA were designated sector and institutional leaders respectively for the implementation of Priority 5 of EDPRS II, i.e. “pursuing a green economy approach for economic transformation”. The Green Economy Joint Program is hosted by MoE as the lead implementing partner.

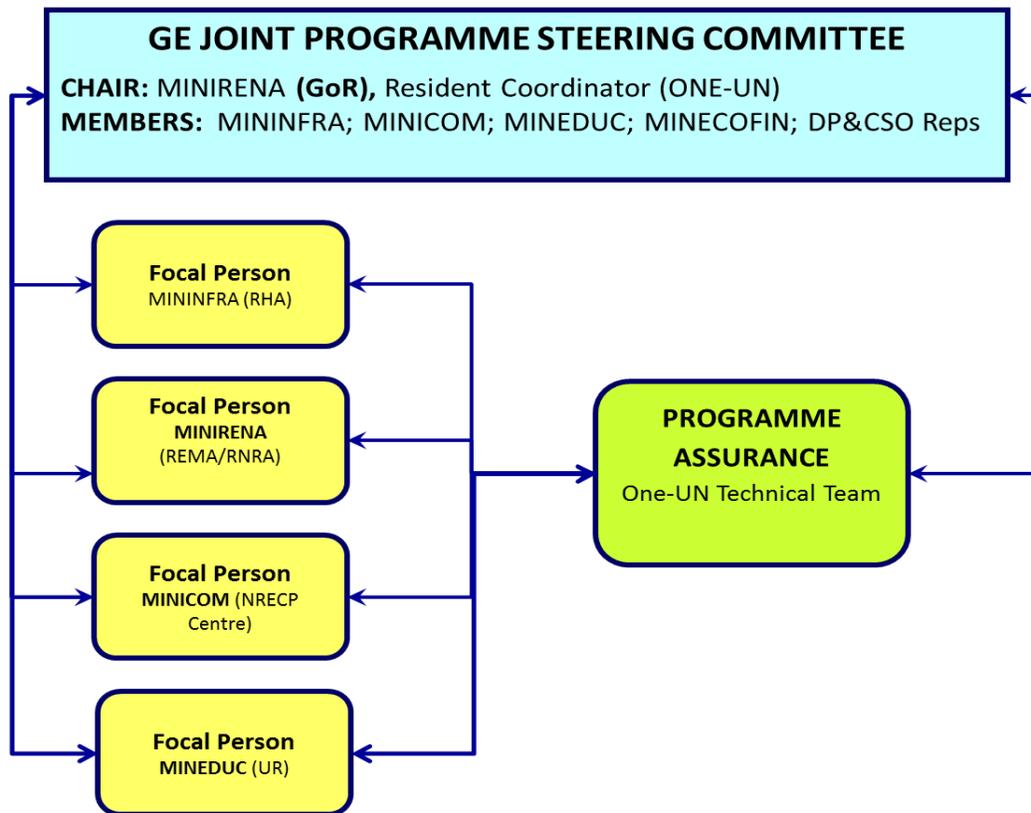
REMA is mandated by Law N° 16/2006 of 03/04/2006 on determining the organization, functioning and responsibilities of Rwanda Environment Management Authority to among others, conduct research and provide technical advice to Government on policies, strategies and legislation and their implementation related to the environment.

In the same regard, MININFRA’s RHA is responsible for Urbanization and Rural Settlement for which a green approach is required as stipulated in EDPRS II.

MoE is responsible for the coordination of the Joint Program and together with the ONE-UN will co-chair the Steering Committee for the Joint Program. The Ministries of Infrastructure, Education, Trade and Industry will have key implementation roles at national and decentralized levels.

However, MINECOFIN, as the Ministry responsible for national economic planning, and therefore transformation to a green economy, has been providing guidance and advice to the program. UN agencies supporting the program have been represented by the UN Resident Coordinator and on behalf of ONE UN; UNDP is the administrative agency while each UN agency has been responsible of its interventions. The Management Structure for the Joint Program is displayed in the organogram below.

Figure 1: JP Management and coordination structure



Source: Joint Program Document Pg 21

ii. Steering Committee

A Steering Committee was instituted to provide strategic guidance and overall oversight for the implementation of the Joint Program. The Steering Committee is comprised of senior managers from relevant sectoral ministries and is co-chaired by MoE on behalf of the Government of Rwanda and the UN Resident Coordinator on behalf of the UN. Key sector participants included development partners, MINECOFIN, MININFRA, MINEDUC, MINICOM and other partners like RNRA, UR, PSF, and RNP constitute Steering Committee members.

The Steering Committee is responsible for making management decisions when required and provide recommendations for the program plans and revisions. Decisions of Steering Committee have ensured achievement of program results, best value for money, fairness, integrity, transparency and effective international competition. The Steering Committee has also provided quality assurance for program evaluations and conducted program reviews at key decision points. In its meetings, the Steering Committee reviewed and approved program quarterly and annual plans and where necessary authorized major deviations from these agreed quarterly plans. The Steering Committee signed -off the completion of each quarterly plan as well as authorized the start of the next quarterly plan. It ensured that required resources were committed and resolved issues regarding any challenges in the program.

The Steering Committee has been meeting on quarterly basis to review progress and make recommendations to ensure that program implementation resonates with required procedures and work plans.

iii. Program Focal Points

Each of the JP Implementing Partners designated focal points who are responsive for day-to-day management and decision making on activities under the program.

iv. Program Support

A Program Manager was recruited at MoE, the GoR coordinating work of different focal points in terms of financial and physical planning and performance reporting.

The deployment of professional technical advisors including the short-term consultants was designed to develop and transfer tools and skills through variable methods as appropriate per target group.

v. Program Assurance

Program Assurance was assigned to the Steering Committee, but for coordination purposes was delegated to the designated coordinating IP and UN Administrative Agent (UNDP). At this point MoE and UNDP have been the administratively responsible institutions. Due to the complex nature of the Joint Program, a technical team composed of participating UN agency specialists was constituted to support Program Assurance.

The overall project governance is rated “**Marginally Unsatisfactory**” because the steering committee has not been able to firmly keep participating partners, especially the UN Agencies to deliver on their commitments signed up in the JP.

3.2.2. Project management

On project management, the MTR assessed the JP fund management modality, procurement as well as the Monitoring and Evaluation.

i. Program planning

The JP budget in the program document provides overall guidance to the IPs when planning either annually or quarterly. The IPs prepare quarterly and annual plans as well as progress reports in line with the funding UN Agency requirements.

It was expected that the Program Manager at MoE would consolidate all plans and submit to UNDP but reports provided by the Program Manager indicate a challenge in this regard given the discrete nature of direct execution made by some UN Agencies supporting the JP.

The rating for Project Planning is therefore “**Marginally Satisfactory**” since the UN Agencies and IPs that actively participate in the JP prepare annual and quarterly plans, they are approved and submitted.

ii. Fund Management Modality

The UN Parallel Fund Management modality is used in the implementation of the Joint Program. The UN Development Group (UNDG) recommended this option as the most effective and efficient to implement the GoR JP. Under this option, each organization manages its own activities within the common work plan and the related budget, whether from Regular or Other Resources.

a. Financial planning and management

The JP uses a Direct Execution fund management mechanism to ensure well-coordinated and efficient implementation of the program. UNDP is the Administrative Agent (AA) on One UN fund. Other supporting UN agencies include the United Nations Environment Programme (UNEP), the United Nations Economic Commission for Africa (UNECA), the United Nations Human Settlements Programme (UN-HABITAT), the United Nations Industrial Development Organisation (UNIDO), the Food and Agriculture Organization (FAO), the World Health Organization (WHO), the United Nations Education, Scientific and Cultural Organisation (UNESCO), and the United Nations Conference on Trade and Development (UNCTAD).

Implementing partners prepare annual and quarterly work plans based on the JP. These plans are reviewed by the technical committee, consolidated by the Program Manager and approved by the Steering committee. Following approval of quarterly plans and budgets by the steering committee, funds are disbursed by UNDP and other UN Agencies directly to the IPs.

All requests for disbursement are made by IPs using a Funding Authorization and Certificate of Expenditures (FACE) form. All expenditure and reporting is made by the national IPs to UNDP and other UN Agencies by the 15th day of the month after the quarter. All income and expenses are accounted for by the IPs in accordance with its financial regulations. This approach is used by UNDP and UNEP while other UN Agencies implement directly.

The implementing partners advance disbursements are used to fund quarterly activities after which accountability is done through FACE forms, cashbooks and bank reconciliations. Also adoption of the GoR's Integrated Financial Management Information System (IFMIS) to account for program funds alongside ordinary budget funds has eased the financial management and accounting processes in the IPs. Following accountability of expenditures at the end of one quarter, in case of any remaining balances, UNDP disburses funds for the next quarter, minus balances from the previous quarter.

Regarding procurement, all IPs that passed the HACT assessment conducted their procurement in line with work plans approved by the steering committee. All procurement conducted by IPs was done using national procurement rules and regulations. In very exceptional cases where procurement was conducted through UNDP, UNDP procurement regulations were followed.

The program has not encountered any severe financial planning or management challenges as all IPs have unqualified finance managers (clean audit reports) during external audits.

While the disbursement rate and clean audit opinions based on the information availed during the MTR could have been rated Satisfactory, this is only for two out of five outputs and therefore, in the absence of financial information on three major outputs, the rating has is **"Marginally Unsatisfactory"**.

b. Financial expenditure

The table below presents a summary of project disbursement of UNDP funds on Output 3 and 5. (At the point of MTR, no similar information was available on funding and disbursement from other UN Agencies.

Table 2: Disbursement of UNDP funds

YEAR	OUTPUT	PLANNED BUDGET	DISBURSEMENT	VARIANCE	RATE
2015	3	130,911	130,897	13	99.99
	5	196,366	196,346	20	99.99
2016	3	124,786	46,192	78,594	37.02
	5	53,480	53,480	0	100.00
2017	3	198,058	197,303	755	99.62
	5	106,647	106,240	407	99.62

With the exception of 2016 output 3 where the disbursement rate was relatively low at 37%, the average disbursement of UNDP funds has been at 99% which is Highly Satisfactory. If this is a reflection

of the aggregate project disbursement to execute the other JP outputs (outputs 1,2 and 4), it would demonstrate that the JP is on track with disbursement and absorption however, during the MTR, information was not readily available from other UN Agencies that are directing funding the JP activities thereby a making it a missed opportunity to track progress on JP outputs 1,2 and 4.

c. Co-Financing (counterpart funding)

The Memorandum of Understanding (MoU) between UN Agencies to implement the JP as One entity in the framework on One-UN on one hand and the Government of Rwanda (GoR) on the other was expected to guide the provision of support services by the designated UN Administrative Agent given the accumulated expertise in the respective domains of the JP implementation framework by the different UN agencies.

The GoR provided counterpart funding is in kind across the JP implementing institutions i.e. office space, furniture and overheads. Government also provided salaries project focal points in implementing institutions. The MTR found that this counterpart funding approach is preferred because JP resources should be used for project implementation activities and not for operations and overheads.

The mid-term evaluation concludes that the JP has a discrete financial management mechanism and procedures for one program (JP) which has its own challenges and implications on the coordination and management of a single program.

On the basis of document review and interviews with stakeholders captured above, the MTR concludes that the overall financial management and planning of the JP is assessed as Marginally Satisfactory because limited information was available.

3.2.3. Procurement management

The project document stipulates that the the UN Administrative Agent was to provide support services at the request of IPs for some activities of the program and then recover the actual direct and indirect costs incurred in delivering such services according to stipulations including i) Payments, disbursements and other financial transactions; ii) Recruitment of staff (program personnel and consultants); iii) Procurement of services and equipment, including disposals; iv) Travel authorization, Government clearances ticketing, and travel arrangements; and v) Shipment and custom clearance.

At the time of the MTR, it was evident that this approach was used by UNDP and FAO for the services procured by the IPs as prescribed in the JP project document (FAO did direct procurement). For UNEP however, it emerged that some procured services like development of the Green City Development Toolkit were paid for directly by UNEP while other procured services were paid for by REMA. Likewise for UNESCO, some service providers were sourced and paid for directly by UNESCO while others were sourced by the UR, Center of Excellence for Biodiversity and Natural Resources Management (CoEB) and paid through the center.

The overall rating of procurement management is “Satisfactory” because the UNDP disbursement and clean audit opinion provide justifiable reason for this rating.

3.2.4. M&E and Reporting

The Joint Program employed an M&E logical framework using the following parameters: (i) key actions, (ii) indicators, (iii) means and source of verification, (iv) timing and method of data collection, (v) responsibilities, and (vi) risks and assumptions. The data on indicators and baseline were aligned to those provided in national planning tools and in the UNDAP, and were disaggregated by gender where appropriate. Detailed monitoring frameworks linked to annual work plans were developed annually for standard close monitoring on program delivery.

To assess JP's use of the results framework, the MTR first reviewed the program design's monitoring, evaluation and quality control arrangements as per the program document. The MTR then reviewed the actual implementation of these arrangements over the first half of the program.

The IPs annual work plans provided the first basis of the monitoring of the program which consisted of clear milestones (targets). A jointly prepared annual monitoring plan was used to focus on key results and indicators that would be tracked throughout implementation of the program.

Monitoring was implemented through quarterly structured joint field visits with each of the IPs, formal and informal meetings with IPs and attending of IPs activities and interactions with beneficiaries. Also annual reviews were conducted to report progress against outputs and outcomes, annual targets and take stock of lessons learned. Which were all documented in the programs annual report.

The objective of the MTR is to inform and strengthen on going implementation and the final evaluation will inform the next programming cycle.

Reports were prepared quarterly and presented to the steering committee. UN agencies made their input to the reports as well. The quarterly reports were used to provide a basis of managing outputs vs. expenditure. Annual reports were prepared and shared with all partners.

The mid-term review assessed that the program has undertaken almost all these planned M&E arrangements during this period. The technical committee which reports to the steering committee on projects' physical and financial progress and related issues manages the overall M&E function of the JP.

During the MTR exercise, IPs reported that the JP M&E reports do not clearly reflect implementation progress of the whole JP especially of outputs 1, 2 and 4.

Therefore the overall program monitoring and evaluation of the JP is rated as “**Marginally Unsatisfactory**” because of the shortfalls highlighted above.

The MTR has provided recommendations to address the identified shortfalls which if not addressed the JP will be under risk.

3.3. Audit Arrangements

Audits of financial statements (activities funded by UNDP) have been conducted in accordance with the Rwandan law as well as Audit policies, procedures and norms of the UN and based on Harmonized Cash Transfer (HACT) policy framework adopted by the UN Development Groups (UNDGs).

Overall the Audit reports were unqualified therefore, giving an overall rating of Satisfactory.

3.4. Project Sustainability

The MTR observed that UNDP demonstrated commitment to mobilize and disburse resources to its assigned outputs under the JP. It is however inconclusive to make any final assessment on the other participating UN Agencies given the reality that no detailed reports were provided for analysis like was the case for UNDP and Agencies implementing Output 3 and 5 of the JP.

Based on the reports and interviews with the IPs, there is ownership, commitment and capacity to continue with the JP and sustainability of the JP outputs and outcomes since there are demonstrated efforts to mainstream the achievements so far registered in their routine engagements.

In view of the aforementioned observations, the overall assessment of program results and actions sustainability is rated Marginally Satisfactory (MS).

3.5. Risk management

At the time of the JP formulation, various assumptions were made and risks identified which include among others, potential delay in the start and implementation of the project because of the need to build relationships and consensus with some institutions on activities they were tasked to undertake; limited consensus on joint programming among UN country team; Insufficient initial funding due to unreliable funding sources and resource mobilization challenges as well as inadequate human resources.

Based on the issues mentioned earlier under planning, finance, M&E, reporting and the challenges of coordinating the JP with multiple stakeholders on the side of UN Agencies and IPs, the overall risk management rating is “Marginally Unsatisfactory”.

3.6. Country ownership and stakeholder engagement

The following table describes the roles of JP stakeholders and assessment of their engagement.

Table 3: JP Stakeholder ownership (GoR)

Stakeholder	Role	Comment
MoE	Sector and institutional leaders respectively for the implementation of Priority 5 of EDPRS II “pursuing a green economy approach for economic transformation”. The Green Economy Joint Program is hosted by MoE as the	Fully engaged

Stakeholder	Role	Comment
	<p>lead implementing partner. REMA is mandated by Law N° 16/2006 of 03/04/2006 determining the organization, functioning and responsibilities of REMA to among others, conduct research and provide technical advice to Government on policies, strategies and legislation and their implementation related to the environment.</p> <p>Is responsible for the coordination of the Joint Program and together with the ONE-UN has been co-chairing the Steering Committee for the Joint Program</p>	
MININFRA	RHA is responsible for Urbanization and Rural Settlement for which a green approach is required as stipulated in EDPRS II.	Fully engaged
REMA	<ul style="list-style-type: none"> • Establish and operationalize an innovation center of excellence that promotes the environment, climate resilience, green urbanization and green technologies • Develop and execute the technical and economic assessment of renewable potentials at one of the sites • Capacity strengthening for the RNP Environment Unit to implement green growth standards • Cost the green growth and climate resilience strategy <p>Develop technical capacity for green growth and green economy</p>	Fully engaged
UR	<ul style="list-style-type: none"> • Establish and operationalize the center of excellence for biodiversity and natural resources management 	Fully engaged
RNP	<ul style="list-style-type: none"> • Strengthen capacity for the RNP Environment Unit to implement green growth standards 	Fully engaged
FONERWA	<ul style="list-style-type: none"> • Develop and implement green urbanization and environmental health risk reduction policy and pilot projects • Develop technical capacity for green growth and green economy 	Fully engaged
RHA	<ul style="list-style-type: none"> • Establish and operationalize a private sector-led structure for the construction of a model green city in Rwanda • Guide the private sector-led resource mobilization and construction of model green city in Rwanda • Establish a gender-balanced private sector-led structure for up-scaling green villages in Rwanda for vulnerable women and men 	Fully engaged

Stakeholder	Role	Comment
	<ul style="list-style-type: none"> • Guide integration of climate-smart practices in the construction of green villages • Develop and implement green urbanization and environmental health risk reduction policy and pilot projects 	
Private Sector	<ul style="list-style-type: none"> • 	
PSF	<ul style="list-style-type: none"> • Implement institutional linkages in pursuing green growth (innovative center of excellence – research/academic); • Champion private investment in green technology goods for large scale national and export markets • Spearhead private investment in green technology goods for large scale national and export markets • Develop the national energy efficiency standards and codes 	Not engaged

One-UN

The designated UN Administrative Agent has been managing technical assistance and funding required for program implementation. Other third-party (non-core) resources were mobilized to support the unfunded activities or components of the program. The following table presents the UN Agencies participating in the JP with their respective roles.

Table 4: JP Stakeholder ownership (ONE UN)

UN Agencies		
UNDP	<ul style="list-style-type: none"> • UNDP has been the Administrative Agency (AA) of the JP • Support investment for integrating climate-smart practices in the greening of constructed villages • Support capacity strengthening for the RNP Environment Unit to implement green growth standards • Support costing of the green growth and climate resilience strategy 	Fully engaged
UNEP	Support the development and execution of technical and economic assessment of renewable potentials at one of the sites	Engaged
UNECA	Support the strengthening of national energy planning through renewable energy resources and decision tools development	No evidence of activities

UNIDO	<ul style="list-style-type: none"> • Support institutional linkages in pursuing green growth (innovative center of excellence – research/academic); • Support for private investment in green technology goods for large scale national and export markets • Support the development of national energy efficiency standards and codes 	No evidence of these activities
FAO	<ul style="list-style-type: none"> • Support establishment and operationalization of an innovation center of excellence that promotes the environment, climate resilience, green urbanization and green technologies • Support investment for integrating climate-smart practices in the construction of green villages 	Engaged with implementing partner (RHA)
UNECA	<ul style="list-style-type: none"> • Support the drafting of the SE4ALL investment prospectus • Support nationally adopted indicators and set-out the SE4ALL progress tracking system • Support the strengthening of national energy planning through renewable resources assessment and decision making 	No evidence of activities
UNESCO	Support operationalization of center of excellence for biodiversity and natural resources management	Engaged
UNCTAD	<ul style="list-style-type: none"> • Support for private sector-led resource mobilization and construction of model green city in Rwanda • Support for private sector-led resource mobilization for up-scaling construction of model green city in Rwanda 	No evidence of activities
UN HABITAT	<ul style="list-style-type: none"> • Support the establishment and operationalization of a private sector-led structure for the construction of a model green city in Rwanda • Support the establishment of a gender-balanced private sector-led structure for up-scaling green villages in Rwanda for vulnerable women and men • Support the green urbanization and environmental health risk reduction policy development and implementation of pilot projects 	Engaged
WHO	Support the green urbanization and environmental health risk reduction policy development and implementation of pilot projects	No evidence of activities

Overall Assessment of Stakeholder Engagement

There was full engagement by the GoR agencies while on the side of the UN agencies, there was participation by UNDP, UNEP, FAO and UNESCO in regard to delivering on the JP activities although it was difficult to confirm the financial commitment signed up in the JP project documents. This was made difficult because of direct disbursement by some UN agencies.

Based on the information provided, the overall rating for stakeholder engagement is **Marginally Satisfactory** (MS) because of the identified moderate shortcomings in stakeholder engagement.

4. PROGRAM ACHIEVEMENTS

The JP has made various accomplishments from the first half of the program implementation which are documented in the program's annual report and IP's quarterly reports. The MTR only provides a summary of the notable achievements in the following narrative section and a summary of performance in the results matrix below with the overall performance of the program with outputs rated as Marginally Satisfactory. It also presents a summary of planned resources as well as the actual expenditures on the JP as of July 2017.

Table 5: The JP Results Monitoring Framework

Output 1: Innovation centers of excellence for environment and climate change established and linked to relevant institutions.				
Key Actions:	Indicators:	Responsibilities		Progress as of July 2017
		UN Agency	GoR IP	
Support establishment and operationalization of an innovation center of excellence that promotes the environment, climate resilience, green urbanization and green technologies.	Innovation Center for Environment, Climate Change, Green Urbanization and Green Technologies established and operational.	FAO	MoE (REMA)	No activity was done
Support operationalization of the Center of Excellence on Biodiversity and Natural Resources Management.	Center of Excellence on Biodiversity and Natural Resources Management, established and operational.	UNESCO	MINEDUC (UR)	Operationalized the Centre of Excellence on Biodiversity and Natural Resources Management (CoEB) which work as hub with nodes of conservation institutions in Rwanda Two workshops were held, one on Insect Biology, Taxonomy & Field Skills for research capacity building, and another for Science high school teachers in Rwanda in Geosciences and biodiversity. There is a quarterly newsletter, presentations to local primary and secondary schools were made and grants received for research projects. Participated in World Science Day with MINEDUC; The Center webpage was created, there is social media presence, received funding from REMA for research scholarships, MS & PhD students at UR to study impacts of the LAFREC Gishwati-Mukura landscape restoration project. We have bi-monthly research seminars. We maintain office at Huye campus, UR.
Support institutional linkages in pursuing GE growth (Innovation Center of Excellence Research/Academic/RECP/ BDC/TVET	Institutional linkages established and functional between innovation centers and RECP Center, Business Development Centers, Research, TVET, Academic etc.	UNIDO	MINICOM (PSF)	No activity was done

Output 2: Public and private investment in Green Urbanization approaches to Economic Transformation increased				
Key Actions:	Indicators:	Responsibilities		Progress as of July 2017
		UN Agency	GoR IP	
Support for the establishment and operationalization of a private sector-led structure for the construction of a model green city in Rwanda	Private sector-led structure established and operational for the construction of a model green city.	UN HABITAT	MININFRA (RHA)	<p>The Toolkit for Green City Development was developed by UN-HABITAT in conjunction with RHA, finalized and validated in June 2017.</p> <p>UN-HABITAT is also undertaking a feasibility study for the application of the grey water treatment technology in Nyarugenge/ Agatare Kigali. A workshop was conducted to discuss the draft findings. The workshop recommended to conduct further research to improve the quality of the treated grey water.</p>
Support for private sector-led resource mobilization and construction of a model green city in Rwanda.	Resources available for private sector led construction of a model green city i Rwanda.	UNCTAD	MININFRA (RHA)	Funds not allocated by the Program (GEP)
Support for private investment in green technology goods for large scale national and/or export market.	At least one industry operational, producing a green technology goods for the national and/or export market.	UNIDO	MoE (FONERWA)	UN HABITAT undertook a feasibility study for the application of the grey water treatment technology in Nyarugenge. The pilot system at household level has been installed for testing.

Output 3: Planning and Implementation of Integrated Rural Settlements (Green Villages) especially for vulnerable women and men strengthened				
Key Actions:	Indicators:	Responsibilities		Progress as of July 2017
		UN Agency	GoR IP	
Support the establishment of a gender-balanced private sector-led structure for up-scaling green villages in Rwanda for vulnerable women and men.	Private sector-led structure established and operational for up-scaling green villages in Rwanda.	UN HABITAT	MININFRA (RHA)	No activity was done
Support investment for integrating climate smart practices in the construction of green villages	2 demo green villages established with climate smart practices	UNDP/FAO	MININFRA (RHA)	Two Demo Green Villages of Rukumberi in Ngoma District and Taba in Huye District were supported with Green Infrastructure like biogas, rainwater harvesting tanks, cowsheds, cows, Greenhouse farming, establishment of Green jobs like basket weaving cooperatives. Provided support in alternative income sources through building greenhouses with provision of hybrid seeds and providing seed money to women's cooperatives in the green villages Study tours in Gicumbi, Rwamagana and Kayonza conducted as planned
Support private sector-led resource mobilization for up-scaling of green villages in Rwanda.	Resources available for a private sector-led construction of green villages in Rwanda.	UNCTAD	MININFRA (RHA)	Funds were not disbursed by UNCTAD

Output 4: Sustainable Energy for All (SE4ALL) Goals in the Energy Sector of Rwanda Advanced				
Key Actions:	Indicators:	Responsibilities		Progress as of July 2017
		UN Agency	GoR IP	
Support the strengthening of national energy planning through renewable energy resource assessment and decisions tools development.	National renewable energy resources assessment/development framework and tool developed to support renewable energy capacity expansion and investment decisions.	UNECA	MININFRA, (Energy)	No activity was done
Support the development and execution of technical and economic assessment of renewable energy potentials at one of the sites.	Geothermal energy potential established and documented.	UNEP	MININFRA, (Energy)	No activity was done
Support the development of national energy efficiency standards and codes.	Energy efficiency standards and codes developed	UNIDO	MININFRA, (Energy)	No activity was done
Support mainstreaming SE4ALL goals including: Energy Technology Deployment and Energy Security framework; SE4ALL multi-stakeholders' framework and coordinating committee; Decentralized off grid solutions, in the energy sector of Rwanda through policy dialogue, consultation and technical support; and Strengthen the Decentralized energy segment of the Rwanda SE4ALL AA and develop Program framework for decentralized energy solutions	SE4ALL goals mainstreamed in energy sector policy and planning through policy dialogue, policy review support, consultations and technical support.	UNDP; UNHAB ITAT; UNECA; UNIDO	MININFRA, (Energy)	Energy Technology Deployment Framework and Regional Energy Security Policy Framework were developed to support roll out of SE4ALL initiative across 44 African countries
Support the drafting/adoption of the SE4ALL Investment Prospectus	Rwanda National SE4ALL Action Agenda & Investment Prospectuses (AA/IPs) developed.	UNECA/UNDP	MININFRA, (Energy)	No activity was done
Support nationally adopted indicators and set-out the SE4ALL progress tracking system.	SE4ALL RBM and M&E systems developed	UNECA/UNDP	MININFRA, (Energy)	No activity was done

Output 5: Initiatives in Support of Policy, Advocacy and Capacity Development for Green Economy effectively coordinated				
Key Actions:	Indicators:	Responsibilities		Progress as of July 2017
		UN Agency	GoR IP	
Support the development and operationalization of a toolbox for operationalizing the GE in Rwanda.	A toolbox for operationalizing GE Transition in Rwanda developed and operationalized.	UNEP	MoE (REMA; FONERWA)	The toolbox was established by UNEP and REMA and trainings were carried out for its use
Provide capacity-strengthening support for the Environment Unit of the RNP to support in implementing green growth related standards.	Environmental Unit within RNP exists and is operational	UNDP	RNP/REMA	<p>Established, equipped and supported Environment Protection Unit under Rwanda National Police (RNP) for better inspection and investigation of environmental crimes in the country</p> <p>Countrywide environmental crime mapping and capacity needs assessment of RNP Environmental Protection Unit (EPU) was carried out. RNP conducted monitoring and operation for regular prosecution and inspection of environmental crimes on illegal mining in Kamonyi, Ngororero, Muhanga, Kayonza and Gatsibo Districts.</p> <p>RNP also conducted training on awareness creation and response on environmental crimes on three sites (Muhanga, Karongi & Rwamagana) and 12 Districts officials. The total number of trainees was 119 people.</p>
Support the costing of the Green Growth and Climate Resilience strategy.	All sectors costed for the implementation of the Green Growth and Climate Resilience Strategy.	UNDP/Others	MoE (REMA; RNRA; FONERWA)	Some sectors were costed
Supporting the urbanization and environmental health risk reduction policy development and implementation pilot projects.	Urbanization policy produced and pilot projects implemented.	UN HABITAT/WHO	MININFRA, (RHA) MoE (REMA; FONERWA)	<p>UN Habitat developed a Green City Toolkit to be used in the Development of Secondary Cities</p> <p>Supported the central and local government in their effort on green urbanization and settlement by developing Green city toolkit, Rubavu District Master Plan and Spatial Development Framework</p>
Supporting technical and capacity development and provision of advisory services for Green Growth and Green Economy	GE Advisory services provided	ONE UN	MoE (REMA; FONERWA)	No activity was done

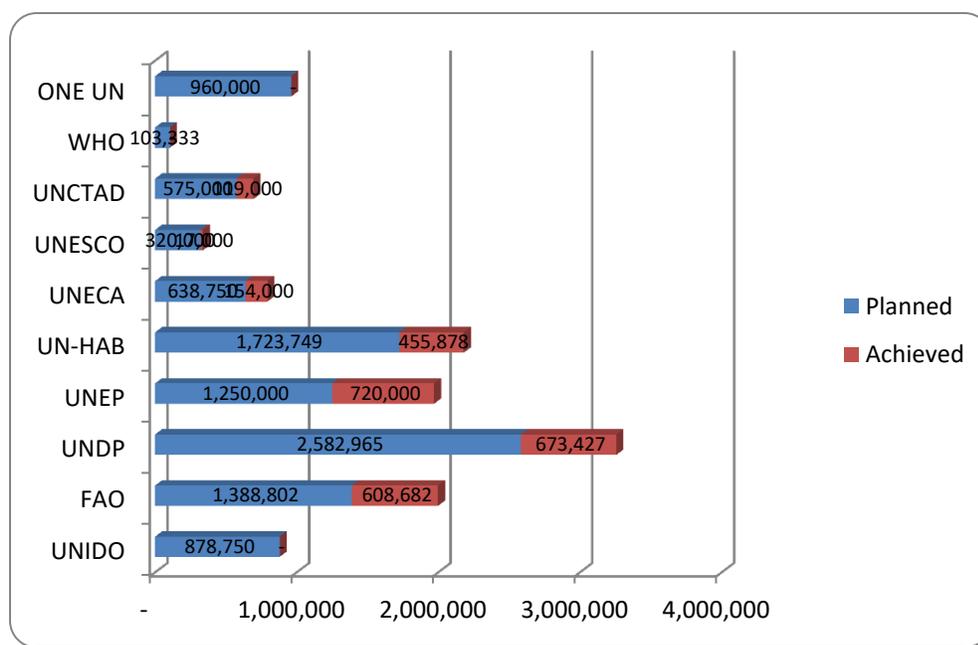
Status of JP resource mobilization and expenditure

The following table presents the status of planned resources on the JP project document and what was realized and spent on implementation.

Table 6: The JP Planned and realized financial resources as of July 2017 (in US\$)

UN agencies	Planned resources	Expenditure (2015-2016)	Expenditures (Till July 2017)	Total Expenditure	Variance
UNIDO	878,750	0	0	0	878,750
FAO	1,388,802	516,681	92,000	608,682	780,120
UNDP	2,582,965	637,221	36,206	673,427	1,909,538
UNEP	1,250,000	720,000	0	720,000	530,000
UN-HABITAT	1,723,749	436,624	19,254	455,878	1,267,871
UNECA	638,750	154,000	0	154,000	484,750
UNESCO	320,000	0	0	0	320,000
UNCTAD	575,000	104,000	15,000	119,000	466,000
WHO	103,333	0	0	0	103,333
OneUN	960,000	0	0	0	960,000
TOTAL	10,421,349	2,568,527	162,460	2,730,987	7,690,362

Figure 2: Planned and realized JP implementation resources



It is evident from figure 2 that none of the UN Agencies participating in the JP succeeded in mobilizing all the required resources to implement the outputs signed up in the JP with ONE UN, UNIDO and WHO failing completely to mobilize any resources

Figure 3: Percentage of disbursed JP resources as planned in the JP document

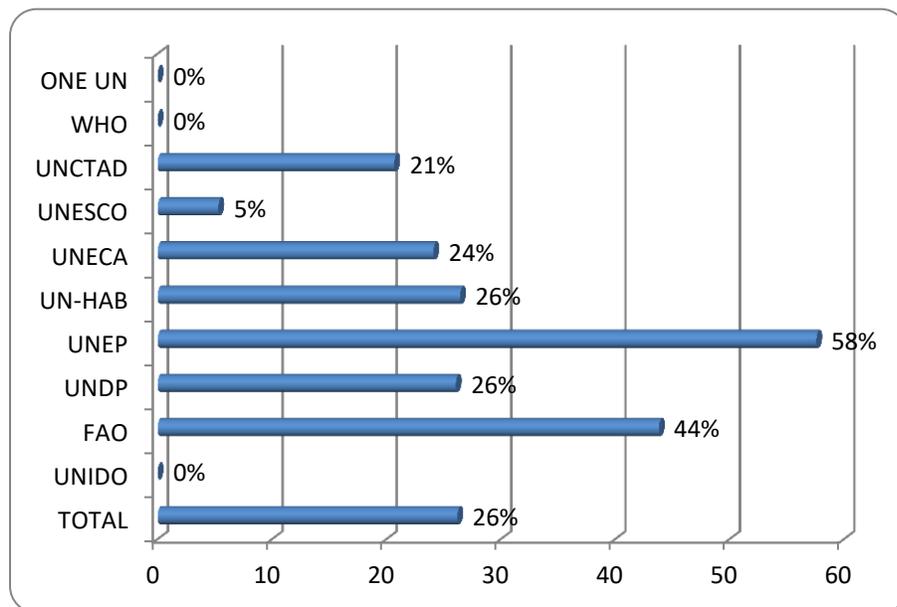


Figure 3 shows that from the initial commitment made by the UN Agencies at formulation phase, UNEP disbursed more than half of its pledge (58%), followed by FAO (44%) then UNDP and UN HABITAT (26% each). Overall, just one quarter of the planned resources (26%) was realized by July 2017.

UNIDO, WHO and ONE UN delivered on none of their commitments in the JP

Table 7: Summary of MTR performance ratings

Criterion	Rating
Project Planning	Marginally Satisfactory
Project Concept and Design	Satisfactory
Project Implementation Arrangements	
Project Governance	Marginally Unsatisfactory
Project Implementation and management	Marginally Satisfactory
Country ownership	Highly Satisfactory
Stakeholder participation in implementation	Marginally Satisfactory
Risk management	Marginally Satisfactory
Project Finances	
Planning and management	Satisfactory
Disbursement	Marginally Unsatisfactory
Co-Financing Arrangement	Highly Satisfactory
Monitoring and Evaluation	Marginally Unsatisfactory
Project reporting	Marginally Unsatisfactory
Sustainability	Marginally Satisfactory

5. CHALLENGES

Despite the progress so far registered in the implementation of the JP, there are challenges that still impede the realization of planned results as discussed below;

- i. It was evident from reports and one on one interviews during the MTR exercise that the JP M&E reports do not clearly reflect implementation progress of the whole JP especially of outputs 1, 2 and 4.
- ii. The JP funding arrangement has been problematic as manifested by delays in disbursement by some UN Agencies at the best and complete failure to disburse for execution of assigned activities in the JP at the worst. The model of direct execution also made coordination of funding more complicated.
- iii. Weak coordination between the and among the UN Agencies and the GoR Implementing Agencies a situation that has exacerbated weak or a breakdown in communication between and among the JP stakeholders. This has been further compounded by continuously declining participation of project representatives in quarterly meetings, an indication of waning interest.
- iv. Inconsistent reporting formats that are not in line with the monitoring framework in the JP document for example, it is difficult for an independent evaluator to track progress for planned activities vis-à-vis realized activities and the budget.
- v. The MTR also found out that the JP implementation process has suffered delays mostly attributed to strict procurement processes and on some instances, lack of respect for established deadlines. This has been exacerbated by the fact that no penalties or safeguards are provided for in the JP document.
- vi. Whereas it was envisaged that the JP would facilitate the IPs to gain from experience and goods practices of the participating UN Agencies, it was difficult for the MTR to establish the impact of JP implementation on capacity development in the IPs partly because of the high staff turnover.
- vii. It also emerged during the MTR that variations in planning and budgeting cycle between UN agencies and the GoR inevitably led to double annual planning of the joint program which consequentially increased staff workload.
- viii. The fact that some of the UN Agencies involved in the JP are non-resident made it rather difficult to smoothly build partnership with new IPs during implementation of the JP. This created a new dimension of challenges which further compromised anticipated synergies and cross pollination of good practices..

6. LESSONS LEARNED

a. Key lessons

- i. There has been very high GoR involvement and commitment at the highest levels of government which has led to recognition of the green week (the first of its kind and now to be made an annual event).
- ii. The JP arrangement has been able to galvanize various actors to recognize the importance and value of green economy which was already a constituent part of the GoR national development agenda.
- iii. The project has in many ways been catalytic to other development initiatives because it has brought on board many intervention areas (many approaches and innovations like green growth, establishment of Green villages in Rwanda, development of toolkits, etc) that would take GoR too long to establish and mainstream.
- iv. The successes so far registered are scalable with potential to be replicated in other parts of the country as well as other sectors.
- v. There seemed to be more emphasis on mobilization of JP funds by participating UN Agencies and less on the expertise that they could bring to the implementation of the different aspects of the JP which made some Agencies to retreat to the back-seat. This has been a missed opportunity for transfer of knowledge and expertise to the IPs.
- vi. The fact that many actors (UN Agencies and IPs) were involved in the JP caused coordination challenges and eventual weathering away of commitment by some actors. Perhaps fewer actors would have been more ideal.
- vii. The assumption that resources would be made available by the One-UN caused some partners especially the UN Agencies to relax and abdicate their participation in the JP.
- viii. Direct execution or funding by some UN agencies made the GoR loose control of monitoring of JP implementation progress of program execution. This arrangement also dislodged the GoR from the “driver’s seat” in the management and oversight of the JP implementation process.
- ix. Too much focus on resource mobilization lost sight of expertise that different UN agencies would bring on board and synergies thereof that could benefit the IPs.
- x. It proved very difficult to establish the financial and narrative status for most of the activities that are directly funded by UN agencies, moreover most of the UN agencies are not actively involved in the program though they signed up for its implementation.
- xi. All IPs funded by UNDP have their activity and financial reports well done, together with those funded by UN-HABITAT and UNEP. However the above arrangement of direct financial

execution made it difficult for the Project Coordinator at the MoE to solicit and consolidate reports for the entire JP especially from IPs that are being directly funded.

b. Addressing Cross Cutting Issues

The JP model has also been able to demonstrate that the approach can be pivotal in addressing cross-cutting themes like Gender, Environment, Governance, Human rights, etc. as were addressed during its implementation.

i. Gender

About 50% of the people that attended the awareness training workshop conducted by the CoEB were women, while about 98% of the trainees on basket weaving were made up of women and 73% of the trainees on fodder processing and storage was made of women from Taba green village.

ii. Human Rights

The activities implemented were non discriminative in a way that all the participants were equally involved in developmental activities. The executed activities did not involve people below 18 years of age.

iii. Environment

Environmental conservation and climate change adaptation was considered during the planning and execution of JP activities.

7. CONCLUSIONS

- i. The project has performed well in implementing activities where commitment existed from both the concerned UN agencies and the IPs. However, even in instances where there was weak coordination, there is still an opportunity to better integrate the different projects under this JP, especially where there is common ground and opportunities for cross-cutting activities for collaboration.
- ii. The project has been in many ways catalytic to other initiatives because it brought on board many intervention areas (many approaches and innovations like green growth, tools, etc) that would take GoR too long to mainstream.

8. RECOMMENDATIONS AND WAY FORWARD

This section aims to provide guidance to the remaining phase of the JP implementation and inputs for the design and implementation of projects of similar nature in future.

- i. Reference should be made to Chapter 7 of the JP document that underpins the Monitoring framework in the JP document that should be consistently used as a “Dashboard” for all IPs and financing partners to reflect the UNDAP outcome, outcome indicator, baseline information, UNDP Strategic Area of Work, output, key actions, output indicator, means of verification, reporting period and responsible agencies. In addition, there should be desegregated data by gender where appropriate.

For a program of this nature which has multiple actors, this could form a basis for a joint performance contract or its equivalent to ensure accountability and results of the JP, a framework which is already being used in the JPC for the National Employment Program which also has multiple actors. MINECOFIN National Planning Directorate can provide guidance on the design and use of the JPC or its equivalence that would be appropriate for the JP M&E as well as reporting.

In addition, Rwanda is recognized as a leader in environment and climate change awareness and has taken important steps to recognize this, for example, the adoption of the National Green Growth and Climate Change. In this regard, it is imperative that the JP activities should be mainstreamed and given prominence during the environment and climate change Sector-wide planning, implementation, M&E and reporting.

- ii. It is evident that the workload of the JP coordination was underestimated and was assigned to a lean structure at the MoE on the assumption that focal persons in IP institutions would support the day today implementation of the JP activities. However, the MTR has noted that this approach is not working as highlighted in the progress reports and one on one interview with key informants. It is therefore, recommended that additional M&E staff be assignment to track and report on each of the outputs that have multiple actors. This would include more of field work and regular engagement with all the JP actors in government and in the UN using established channels.

- iii. A program of this magnitude should have a longer implementation period given the very long-term gestation period of the planned outputs. Six to seven years would have been appropriate to enable sufficient lead time for all the actors to develop common plans, shared ownership and understanding of the implication of their involvement and demands for participation in the JP. The inevitable consequence has been surmounting coordination challenges and eventual weathering away of commitment by some actors.
- iv. The JP should not only emphasize mobilization of JP funds by participating UN Agencies but also consider attracting and absorbing expertise from the aforementioned agencies to enable cross pollination of good practices from in country and globally. The MTR noted that this has been a missed opportunity for transfer of knowledge and expertise to the IPs.
- v. A basket fund approach is highly recommended to attract green economy financing especially for such a program that is cross cutting but has one coordinating entity responsible for planning, M&E and reporting. Lessons can be drawn from similar arrangements that have successfully worked with this funding arrangement e.g. FONERWA Green Fund which has multiple actors in GoR and DPs. This will ensure synergies and harmonization of support and facilitate tracking of progress of fund mobilization and utilization as well as accountability by different actors.
- vi. It is strongly recommended that the JP Steering Committee that is chaired by MoE on behalf of the GoR and Co-chaired by ONE UN should exercise their authority as prescribed in the program document and empower the JP coordinator at MoE to consolidate plans, budgets and reports for accountability and ease of tracking implementation progress. The rules of engagement should be that all activities whether funded by UNDP or any other concerned UN Agency should be jointly planned and reported to the steering committee for review and approval as a safeguard for the JP governance arrangement (as articulated in Chapter 5b of the JP document).
- vii. The JP project team should put in place a Knowledge Management and Sharing platform specifically to document progress, success stories, lessons learnt, knowledge products developed and share good practices across the program. This initiative will really inform the remaining implementation period of the JP as well as subsequent programs.

ANNEXES

i. List of stakeholders contacted

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ii. List of References

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- Rwanda Green City Toolkit Final Version
- Rwanda Green Growth Strategy
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