

**Final evaluation: “Strengthening Institutional Capacity
of the Ministry of Natural Resources in Rwanda (SICM)”**

Individual Consultancy (International)

Deliverable 3: Evaluation Final Report

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1. EXECUTIVE SUMMARY

Strengthening the institutional capacity of the Ministry of Natural Resources in Rwanda (SICM), is a 5-year Programme designed to provide support to build the institutional capacity of the environmental and natural resources sector (ENR) which used to be chair by the former ministry of natural resources (MINIRENA). The main object of the programme was to support the ministry to build the required capacity to effectively deliver on its mandate and ensure the 5-year Natural Resources Strategy is implemented through a series of strategic interventions.

The evaluation report is aimed at critically assessing the stages of the SICM and its products through participatory approaches, measuring to what extent the objective/outputs/activities have been achieved against the results and resources framework, and identifying factors that have hindered or facilitated the success of the Programme. The final evaluation covers the project's implementation over a period starting from January 2014 to June 2018.

After two years of implementation, in December 2015 UNDP faced important cutbacks in its funding, which negatively affected the Programme and led to cut off some of the outputs to prioritize key areas of the Programme and make more impact on the ground. Out of five original outputs, the agreement reached between Implementing and Executing Agencies was to maintain only the following two outputs: (1) Strengthened planning and co-ordination capacity for informed policy and decision-making; (2) Results based M&E System for ENR Sector developed and implemented.

In terms of its design, the Programme was aligned with the national development agenda, and responds to clear mandates in terms of its political and institutional frameworks. The Programme was envisioned as a key tool to support the former MINIRENA to achieve the overarching objective of the ENR Strategy, which is to ensure that environment and natural resources are utilized and managed productively in support of equitable and sustained national development and poverty reduction.

The program served as a logical consequence of sector development needs. It was built based on the Capacity Needs Assessment that was carried out in 2012. The program's timing was quite opportunistic to support the ENR sector's mandate, considering that it was incubated at the time where EDPRS 1 was ending and evaluated. Giving the critical role of former MINIRENA this objective became a critical success factor for ensuring the contribution of the sector towards Vision 2020 – 2050, EDPRS, 7 Years Sector Strategy, Natural Accounting system, Green Growth Development Strategy. This confirms that program objectives were clearly aligned with major national development objectives and policies.

The design proved to be too ambitious considering that capacity building is a long-term process, and that it needs to consider more carefully the real absorption capacity of the beneficiary. Programme's outcomes are a good example of this ambition; they chose to measure success pointing at macroeconomic indicators such as GDP growth, results which are completely out of the control of the Ministry of Environment or the Programme.

Almost four years after the Programme started, all five outputs are still relevant for the country, and address key needs and gaps to move the ENR sector forward. It can be even said that now that the original MINIRENA was divided, is precisely where inter- and cross-sectorial coordination and capacity building is more needed. The Programme raised awareness and generated great expectations across different subsectors in terms of the Result Based Monitoring and Evaluation System (RBMES), it is precisely now where the first phase has been achieved when additional support is needed to ensure actual implementation of the developed system. The Programme was the right answer to the need to integrate sub-sector plans and present a coherent strategy that has a clear linkage and specific role in terms of fulfilling the sector needs towards contributing to the national major policy goals.

The project faced serious delays during the startup process. Procurement and hiring of key staff proved to be inefficient and caused unnecessary delays in building the technical assistance team. Anticipating this risks and incorporating them into the programme planning could have lowered its impact in overall project execution. When the programme was downscaled most capacity building activities stopped and the overall effectiveness was seriously affected. Expectations that were raised were not able to be met, and most of the beneficiaries just could not continue their training programs as expected. The team hired to develop the RBMES faced serious difficulties in defining its role, setting up a proper team and ensuring an effective and punctual delivery. After three project's coordinators, and six months prior to the end of the programme, the RBMES has not yet reached an implementation stage; the company responsible, NIRAS, now face the final and decisive six months with a project leader that does not live in the country, and a part -time team in charge.

Shortage of funding was the most important challenge that was faced, this called to an unofficial Programme internal revision that led to cancel 3 out of the 5 expected Programme outputs. The original Programme's budget was worth USD 10 million for the four years' period. By December 2017 a total of US \$3,629,951 was executed, roughly one third of the original funding commitment; 65% of these resources were executed during the first two years. Among the different factors that were affected, the end of the collaboration of international experts, was probably the one with more profound impacts. The Programme team was forced to cope with fewer people and without the mentorship and expected hands on experience that was supposed to build the necessary capacities for local staff. Despite this, the remaining team managed to continue the prioritized activities and was even able to develop the 7 years' strategic plan for the ENR sector, without any external support.

The Programme could achieve an impact in all the original outputs, more significant and sustainable in the case of ENR's operational performance, and planning and coordination capacity for informed policy and decision-making. Interviewers agree that the project could promote visible change in terms of strengthened capacities to develop sectorial policies and plans such as the most recent 7 years Sector Strategic Plan (SSP). The creation of SPIU has increased project implementation capacity and improved coordination with donors, the Ministry now implements a diversified portfolio of complex projects. Operational performance was also increased, the Ministry has now an operational manual, templates to report, working formats and institutional procedures.

The Programme could contribute to analyze the context and perspectives of the ENR sector. Before the Programme there were almost no tools to trace where the sector was coming from, and where should it be heading to. According to national authorities, to some extent this has contributed to open up their minds, to reflect about the way they used to work and realize that there is always place for continuous improvement and institutional strengthening. With regards to this, contributions such as the operational manual for MINIRENA were fundamental for improving operational performance and cost effective management.

In terms of coordination and mobilization of the ENR sector, the project achieved great impact basically by reviving groups that existed before and were somehow already institutionalized back in 2008. Spaces such as the Joint Sector Review Meetings generated a base ground for mainstreaming environment and building capacities within each subsector and major stakeholders such as energy, agriculture, irrigation.

So far there is no clear exit strategy drafted or shared among the different people interviewed during the mission. This final 6 months are critical to organize a sound closure process, ensuring follow up of critical processes such as the RBMS and sustainability of the results achieved. This evaluation highly recommends an update of the original capacity needs assessment that inspired this programme, to be considered as an integral strategy to close the project and guide the commitments of SIDA and other cooperating agencies to fund a second phase of this Programme.

The evaluation concludes that capacity building at individual and institutional levels is a highly complex challenge, that can only be conceived as a long-term tailor made process. Programme design and implementation should take note of this concept to land programmes that are based on a sequential approach, where each new programme or project moves the process one step forward. Rwanda should visualize that moving the whole ENR sector to the higher stage where it deserves to be, could probably take 10 or 15 years, and surely several programmes and projects such as the one is being evaluated in this report.

Mainstreaming environment and climate change is continuous and long term process, this reality should be conceived as a long-term investment and incorporated into greater governmental budgets allocated to the sector, as well as a diversified set of self-generating sources of funding. Therefore, sustainable financing should be at the heart of capacity building strategies and not neglected or left aside as was the case of this programme.

There is a serious risk that once the consulting firm NIRAS leaves the country, there would be not enough appropriation and knowledge to maintain and operate the RBMES. The evaluation recommends that a specific team should be in place at the Planning Unit, with full time dedication to take over the system and be ready to start operating it properly.

It is recommended to revise the time frame for the design of this type of projects, possibly to be between 6 and 7 years which are needed to concretize them in an appropriate way, without forcing national processes. Recent experience evaluating similar programmes suggests the need to plan at least one full year for start-up and one for closure, which would leave 4 to 5 years for implementation.

2. INTRODUCTION

This first chapter presents the purpose of this evaluation report, its main objectives and the methodological approach that was followed to build this assignment.

2.1 Evaluation Purpose

The evaluation report is aimed at critically assessing the stages of the SICM and its products through participatory approaches, measuring to what extent the objective/outputs/activities have been achieved against the results and resources framework, and identifying factors that have hindered or facilitated the success of the Programme. The lessons learned section is aimed at capturing key lessons to assess what capacity building approaches/measures were effective. This part is therefore forward-looking and is aimed at promoting SICM's lessons so that the legacies of the Programme will be replicated and sustained beyond the Programme lifetime.

2.2 Evaluation Objectives

The objective is to assess the project's achievements against of the planned activities and expected outputs and contribute to the selected outcomes. More specifically, the objectives of this evaluation are:

- Assess the Programme's implementation strategy.
- Assess the relevance, efficiency, effectiveness, sustainability, and impact of the interventions.
- Assess mainstreaming of UN programming principles (gender, human rights, RBM, environment, capacity building).
- Assess the Programme's processes.
- Assess the extent to which planned activities and outputs have been implemented and results achieved.
- Identify the main achievements and impacts of the Programme on the implementation of the environmental and natural resource sector strategic plan
- Identify the underlying causes and issues of non-achievement of some targets.
- Assess the Programme sustainability and exit strategy.
- Document lessons learnt.
- Formulate key recommendations for the way forward for the programme.

2.3 Scope and Methodology

In general, evaluation refers to the collection and systematic analysis of information on characteristics and results of a project, which serves as a basis for improving its execution and effectiveness and informing decision makers on the best way to improve the for the current and future programmes. In the present case, it is a final evaluation of **“Strengthening Institutional Capacity of the Ministry of Natural Resources (SCIM) in Rwanda”**. The evaluation concentrated on results achieved and how they were obtained. Thus, it would allow the project stakeholders at different levels and beneficiaries to learn from what worked and didn't work. It highlighted the achievements of the Programme in the fulfillment of its logical framework, as well as identified good practices and lessons learned in the design and implementation of the Programme.

The final evaluation covers the project's implementation over a period starting from January 2014 to June 2018. The project has been implemented by the Ministry of Environment (MoE) the former ministry of Natural resources known as MINIRENA with financial and technical support of the United Nations Development Programme- UNDP and Swedish International Development Cooperation Agency (SIDA) in Rwanda. The main project's implementation geographic areas is the city of Kigali, but the project

The methodology proposed for this evaluation was aimed at achieving the objectives defined in the ToR. During the process, there was active interaction between the consultant, the UNDP Country Office, the project team, and other stakeholders. This coordination allowed to speed up the evaluation process and enable timely feedback of findings.

As the first key task of the evaluation, the consultant reviewed the Programme documentation provided by the contractor, and implementing partners. This included but it is not limited to, the programme document, various progress reports, monitoring tools, annual and quarterly plan, annual and quarterly progress reports, communication between the project donor and implementing partners, minutes of the programme's steering committee meetings, field visits reports, annual audits report, substantive programme reviews, national strategic and legal documents, and other documents related to the programme.

A broader context was based on other national documents and reports, such as official information from government and donor agencies, such as programme documents, capacity building assessments, country reports or profiles. This information should provide a measure of the baseline situation prior to programme implementation, as well as its perceived contribution or impact.

Based on the programme description and the analysis of its logical framework, in the second step of the process an evaluation framework was established, combining guiding questions for the five key evaluation criteria and the four performance evaluation categories (Formulation and design of the Programme, implementation, monitoring and evaluation, and results).

This allowed to define the scope and the qualitative and quantitative indicators, which are fundamental to evaluate the relevance, efficiency, effectiveness, and impact of the interventions carried out for the objectives proposed in the Programme's logical framework and its sustainability.

This initial desk review led to an in-depth analysis of the questions posed by the terms of reference, to complement the sources of information collected through a comprehensive consultation process that included different governmental bodies, donor agencies, Civil society organization, and other relevant stakeholders.

During the evaluation mission, around 19 interviews were conducted with different key actors, implementing partner, project team and others (Annex 1). For this purpose, a questionnaire focused on the participation of the different actors by their role in the programme implementation was used considering the guiding questions proposed by the ToR. The interviews generally lasted about 45 minutes each, they were conducted individually, semi-directed and with diverse social actors, always indicating to the

interviewees the confidentiality of their answers. Different perceptions were sought against situations of interest, to "triangulate" responses and generate less subjective visions. The Programme Office together with national authorities coordinated the schedule of interviews.

The analysis of this information enabled the formulation and justification of conclusions and lessons learned, which in turn will feed the definition of recommendations for future projects. The initial findings were presented in a meeting during the last day of the mission to the major stakeholders, authorities and representatives of the different institutions associated to the programme implementation.

This Final Evaluation is aligned with the principles established in UNDP's Evaluation Policy and the UN Evaluation Group's Norms and Standards for Evaluation. The scope of the final evaluation covers all activities undertaken in the framework of the Programme. This refers to:

- Planned outputs of the Programme compared to actual outputs and the actual results as a contribution to attaining the Programme objectives.
- Problems and necessary corrections and adjustments to document lessons learnt.
- Efficiency of Programme management, including the delivery of outputs and activities in terms of quality, quantity, timeliness and cost efficiency.
- Likely outcomes and impact of the Programme in relation to the specified goals and objectives of the Programme.

The Final Evaluation was directed by the guidelines defined in the UNDP Evaluation Guide and its four stated objectives. A participatory and inclusive approach was used, based on data derived from programmatic, financial and monitoring documents, and a reasonable level of direct stakeholders' participation. The consultant was ruled by UNDP's standards of good evaluations of utility, feasibility, accuracy and neutrality.

The evaluation process reached conclusions about various aspects of the Programme, the activities carried out and its contribution to the central objective and the proposed outcomes. It proposed to identify and understand the factors, challenges, weaknesses and strengths that contributed to each result. The analysis focused on the products achieved and their actual contribution to the Programme results. According to the UNDP guidelines, the evaluation of the Programme performance will minimally cover the criteria of relevance, effectiveness, efficiency, sustainability and impact.

The evaluation considered the results obtained throughout the Programme life cycle, from its design and strategic conception until the final evaluation. However, in this case there was no Mid Term Evaluation containing a comprehensive description of the development of the Programme in its first stage, which is why this final evaluation gave a balanced weight to the progress registered since the very beginning of the Programme. Therefore, the qualification awarded to the Programme will be based especially on the results obtained in the last stage of implementation after the EMT.

2.4 Structure of the Evaluation Report

The final evaluation's report is structured in four levels, beginning with an executive summary. After this initial chapter, there is a short introduction to the evaluation and its methodological process. A second level, covering chapters 3, 4 and 5, presents the evaluation findings for each stage of the Programme life cycle:

Concept and Design: Logical framework, assumptions, risks, indicators, Budget, country context, national ownership, stakeholder participation and replicability.

Programme Implementation: Approach, stakeholder participation, quality of implementation of institutions involved, financial planning, monitoring and evaluation during implementation.

Results and sustainability: Effects, impacts, catalytic effect of results achieved, their integration with other UNDP priorities, as well as their financial, socio-political, institutional, governance and environmental sustainability.

Finally, the main findings of analysis data gathered are summarized in the final chapter, presenting conclusions, lessons learned and recommendations.

3. DESCRIPTION OF THE PROGRAMME AND IMPLEMENTATION CONTEXT

This chapter provides the necessary background to understand the context and the different issues influencing the project design. After justifying the major institutional gaps that inspired the intervention, the chapter describes the Programme in detail, including its implementation strategy and expected outcomes.

3.1 Programme background and context

Rwanda launched the national Green Growth and Climate Resilience Strategy in 2011 for a period of 40 years to 2050. The strategy aims at fostering economic growth and development by ensuring that natural asserts continue to provide the recourses and environmental services on which economies well-being relies. Green economy is part of the country's development policies including building national and local capacity in mainstreaming environmental and climate change priorities into national and local policies, strategies and plans.

Government's policy framework for attaining its goal of sustainable development is a sustained inclusive economic green growth, which expressly defines key sectors. One of the strategic areas is the environment sector in which specific actions are geared towards environmental protection and economic diversification for sustainable development thereby safeguarding the health and incomes of rural and urban populations. The promotion of "sustainable management of the environment and natural resources" is not incompatible with poverty reduction through economic development; but rather depends on it.

One important factor for promoting a sustainable environment is the conservation of services that are vital to mankind and which are provided by ecosystems, such as food, shelter and building materials. Another equally important aspect is the need to control

water, soil, air and atmospheric pollution. These environmental issues are of special importance to the Government of Rwanda. Rwanda's progress in economic and social development over a substantial period has been notable. The country's national development is guided by the long-term Vision 2020.

The Vision is elaborated into medium term actions in the Economic Development and Poverty Reduction Strategy (EPDRS) that are implemented through the respective Sector Strategic Plans nationally and District Development Plans at local level. The EICV4 reports that the country sustained GDP of 8% for over a decade, mainly driven by agriculture (33% of GDP) and services (47% of GDP). One million people lifted out of poverty; poverty reduced from 59 percent to 39 percent and; inequality reduced from 0.507 to 0.448. The report also shows that all MDGs were achieved at goal level except for the poverty goal, which was partially met, falling short on stunting and poverty targets.

However, Rwanda's population still highly depends on land and water resources for livelihoods mainly for subsistence agriculture. National statistics show that close to 80% of rural population of Rwanda depends on wood-based fuel for cooking, posing an increasing threat to forest coverage, reduced carbon sequestration and degradation. Going forward, Vision 2020 was updated with the Green Growth and Climate Resilience Strategy's (GGCRS) strategic objectives to include a focus on green growth and EDPRS 2 with Green Economy priorities. The country is currently implementing its second 5-year phase of EDPRS 2 (2013-2018) with targets to achieve an even higher growth rate of 11.5 percent by 2018, reduction of poverty to 30% and creation of 200,000 off-farm jobs annually while maintaining high standards of Accountable Governance.

With regards to these important challenges and opportunities towards the future development of the country, the SCIM Programme arose as a logical response to address the most relevant issues, weaknesses and problems found to mainstream environment in the national development agenda. There are significant shortfalls in capacity which constrain MINIRENA's ability to develop, implement and enforce environmental policy, and to factor in complex, cross-cutting environment and climate change issues into strategic planning. As such, MINIRENA has been designated a priority for capacity building under the EDPRS 2. An ENR Joint Sector Review, a UNDP commissioned Capacity Assessment in 2012 and technical assistance provided by the Government of Sweden on capacity needs for Monitoring and Evaluation highlighted several significant shortfalls in MINIRENA's capacity that need to be addressed, specifically in the areas of strategic planning and co-ordination, monitoring and evaluation, operational management and communication. Additionally, one of the key sub-sectors, mining, is expanding fast and the Government faces considerable challenges in ensuring that the fiscal regime, legislation and regulations keep pace with the proliferation of mining operations in Rwanda. There is also an acute shortage of the necessary skills within RNRA to effectively enforce regulatory standards and engage effectively with private mining companies. These issues are discussed in more detail in the sections below.

3.2 Programme Description

Strengthening the institutional capacity of the Ministry of Natural Resources in Rwanda, is a 5-year programme designed to provide support to build the institutional capacity of

the environmental and natural resources sector (ENR), which used to be chaired by the former ministry of natural resources (MINIRENA). This ministry was spread into two distinctive ministries such the ministry of land and forestry and the ministry of environment (MoE). The main object of the programme was to support the ministry to build the required capacity to effectively deliver on its mandate and ensure the 5-year Natural Resources Strategy is implemented through a series of strategic interventions.

Specifically, the programme proposed to strengthen the Ministry's planning and co-ordination capacity, improve operational management processes for better service delivery and enhance knowledge, experience and know-how across the technical and corporate services within the Ministry. The support was also supposed to develop the ministry's capacity for outreach and engagement with state and non-state actors so that the ministry can more effectively influence the agenda of other institutions active in the ENR sector. The introduction of a results-based Monitoring and Evaluation System using Electronic Data Collection methods would enable ministry's staff to track the ENR's contribution to delivering on the Economic Development and Poverty Reduction Strategy 2 (EDPRS) targets. Support was also supposed to be provided to different sub-sectors such as the mining sub-sector to strengthen the legislative, regulatory and fiscal framework and develop the institutional capacity of former Rwanda Natural Resources Authority (RNRA), to effectively govern mining operations in line with the new Mining Sector Policy.

The programme was designed to fill the following capacity gaps identified in 2012 by the Capacity Needs Assessment: 1) The core capability to commit and engage; 2) The core capability to carry out technical service delivery and logistical tasks; 3) The core capability to relate and attract resources and support; 4) The core capability to adapt and self-renew; 5) The core capability to balance diversity and cohesion. It is intended to provide support to finance consultancies, services, equipment and operating costs. It was envisaged that the programme will require substantive technical support that will build on the extensive analytical work funded by SIDA and UNDP.

The design prioritizes key areas for capacity intervention and proposes a phased intervention to better align with programme management capacity. To help build skills and reinforce government ownership and sustainability, the programme would integrate programme coordination and management into the ministry institutional structure creating a Single Programme Implementation Unit (SPIU). Technical Assistance, funded by the Swedish International Development Cooperation Agency (SIDA) through the United Nations Development Programme (UNDP), should have been provided for the implementation of the M&E System to enable the measurement of impact, outcome and output objectives in the ENR strategy. This builds on the partially developed M&E system funded by SIDA during 2012/13.

The programme's objective will be achieved through five outputs.

1. Strengthened planning and co-ordination capacity for informed policy and decision-making;
2. Strengthened operational performance of MINIRENA for improved service delivery;

3. Strengthened capacities for outreach, engagement and partnerships with state and no state institutions in the ENR sector;
4. Results based M&E System for ENR Sector developed and implemented; and
5. Strengthened legal, regulatory and fiscal framework and enhanced institutional capacity of RNRA to effectively govern mining operations.

The Programme was officially approved by the ministry of finance in January 2014 and kicked its implementation immediately. The implementation can be assessed based on the original project document between January 2014 and June 2016 and on draft internal review conducted by the ministry and UNDP. According to the internal review of the Programme which was approved by its Steering Committee, the Programme was greatly supporting the sector. In December 2015 UNDP faced important cutbacks in its funding, which negatively affected the Programme and led to cut off some of the outputs to prioritize key areas of the program and make more impact on the ground.

Out of five original outputs, the agreement reached between Implementing and Executing Agencies was to maintain only the following two outputs: (1) Strengthened planning and co-ordination capacity for informed policy and decision-making; (2) Results based M&E System for ENR Sector developed and implemented.

4. FINDINGS

4.1 Programme Design

This chapter analyses the adequacy of the project document as a guiding tool to implement the Programme. It reviews the Programme's logical framework, the expected results, assumptions and risks considering Rwanda's context, national ownership and stakeholder participation.

The Programme addresses key issues for Rwanda that are important barriers to promote sustainable economic development. It targeted former ministry of natural resources and its affiliated agencies, a relatively young Ministry established in 2011 and currently ill-equipped to deal with the mission ahead of it. There have been significant shortfalls in capacity which constrain MINIRENA's ability to implement and enforce environmental policy, and to factor in complex cross-cutting environment and climate change issues into strategic planning. The coordination of ENR sector also proved to be a very difficult, especially when it comes to mainstreaming environmental and climate change priorities into national policies and strategies. These issues are still relevant today, and would surely inspire new projects aiming at strengthening the national institutions in charge of enforcing environmental policy in the country.

The Programme is aligned with the national development agenda, and responds to clear mandates in terms of its political and institutional frameworks. The major subject of this cooperation, former MINIRENA, is responsible for coordinating the ENR Sector's contribution to the EDPRS 2 (2013 – 2018) development outcomes through the 5 year ENR Sector Strategy. The Programme was envisioned as a key tool to support MINIRENA to achieve the overarching objective of the ENR Strategy which is to ensure

that environment and natural resources are utilized and managed productively in support of equitable and sustained national development and poverty reduction.

It can also be said that Programme's activities and specific needs respond to technical ground and were based on previous cooperation processes. It addresses the key institutional weaknesses identified in the EDPRS 1 self-assessment, the capacity needs assessment and needs identified by the Technical Assistance provide by SIDA for the development of the Monitoring and Evaluation system.

However, the design proved to be too ambitious considering that capacity building and creation of institutional cultures are long term processes. Instead of planning a comprehensive step by step approach, the Programme proposed to implement five complex outputs simultaneously, without considering the existing structural constrains in terms of human resources, procurement, technical capacities and institutional culture. In parallel to this Programme, former ministry of natural resources MINIRENA was also implementing other projects, when existing capacity to implement development projects was still limited. The design could probably have been more careful in terms of the real absorption capacity of the host entity.

In terms of the logical framework, the activities and indicators associated to the outcome level seem to follow a logical rationale, and could have adequately designed to ensure the accomplishment of each output and contribute to each chosen outcome. However, outcomes were aligned to higher national priorities which are not necessarily under control of the Ministry. This suggests that there was no clear relation between these outcomes and the expected outputs, and it lacks further explanation across the programme document. For example, it is not realistic to think that a programme worth 10 million dollars is likely to reduce from 44,9% to 30% the population living below poverty line, nor almost duplicating the percentage of exports of goods and services to GDP.

4.2 Assumptions and risks

The PRODOC acknowledges a quite comprehensive list of risks and assumptions related to the Programme. These somewhat anticipated challenges that were acknowledged and were bound to be faced by different actors involved in the Programme's implementation, allowing an appropriate corrective and proactive anticipation and proper management of most of the risks.

However, the major risk affected dramatically the Programme was not considered in the original PRODOC. The shortcuts in the available funding was not anticipated, and somehow came as a surprise for all parties involved in the process. In the same direction, the fact that USD 3,2 millions were still open in the original budget, with no clear funding source identified, was also a critical aspect affecting Programme implementation which was not considered properly. The internal review of the project addressed later, in June 2016, a realistic approach towards what was possible and more likely to bring more impact with the available resources.

Other risk that was not anticipated is related to the institutional framework which was assumed to be stable during the Programme implementation, however in September 2017, MINIRENA's was divided into three different authorities. These reforms are not necessarily supposed to affect project implementation, nevertheless they could

challenge for the sustainability of the Programme considering the current capacity to implement and absorb available resources.

4.3 Relevance and participation of stakeholders

The cross-cutting nature of ENR strategic objectives makes it difficult for ENR chair to provide effective cross-sectoral co-ordination of the ENR Sector. The Programme was the right answer to the need to integrate sub-sector plans and present a coherent strategy that has a clear linkage and specific role in terms of fulfilling the sector needs towards contributing to the national major policy goals.

The Programme found a niche in relation to former MINIRENA's contribution towards major policies and planning priorities of the country. It was designed to ensure that former MINIRENA's mandate was achieved through influencing other sectors mainstreaming environment in major national planning and decision making processes such as Rwanda 2050, EDPRS 1 and 2, GGCRS, 7 years Government Strategic Plan, and the pursuit of a green economy approach for economic transformation in the country.

The consultation process was extensive and ensured a reasonable participation of different stakeholders, particularly those that are closer to the ENRS. The inception workshop for this Programme counted with the participation of 25 high level officials representing 10 different organizations based in Rwanda. Because of the nature and purpose of the Programme, targeting MINIRENA as the center of the strengthening and capacity building process, the participation of other stakeholder's such as civil society, communities and private sector was not substantial.

Almost four years after the Programme started, all five outputs are still relevant for the country, and address key needs and gaps to move the ENR sector forward. It can be even said that now that the original MINIRENA was divided, is precisely where inter- and cross-sectorial coordination and capacity building is more needed. The Programme raised awareness and generated great expectations across different subsectors in terms of the Result Based Monitoring and Evaluation System (RBMES), it is precisely now where the first phase has been achieved when additional support is needed to ensure actual implementation of the developed system.

4.4 UNDP comparative advantage

The Programme received support and attention from technical and high-level staff from UNDP Rwanda. They participated actively during the design process and forged an effective liaison with government counterparts to ensure quality assurance and Programme alignment with UNDP's objectives of Gender Equality and Women's Empowerment (GEWE) and the rights-based approach. By the time planning took place for this Programme, the regional UNDP office was affected by instability and this led to a relative low participation in the Programme.

In general terms, UNDP relationships with government counterparts and other stakeholders was found strong and positive and led to increase ownership and facilitate communication channels, particularly in spaces such as the Steering Committee meetings. UNDP is co-chair of the ENR sector. In that role UNDP supports the ministry to coordinate the sector, liaise with other donors in the sectors, to mobilize resources

required by the ministry to fulfill its core mandate. The case of Sida Swedish, EU and others are concrete examples. On the course of the implementation of this programme, the ministry was accredited by the Global Climate Fund (GCF) as the first government institution to mobilize resources to implement GGCRS.

UNDP has a longstanding relationship with the environment sector in the country, even time before the first EDPRS 1 was launched. Giving its position as co-chair of the ENR sector, UNDP has played a strategic role when it comes to align and ensure proper division of labor when it comes to donor supporting national priorities in the environment sector, and promoted a sector-wide approach instead of subsector specific interventions. It played also a fundamental role in terms of mobilizing technical support aimed at improving the understanding of trends and major issues affecting the sector.

UNDP was recognized to be a fundamental partner to bring all donors together, and to approach capacity building not only from the perspective of individuals but also institutions and systems in place to allow an enabling environment for these individuals to operate properly.

In the perception of the different interviewers, UNDP could have played a bigger role in terms of assisting procurement processes giving its considerable expertise and the extend of its network. Other areas where space for improvement was found in regards to contractor's supervision and quality assurance. Some interviewers felt that UNDP took a background role in implementation, just as another Steering Committee member instead of an actual implementing agency.

5. PROGRAMME EXECUTION

This chapter analyses how the Programme was implemented, what was the management approach, and how it could adapt to major challenges and change. It considers stakeholder participation, financial planning, monitoring and evaluation during implementation.

5.1 Adaptive Management

Implementation of the Programme was not stable throughout the four years' period, leading into three differentiated moments:

Slow start up: difficulties in procurement's process at the side of movement, setting up the team and fix administrative and financial arrangements.

Full implementation: international and national experts on board, manuals, training, and enhanced coordination is visible and generates great expectation

Scale down: after budgetary cuts were announced, complete stop in 3 out of 5 outputs all experts, counterparts and expected activities were cut. The RBMES advancing at a slow phase while SPIU was still supported and strengthened.

The Programme faced hard challenges and innumerable circumstances that affected its expected performance and delivery. Issues like the high turnover of the ministry 's staff,

resistance to change and shortage of funding obligated the project team to find alternatives and maintain a flexible approach towards implementation.

Shortage of funding was the most important challenge that was faced, this called to an unofficial Programme internal revision that led to cancel 3 out of the 5 expected Programme outputs. Among the different factors that were affected, the end of the collaboration of international experts, was the one with more profound impacts. The Programme team was forced to cope with fewer people and without the mentorship and expected hands on experience that was supposed to build the necessary capacities for local staff. In spite of this, the remaining team managed to continue the prioritized activities and was even able to develop the 7 years' strategic plan for the ENR sector, without any external support.

Another area where adaptive management was proved relates to the funding of the five baselines thanks to the support of the BTC. It is not yet clear if these should have been carried out within the scope of the original contract with NIRAS, however once the need has been identified and the budgetary cuts arose, UNDP through this Programme was able to find a funding partner to fill the gap. Studies were developed with the financial support of a new cooperation partner that was not originally supposed to contribute with funding.

The nature of the Steering Committee as it was conceived, allowed a great space for flexibility, sometimes at the extent of the originally planned activities and priorities presented in the original logical framework. This is a space where quarter allocations were prioritized and redirected per emerging issues and demands.

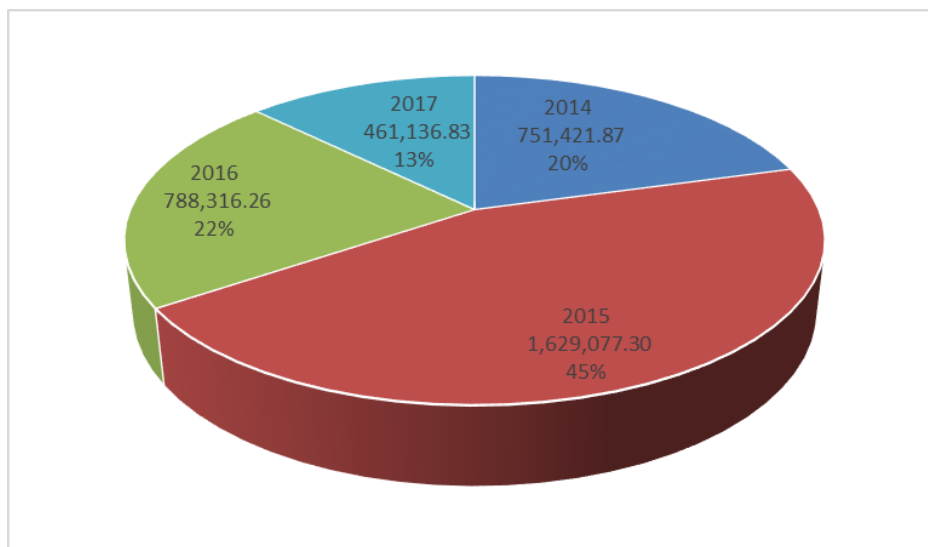
On the opposite side, the output that showed less ability to deal with adaptive management is the one related to RBMES. The company hired to develop the system did not seem to fully understand the real nature of the assignment, it faced serious challenges to maintain a stable collaboration mainly due to weak recruitment. During the past two years, the team faced three different project managers, and the current one is not even placed in Rwanda now. They presented a remedy strategy and are striving to deliver with a lot of time pressure, despite this, the existing team is not even hired to work on a full-time basis, leading into serious doubts about its chance to deliver a quality RBMES on time.

5.2 Programme Financing

The original budget according to the PRODOC was worth USD 10 million for the four years' period. Out of these resources UNDP was supposed to mobilize US \$1,800,000, ONE Fund with support from the Swedish government US \$5,000,000, and the remaining US\$3,200,000 was supposed to be leveraged throughout the Programme implementation period.

As reported by the implementing agency, by December 2017 a total of US \$3,629,951 was executed, roughly one third of the original funding commitment. At the end of year 2015 UNDP communicated to MINIRENA that expected funding was not going to be available, which lead led to cut off three out of the five original outputs of the program. This situation explains that 65% of the resources were executed during the first two years (Graphic 1).

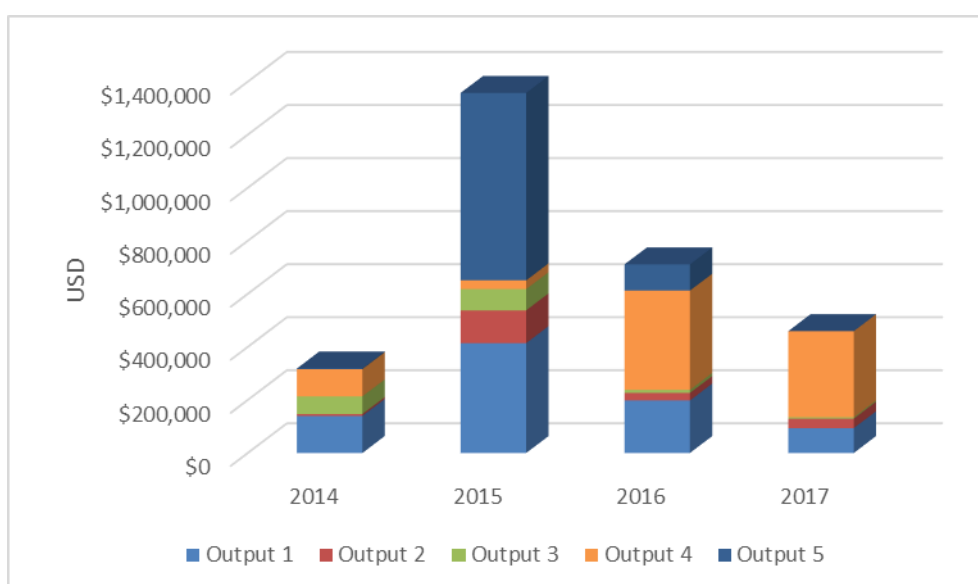
Graphic 1: Annual Programme expenses



Source: Adapted from UNDP. Combine Delivery Report by Activity 2014 - 2017

The breakdown of expenditures per Programme output, shows clearly that after year 2015 the budget concentrated almost exclusively in the two remaining outcomes (Graphic 2). By year 2015 the Programme met its highest expenditures peak, almost 4 times bigger than expenditures reported for year 2017.

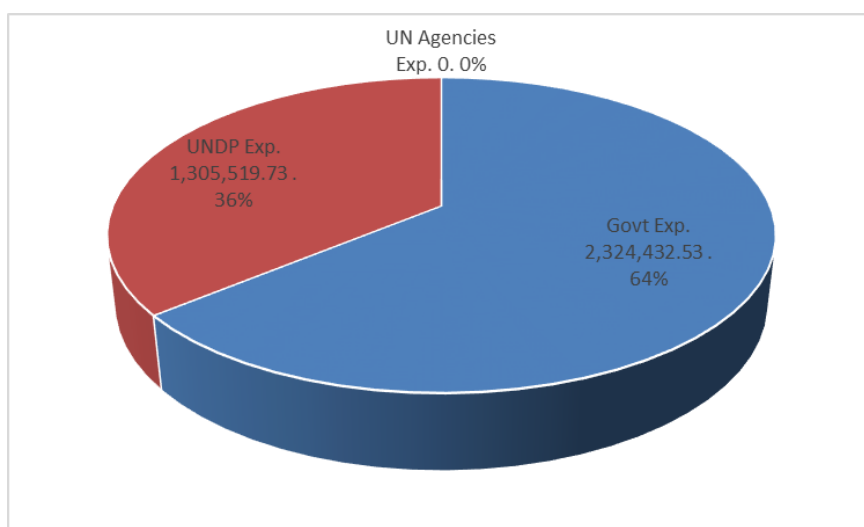
Graphic 2: Total annual expenses by activity



Source: Adapted from UNDP. Combine Delivery Report by Activity 2014 – 2017

Graphic 3 presents the total amount executed in the four years period, it shows that UNDP disbursed 36% of the total, against 64% from governmental sources. One of the key activities under Output 1 was aimed at drafting a financial strategy and concrete mechanisms to assess the necessary funding to fulfil the indicated financial gap of the Programme. Unfortunately, this line of activity did not present any of the expected results.

Graphic 3: Total expenses by source of funding



Source: Adapted from UNDP. Combine Delivery Report by Activity 2014 – 2017

5.3 Monitoring and Evaluation

Monthly and quarterly reports were developed, apparently not in a consistent manner, considering that the information received for this evaluation has gaps and is incomplete. Information to inform decision making and report on the advance of the Programme in terms of measuring the major outcome indicators (poverty alleviation, GDP and exports increase, etc.) was not gathered. There was no evidence of a written M&E plan.

According to the PRODOC the Programme was supposed to deliver at least five different M&E tools to ensure a proper track of the Programme implementation. By the time this evaluation report was drafted, the evaluator did not find evidence of a Monitoring Schedule Plan. Only 6 out of 15 expected quarter progress reports were presented to the evaluator, as well as 2 out of 3 annual audit reports, and 1 out of 3 expected Annual Progress reports. Steering Committee meetings were not regularly accomplished, and just few minutes of these were shared to the evaluator.

Minutes and reports were developed to keep track of project activities, some of them were presented for this evaluation, some are expected to be shared in the coming days. It is evident that information about these M&E tools were not systematized and stored in one single file in an orderly manner. The same with the different documents, consultancies, products that were delivered. For example, no means of verification were presented to the evaluator about all training workshops, events, meetings and activities developed. This does not mean that they did not take place, it means that information is not centralized but spread across different users and key staff, both in the project team and UNDP. A full list of the status of all information that was requested according to the ToR of this assignment is presented in Annex 4.

After the budgetary costs M&E team was reduced to one person, which for the past year has also overseen the overall Programme coordination. However, a significant part of the project resources has been directed to strengthening SPIU, offering better

coordination and implementation services for this and other projects. The support of the Programme to SPIU among other includes transportation to gather required information and reporting, the project accountant, procurement, and the SPIU coordinator in RM.

Annual plans were drafted based on the project's logical framework, priorities and major decisions regarding budget allocations and Programme implementation were taken at the Steering Committee level, based on emerging priorities and needs.

6. PROGRAMME RESULTS

This chapter presents the most relevant results achieved and its perspectives for sustainability. It analyses the various effects and impacts achieved, as well as their integration with other national and UNDP priorities.

6.1 Overall results

This chapter analyses the major results obtained by each of the Programme's outputs, comparing initial objectives presented in the logical framework with the perception of people interviewed and the different supporting documents and reports that have been received so far.

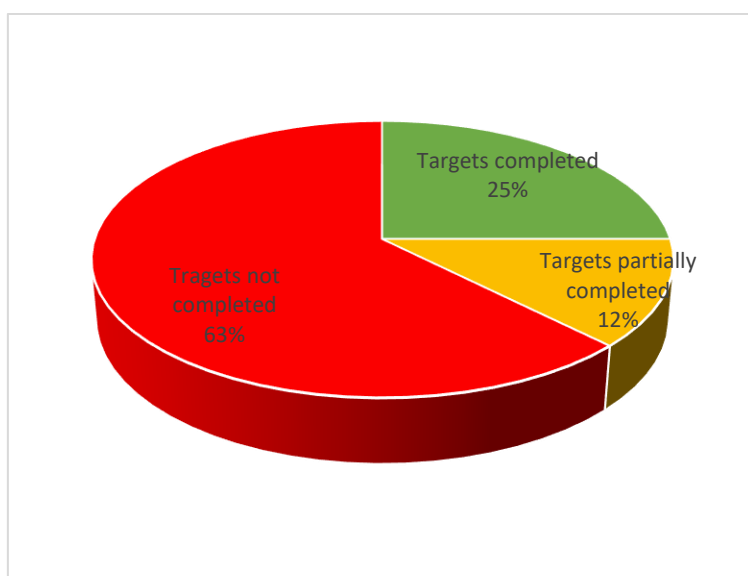
In general terms, the two remaining outputs after the Programme scale down, are the ones presenting more results and a greater level of activity completion. However, the progress made in delivering other three outputs are also presented, and at some extent have left a certain route open for future accomplishment. Annex 5 presents a detailed report on the different activities achieved according to the original targets, as reported by the project team.

6.1.1 Output 1: Strengthened planning and co-ordination capacity for informed policy and decision-making.

Baseline: Poor cross-sectoral co-ordination and limited capacity for effective strategic planning, policy analysis and formulation. With regards to the baseline, the project played a major role in terms of improving the institutional structure, providing technical and financial support to the creation and functioning of the SPIU

As reported by the project team in Annex 4, out of the nine output targets defined in the logical framework, just three were reported as completed, one was partially completed and five were not completed at all (Graphic 4).

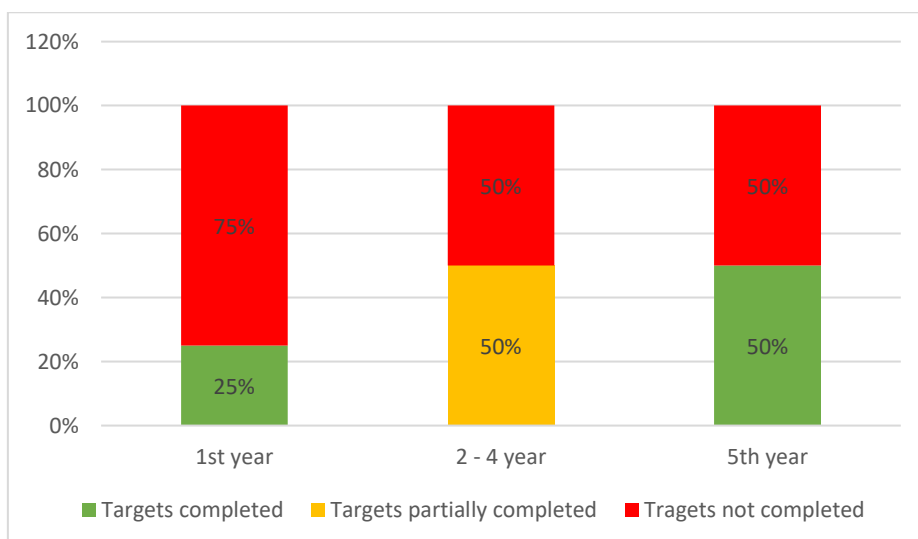
Graphic 4: Completed Targets Output 1



Source: Based on information provided by the SCIM Team

Graphic 5 shows evidence about the slow startup process, with a high percentage of targets not completed. By the 2-4 years period performance improved though it was affected by the budgetary cuts and some targets had to be sacrificed. By the end of the Programme, target implementation improved significantly, although it did not achieve all expected targets.

Graphic 5: Percentage of target implementation by year of execution – Output 1



Source: Based on information provided by the SCIM Team

Table 1 presents in detail the most relevant results achieved for each indicator defined in the logical framework. Most indicators formulated at the output level in the logical framework do not have a baseline and were not measured or assessed at all. This explains the need to have a qualitative approach towards presenting the objectives achieved for each output indicator.

Table 1 Objectives achieved – Output 1

Indicators	Objectives achieved
Quality TA team in place.	Full team according to expected was in place for the first two years. After 2015 only two national consultants remained in TA team.
Number of staff engaged in capacity development activities.	The approach towards capacity building combined several different strategies. On one hand, the most successful was high level technical staff leading teams formed by young professionals providing hands on support on a day by day basis. The ministry was also strengthened through policies, manuals and structured procedures, as well as increased coordination capacities. Another strategy was formal training activities which took place on a regular basis during the first two years of implementation. Training included a wide scope of subjects such as awareness about Green Economy, Natural Capital Accountings and Result Based Management.
Effective co-ordination and planning mechanisms introduced.	To enhance the coordination of the Projects under MINIRENA, the SPIU was approved and staffed. Interviews report an increase of meetings and the revival of previously existing coordination spaces including thematic groups, sector meetings, and joint sector reviews. These were mentioned to be efficiently convened and coordinated with high level engagement of partners. A senior management retreat was organized to refocus on the institutional goals, missions, objectives, evaluate the progress implementation of ENR Programs. The Programme managed to carry out joint review meetings to assess progress towards planned activities (Backward Looking) but also projecting the priority areas, targets and associated policy actions (Forward Looking). Also for better coordination of the Sector technical working groups and sector working groups were carried out.
Number of policies, regulations and legislation formulated or refined to reflect new national priorities.	The Programme managed to guide the review of the Sector Strategic Plan 2013/2018 to accommodate Green economy principles and sustainable development goals (SDGs). The review of the SSP was triggered by the institutional reforms that were carried out in 2014 where the Meteorology Agency joined the former MINIRENA as the 6th Subsector. Strategic sector 7 years' plan was developed in 2017 with support and leadership of the Programme.
Regular updated research and analysis feeds into decision-making.	To strengthen planning and coordination, the ministry established a research collaboration with the University of Rwanda and a Memorandum of Understanding was signed to foster research collaboration between the institutions. In line with the MoU, a two days' workshop was organized in Rubavu to discuss about the research areas which were proposed by MINIRENA and UR staff. This is helping the Ministry to prepare informed policies based on research results. The implementation of Green Growth and Climate Resilient Strategy benefited from the high-level dialogue on GGCRS, facilitated by the Programme with the aim of promoting the common understanding and stimulates discussion on the progress implementation of the Green Growth and Climate Resilience Strategy and the role of the Private Sector in

Indicators	Objectives achieved
	transition to Green Economy. Other awareness events were reported directed to stakeholders to have a common understanding on Green Economy, Natural Capital Accountings and Result Based Management.
Change management plan delivers desired changes with minimal service down-time.	The SICM successfully carried a number of interventions targeting strong leadership and change management approach including the workshop that was targeting to enhance capacity of MINIRENA's heads of units, Directors and head of departments. Change management plan was not achieved, since it was not prioritized after the budgetary cuts.
SPIU established and operating according to provisions in the PM order.	The Capacity Needs Assessment recommended hiring a number of experts to enhance the Ministry's delivery while transferring know how to existing staff. SPIU is in operation thanks to the support from the programme.
Amount of funds raised to meet the costs of ENR sector priorities.	Activity not developed because it was not prioritized after the budgetary cuts

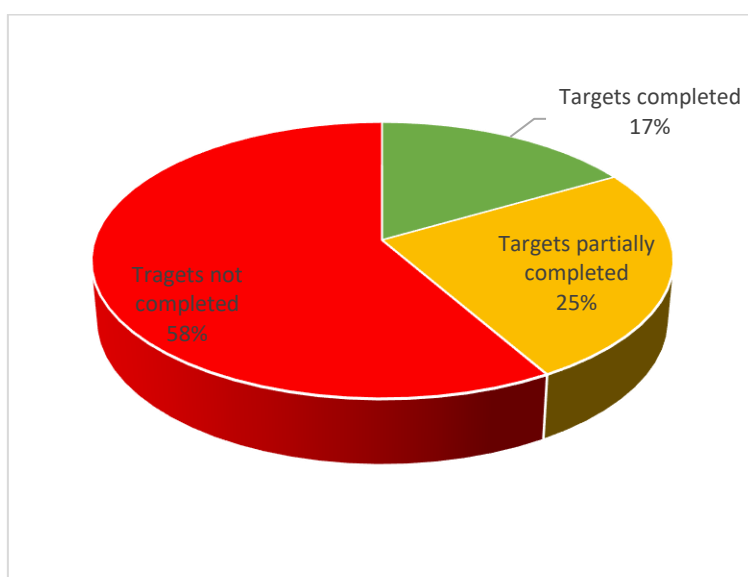
Source: Interviews and information provided by the SCIM Team

6.1.2 Output 2: Strengthened operational performance of MINIRENA for improved service delivery

Baseline: Weak internal policies and systems constrain effective operational management. High staff turnover, poor performance management and low capacity of staff to deliver timely and quality results. With regards to the baseline, the project generated practical tools such as institutional manuals, templates and procedures. The planning capacities acquired were tested just recently, when the SPIU could draft the seven years Strategic Plan for the whole sector.

Out of the twelve output targets defined in the logical framework, just two were reported as completed, three were partially completed and seven were not completed at all.

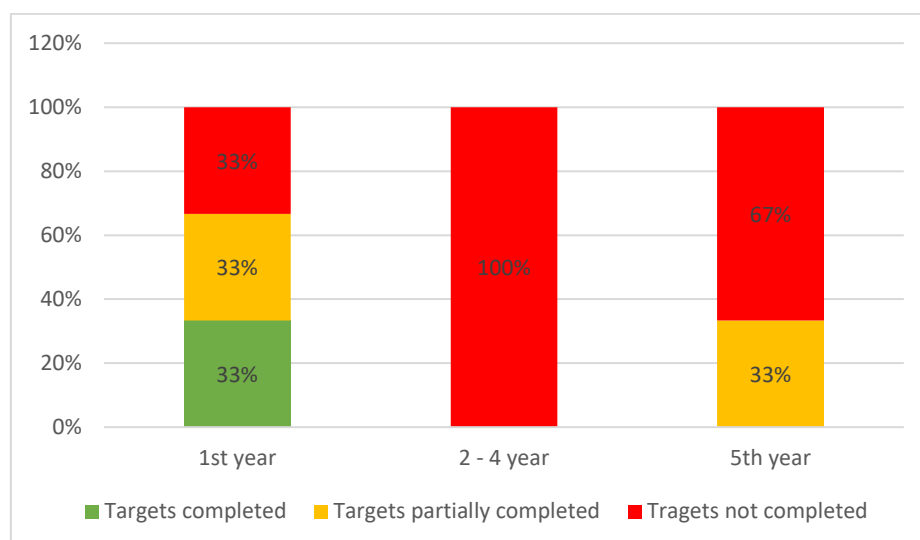
Graphic 6: Completed Targets Output 2



Source: Based on information provided by the SCIM Team

Graphic 7 shows that this output had a faster start up in comparison with the other outputs. However, it was more affected by the budgetary cuts and practically stopped during the 2-4 years' period, however it presented partial activity during the last year of implementation.

Graphic 7: Percentage of target implementation by year of execution – Output 2



Source: Based on information provided by the SCIM Team

Table 2 presents in detail the most relevant results achieved for each indicator defined in the logical framework. Most indicators formulated at the output level in the logical framework do not have a baseline and were not formally measured or assessed at all. This explains the need to have a qualitative approach towards presenting the objectives achieved for each output indicator.

Table 2 Objectives achieved – Output 2

Indicators		Objectives achieved
Staff turnover.		The Ministry's low salary index makes it almost impossible to attract and retain good qualified staff. Funding also affects the capacity to absorb staff that has been hired and prepared by the project. According to interviews, high turnover continuous to be one of major institutional problems mentioned during interviews. With this regard, the programme could introduce an induction training targeted to new staff, aiming at improving institutional memory and avoid losing vital information.
Quality	advisor in place	Quality advisors hired by the program were in place for a limited period, in no case longer that one year. According to technical staff and authorities, their services were highly appreciated and recognized as a key step forward in the process of building the necessary capacities. The international advisors were not able to fulfil the whole capacity building process as expected, due to the budgetary cuts. However, they could demonstrate that this strategy was feasible and meets the existent demand of the ENR sector. Another source of quality advisory to the team and the Ministry has been UNDP, their support was important throughout the implementation period, in subjects such as procurement, technical assistance, planning and coordination.

Indicators	Objectives achieved
Number of organizational policies, procedures, guidelines, manuals produced or upgraded and in use.	In order to strengthen operational performance for improved service delivery, the financial management operations procedures manual and administrative procedures manual were developed and approved. They reduced a workload to the Senior Managers since some of the financial and administrative responsibilities are delegated to Directors of the Unit. The Senior Managers can get time to concentrate on strategic issues which was a challenge before the implementation of this program. Corporate Services expert developed a review of organizational policies, procedures and internal management systems. Organizational manual for some areas of the ministry such as procurement and finances completed. Templates for meetings, and other institutional procedures were developed.
Number of staff successfully completing capacity development programmes (induction, graduate trainee, leadership, Team Development etc.).	The SICM successfully carried several interventions targeting strong leadership and change management approach including the workshop that was targeting to enhance capacity of MINIRENA's heads of units, Directors and head of departments. The programme envisioned a structured process of formal education and learning incentives for different profiles in the Ministry, starting with the entry level professionals to the senior staff. The idea was to foster career development and to generate the systems and incentives to structured capacity building at different levels. Out of the original plan, there is still an induction course for new staff in place. The trainings were not carried out in sufficient manner, some started as planned but could not continue after budgets were cut. Other kind of training was provided by partners such as UNDP in areas such as SDGs and RBM, and training on green economy.
Number of staff undergoing annual performance appraisals.	No result was reported; this indicator should follow human resources procedures at the Ministry.
Number of internal customers reporting an enhanced operational performance of MINIRENA	No result was reported; this indicator should follow human resources procedures at the Ministry.

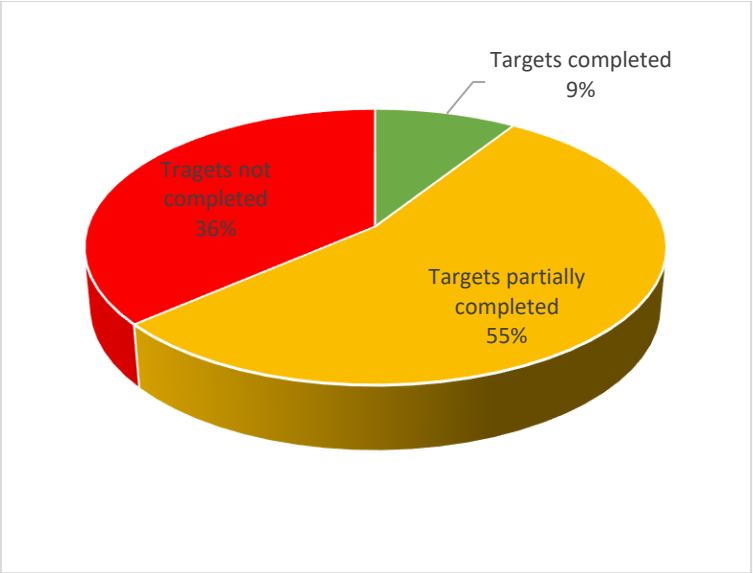
Source: Interviews and information provided by the SCIM Team

6.1.3 Output 3: Strengthened capacities for outreach, engagement and partnerships with state and non-state institutions in the ENR sector.

Baseline: low capacity to develop productive institutional relationships and influence key stakeholders contributing to poor co-ordination and insufficient mainstreaming of environmental issues. With this regard, the Programme claims to have mapped civil society and private sector's actual and potential contribution towards achieving the ENR goals and activities. Before the budgetary cuts, the Programme provided technical support in strategic communication for the ENR sector, particularly the former MINIRENA,

As reported by the project team in Annex 4, out of the eleven output targets defined in the logical framework, just one was reported as completed, six were partially completed and four were not completed at all (Graphic 8).

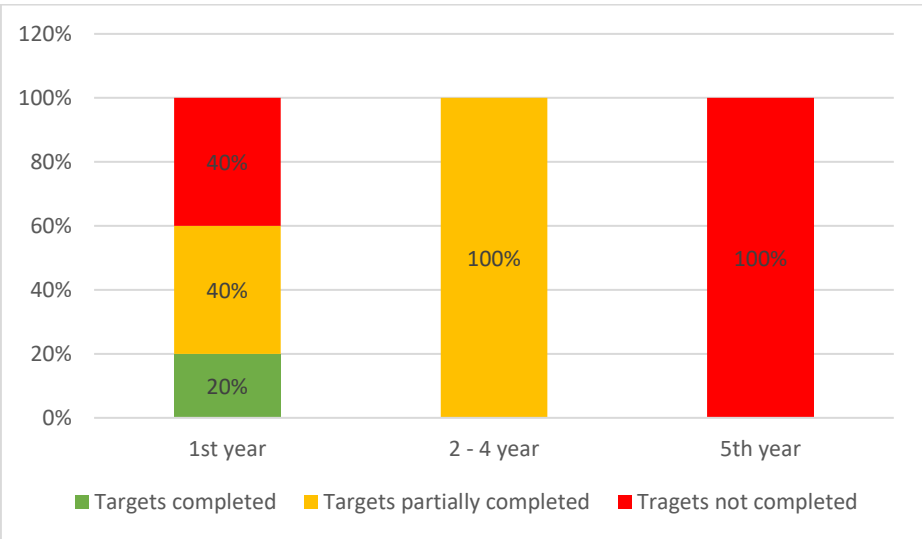
Graphic 8: Completed Targets Output 3



Source: Based on information provided by the SCIM Team

Graphic 9 shows a slow startup process during the first year, with a high percentage of targets not completed. By the 2-4 years' period performance improved though it was affected by the budgetary cuts and all targets were just partially implemented. By the end of the Programme, no target was implemented for this output.

Graphic 9: Percentage of target implementation by year of execution – Output 3



Source: Based on information provided by the SCIM Team

Table 3 presents in detail the most relevant results achieved for each indicator defined in the logical framework. Most indicators formulated at the output level in the logical framework do not have a baseline and were not measured or assessed at all. This explains the need to have a qualitative approach towards presenting the objectives achieved for each output indicator.

Table 3 Objectives achieved – Output 3

Indicators	Objectives achieved
Extent and frequency of information sharing, consultation and dialogues with state and non-state stakeholders.	The communication team has launched the soft copy of MINIRENA Magazine and the Mining Corner on the Ministry's website. Integration of civil society and private sector increased thanks to the programme, but it did not reach the expected extent. Civil society is now mapped in terms of knowledge about their activities and contribution towards ENR sector objectives.
Number of outreach materials produced and disseminated.	The communication advisor has introduced a system of preparing and sharing daily press reviews, which the communication counterparts have learnt from. Each of them has prepared and shared press reviews on a weekly basis. He supported the Ministry in communication related exercises like profiling the achievements of the sector and supported FONERWA to communications activities related to the Launch including writing speeches for the different guest speakers.
Number of partnerships developed	The Programme could accomplished at least 4 partnerships. To strengthen planning and coordination, the ministry established a research collaboration with the University of Rwanda and a Memorandum of Understanding was signed to foster research collaboration between the institutions.

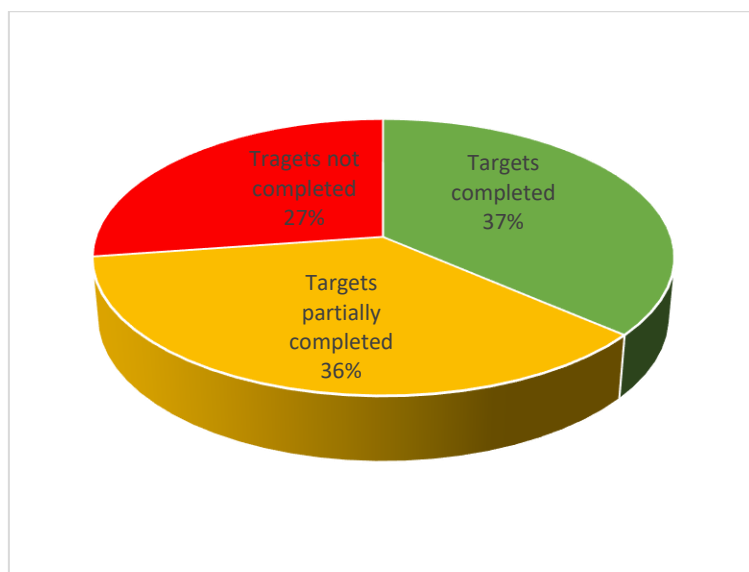
Source: Based on information provided by the Project Team

6.1.4 Output 4: Results based M&E System for ENR Sector developed and implemented

Baseline: Limited institutional capacity and strategic co-ordination of monitoring and evaluation between sub-sectors. RBMES is not yet in implementation phase, but it reached important process results such as a set of 165 indicators and baseline studies.

This is the second most successful output in terms of implementing targets. Out of the eleven output targets defined in the logical framework, four were reported as completed, four were partially completed and three were not completed at all (Graphic 10).

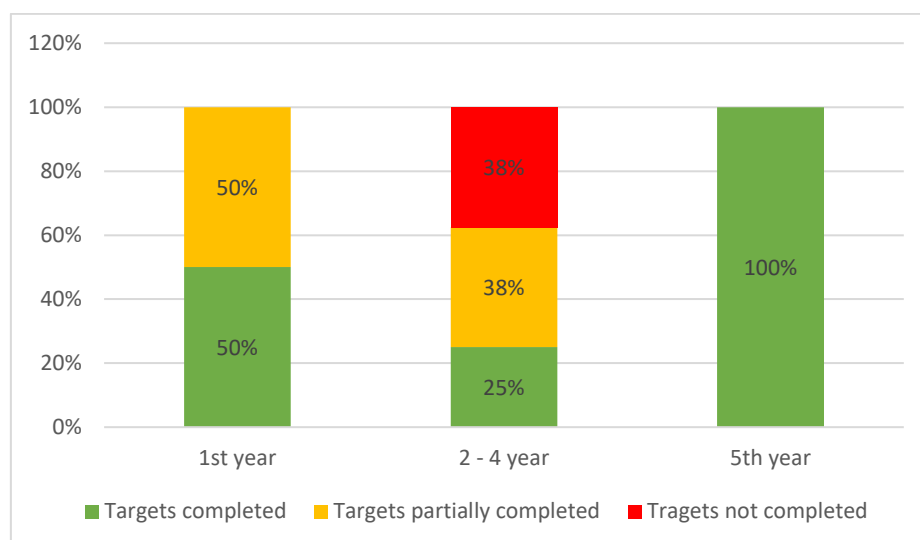
Graphic 10: Completed Targets Output 4



Source: Based on information provided by the Project Team

Graphic 11 presents a relatively good first year of implementation. Although this output is one of the two survivors after the budgetary, its performance decreased considerably during the 2-4 years period. Performance improved substantially during the 5th year of implementation.

Graphic 11: Percentage of target implementation by year of execution – Output 1



Source: Based on information provided by the Project Team

Table 4 presents in detail the most relevant results achieved for each indicator defined in the logical framework. Most indicators formulated at the output level in the logical framework do not have a baseline and were not measured or assessed at all. This explains the need to have a qualitative approach towards presenting the objectives achieved for each output indicator.

Table 4 Objectives achieved – Output 4

Indicators	Objectives achieved
M&E system provides measurable data to enable ENR Sector contributions to EDPRS 2 to be quantified.	System is designed subject to final approval. Information platforms are not fully operational and would need further effort in terms of achieving user-friendly interphases and interconnection with different partners involved in information gathering and update. The Team prepared and updated the module of system operational manual which covers the data collection, processing and reporting. Nomination of the Members of different key implementation groups: System Oversight Group, System Development Team, District Reference Team.
Number of staff at different levels able to collect, submit and use data for reporting, evaluation and management.	RBMES still in an alpha phase, staff of different institutions are aware and value the initiative, but are not ready to take over, update information, feed the system and use it properly for reporting, evaluation and management. 24 staff from the System Development Team and District Reference Team received initial training in May and June 2017. Additional effort should be placed in familiarizing participating institutions in technical and methodological details.
Values generated by MINIRENA on natural capital, green indices	165 indicators developed contribute to track SDGs, national and sectorial planning, natural capital accounting systems, green growth economy, among other planning, policy and

Indicators	Objectives achieved
and green/climate change resilience indicators	decision making frameworks. 4 baselines studies on (I) Increased level of "green" investment and environmentally sustainable urban development that exploits green economic opportunities (ii) Water resources managed in a sustainable, equitable and integrated manner (iii) Improved environment management and vulnerability to climate change impact reduced (iv) Ecosystems and forest resources increased and sustainably managed to optimize their economic as well as ecological functions. No clear indication yet about how this information is being used and capitalized for policy and decision making.

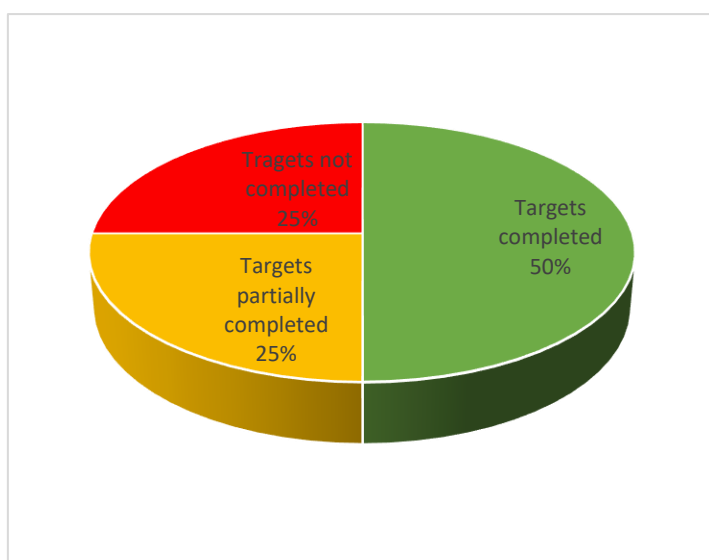
Source: Based on information provided by the SCIM Team

6.1.5 Output 5: Strengthened legal, regulatory and fiscal framework and enhanced institutional capacity of RNRA to effectively govern mining operations

Baseline: Weak regulatory and fiscal frameworks and limited enforcement capacity, predominance of small-scale operators using outdated technologies and poor compliance with HSE and international best practice standards, low investment and insufficient technical, legal and financial capacity to engage with mining companies.

As reported by the project team in Annex 4, out of the sixteen output targets defined in the logical framework, eight were reported as completed, four were partially completed and four were not completed at all (Graphic 12).

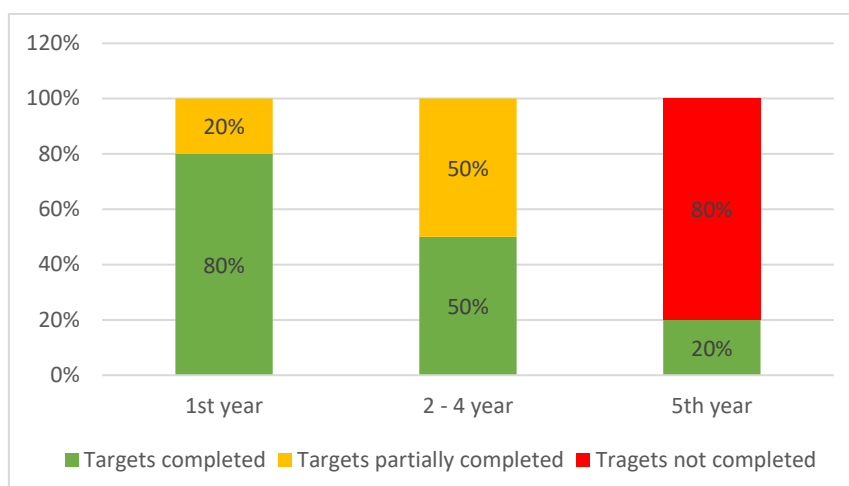
Graphic 12: Completed Targets Output 5



Source: Based on information provided by the Project Team

Graphic 13 demonstrates an outstanding first year of implementation, and later an important delivery during the 2-4 years period. This output was cancelled after the budgetary cuts and this explains its discrete performance by the end of the Programme.

Graphic 13: Percentage of target implementation by year of execution – Output 1



Source: Based on information provided by the Project Team

Table 2 presents in detail the most relevant results achieved for each indicator defined in the logical framework. Most indicators formulated at the output level in the logical framework do not have a baseline and were not measured or assessed at all. This explains the need to have a qualitative approach towards presenting the objectives achieved for each output indicator.

Table 5 Objectives achieved – Output 5

Indicators	Objectives achieved
Quality TA Team in place.	Full team was in place for the first two years. After December 2015, no one remained in TA team
Number of regulations, fiscal rules, procedures, guidelines, manuals revised/produced and enforced.	<p>In 2014 the programme supported 4 mining ministerial orders translated in Kinyawanda, French and English and were sent to the National Law Reform Commission for review before being transmitted to Right Prime Minister's office for consideration. No further indication or evidence was presented to verify of these were finally approved.</p> <p>A draft final report on the review of the current legal and regulatory framework for the implementation of the OECD DD Guidance and Dodd Frank Act was produced.</p> <p>Draft royalty revenue forecast financial model for use in estimating future royalty income of Rwanda was developed and is helping Rwanda to increase the revenue from mining sector.</p>
Number of artisanal miners adopting best practices.	<p>Training workshop for mine operators was organized and conducted in all provinces and the city of Kigali. Out of 340 mine operators, 290 were trained with the objective to address different gaps.</p> <p>The team of inspectors carried out field inspections on some companies' sites where they audited and inspected mining companies and cooperatives that comply with National and Regional Standards according to International Conference on Great Lakes Region (ICCLR) mechanism (filling inspection manual).</p> <p>After that, the mine operators learned about safety standards on Mining sites, environmental protection and sustainability of tunnels especially the methods to be used for reducing hazards,</p>

Indicators	Objectives achieved
	incidents and accidents due to falls of the ground or unsafe underground acts.
Number of equitable and sustainable mining contracts signed and amount invested by private mining companies.	The Programme built a partnership with Rwanda Mining Association. No further results were reported, considering this output was finished after budgetary cuts.
Number of staff successfully completing capacity development programmes.	Five inspectors were recruited and trained by the Programme, but not all of them were finally absorbed by the ministry. because of its low absorption capacity. At least 20 technicians pass the Trainer of Trainers course to deliver training and awareness programmes to artisanal miners. Five public officials successfully completed 3 capacity building programmes: negotiating and monitoring mining contracts; developing/overseeing business plan development; supervising contracts. No additional result was reported considering that this output was finished after budgetary cuts.
Number of journalists and NGOs participating in seminars and debates.	Five journalists were trained by the project, out of the original 20 journalists that were originally targeted. No additional result was reported since this output was finished after budgetary cuts.
Completion of contracted works under the second phase of the mineral exploration programme	No result was reported, this output was finished after budgetary cuts.

Source: Based on information provided by the Project Team

6.2 Relevance

The program's timing was quite opportunistic to support the ENR sector's mandate, considering that it was incubated at the time where EDPRS 1 was ending and evaluated. At that moment, it became more clear that the sector needed to be strengthened to ensure that another productive sector mainstream and integrate environment and CC. Moreover, giving the critical role of former MINIRENA this objective became a critical success factor for ensuring the contribution of the sector towards Vision 2020 – 2050, EDPRS, 7 Years Sector Strategy, Natural Accounting system, Green Growth Development Strategy. This confirms that program objectives were clearly aligned with major national development objectives and policies.

The program served as a logical consequence of sector development needs. It was built based on the Capacity Needs Assessment that was carried out in 2012. Somehow the design follows up on previous capacity building interventions that targeted specific subsector such as forestry, but this time the aim was to address a sector wide approach by strengthening MINIRENA's capacity to coordinate, monitor and mainstream environment in other key economic and productive sectors such as Mining, Energy, Agriculture.

After almost four years since program was launched, all five outputs are still relevant for the country today, they address key needs and gaps to move the ENR sector forward. After the recent restructuring of the ENR sector, there is a greater need to facilitate tools and mechanisms for coordinating the new institutions. It is also acknowledged that the Ministry still needs technical assistance, and that local young stuff could greatly benefit from hands on mentorship from international consultants.

The major target for all outputs was former MINIRENA considering a national sector wide scope, however each output interacted directly with specific counterparts within MINIRENA as follows:

O1: SPIU, Planning Department

O2: Finance and HR Department

O3: Communication Department, and counterparts (SCBI)

O4: Planning Department and SPIU

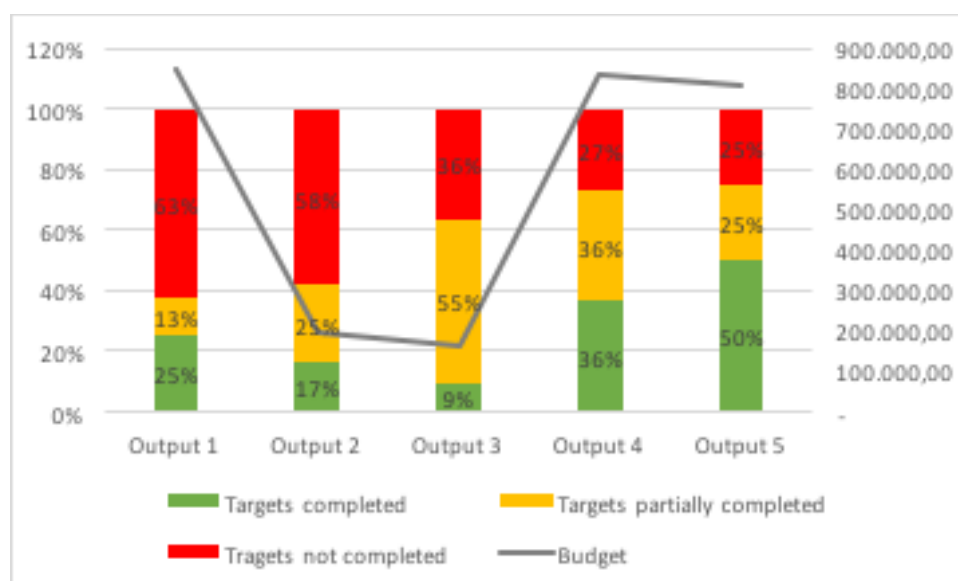
O5: Geology and Mines Department

6.3 Cost-efficiency/ effectiveness of the Programme

The project faced serious delays during the startup process. Procurement and hiring of key staff proved to be inefficient and caused unnecessary delays in building the technical assistance team. Anticipating this risks and incorporating them into the programme planning could have lowered its impact in overall project execution.

The first three outputs were the ones more affected by the slow start up process. In cases, such as Outputs 2 and 3, it was just not possible to recover and gain implementation rhythm. Graphic 14 shows that the two most successful outputs in terms of targets achieved, were the ones that consumed a more resources.

Graphic 14: Effectiveness vs. Budget Executed by Output



Source: Based on information provided by the Project Team

Apparently, information generated by the project does not seem to be accessible and spread across key people targeted at different institutions. The experience faced by the evaluator to access data generated or relevant to the programme, suggest that management practices were not efficient with regards to systematizing, storing, analyzing and using all information generated during the past 4 years. This practice could lead to future duplication, misuse or untapped potential. It is highly recommended that the Programme considers this as an outstanding priority for the exit strategy during the last 6 months of the Programme.

Capacity building activities and efforts facilitated through the programme were developed in an efficient manner, making a reasonable use of the resources available, and generating an impact in targeted staff and beneficiaries in general. However, most of the training that took place was supposed to be further completed and finalized during the four years' implementation period. When the programme was downscaled most capacity building activities stopped and the overall effectiveness was seriously affected. Expectations that were raised were not able to be met, and most of the beneficiaries just could not continue their training programs as expected.

The hands-on approach of team experts was appraised as a highly efficient and effective implementation practice. The day by day exposure and experience acquired in planning, problem solving and decision making should be considered for future projects and programmes in the sector.

On the other hand, the least cost effective output refers to the RBMES. The team hired to undertake this assignment faced serious difficulties in defining its role, setting up a proper team and ensuring an effective and punctual delivery. After three project's coordinators, six months prior to the end of the programme the system has not yet reached an implementation stage; the company responsible, NIRAS, now face the final and decisive six months with a project leader that does not live in the country, and a part-time team in charge.

6.4 Impact

The Programme could achieve an impact in all the original outputs, more significant and sustainable in the case of ENR's operational performance, and planning and co-ordination capacity for informed policy and decision-making. Interviewers agree that the project could promote visible change in terms of strengthened capacities to develop sectorial policies and plans such as the most recent 7 years Sector Strategic Plan (SSP). The creation of SPIU has increased project implementation capacity and improved coordination with donors, the Ministry now implements a diversified portfolio of complex projects. Operational performance was also increased, the Ministry has now an operational manual, templates to report, working formats and institutional procedures.

As expected, the Programme was not likely to present a real contribution or impact in terms of the original outcomes as per the PRODOC. There is no evidence about the intention to even track their impact in terms of GDP, exports or international cooperation. As mentioned before, this is mostly due to the inadequacy of the selection of these indicators, considering that Programme outputs and activities were heading into a different result. The Programme was more likely to contribute to national development

agenda from an intangible perspective, whose final impact is likely to be seen and measured in a much longer period.

Not achieving all the expected results and original outputs could have impacted the sector in a negative way, specially giving the high expectations that were raised and the exposure awarded to MINIRENA. The evaluator anticipates a reputational risk for the ENR sector, considering the high-level exposure and crosscutting nature of the Programme's outputs. The project was supposed to raise MINIRENA's positioning and visibility among other national priorities and institutions, if funding would not have been a problem, probably this could have been achieved.

The Programme could contribute to analyze the context and perspectives of the ENR sector. Before the Programme there were almost no tools to trace where the sector was coming from, and where should it be heading to. According to national authorities, to some extent this has contributed to open up their minds, to reflect about the way they used to work and realize that there is always place for continuous improvement and institutional strengthening. With regards to this, contributions such as the operational manual for MINIRENA were fundamental for improving operational performance and cost effective management.

Although the RBMES is not still in place yet, its indicators are likely to generate a considerable impact in the short and midterm if adequate follow up is pursued. These indicators reflect core sector priorities and are potentially powerful tools to monitor other sectors compliance's with environment and national resources targets; as well as in incorporating of climate change into economic planning and decision making.

In terms of coordination and mobilization of the ENR sector, the project achieved great impact basically by reviving groups that existed before and were somehow already institutionalized back in 2008. Spaces such as the Joint Sector Review Meetings generated a base ground for mainstreaming environment and building capacities within each subsector and major stakeholders such as energy, agriculture, irrigation.

Several interviews mentioned that capacities have increased in the ENR sector, providing greater structure and professionalism in processes such as human resources and finance. Entirely new issues were presented and explored such as mining engineering and occupational safety. People who benefited directly from capacity building ensure that the skills transferred are very instrumental in day by day operations. The enhanced capacities of SPIU played a critical role to support and lead the ENR sector's seven year-plan. The plan was validated recently with minor observations and allowed capitalizing the most relevant lessons learned throughout project implementation.

6.5 Sustainability

Although the creation of the SPIU was meant to be a major sustainability driver for the Programme, so far there is no clear exit strategy drafted or shared among the different people interviewed during the mission. This final 6 months are critical to organize a sound closure process, ensuring follow up of critical processes such as the RBMS and sustainability of the results achieved. This evaluation highly recommends an update of the original capacity needs assessment that inspired this programme, to be considered

as an integral strategy to close the project and guide the interest of Sida Swedish and other cooperating agencies to fund a second phase of this Programme.

The Ministry should consider planning the exit strategy with the participation of the Programme's closest partners. UNDP has a longstanding commitment as co-chair of the ENR sector and will continue its support to the Ministry. Another key partner Sida Swedish is also considering to fund a second phase of this Programme, oriented to close the gaps left by the RBMES. The Belgium Technical Cooperation also confirmed their willingness to continue its cooperation with the country in environmental and forest issues.

Capacities built among key staff are likely to stay in the sector after the project ends, although not necessarily within the new Ministry, considering that there is still a limited capacity to absorb additional staff. Policies, plans and manuals created by the project are also likely to stay relevant after the project ends, assuming that these will be able to overcome turnover and changing priorities from new authorities.

Attention should be placed in participation spaces such as the Joint Sector Review Meetings and the Thematic Groups, which were reactivated thanks to the project, and should be maintained now after the project is over. A key sustainability factor resides in the fact that UNDP is co-chairing the sector working group. This position is key to bring together the different institutions, integrate stakeholders and align donors into a new planning cycle that builds upon the achievements and pending gaps left by the programme.

In terms of the RBMES, the project created working groups to ensure its appropriation and sustainability such as the System Oversight Group, System Development Team, and the District Reference Team. This output is the one at higher risk in terms of sustainability, considering that systems are not in place, that the programme would not have time to close the process as expected and there is no evidence of increased budgets or specialized governmental resources to take the RBMES forward.

7. LESSONS LEARNED AND RECOMMENDATIONS

This chapter synthesizes the most relevant lessons and insights compiled throughout this evaluation, leading into practical recommendations for the last part of the Programme implementation, as well as for its sustainability. The purpose of this reflection is to guide the design of future projects and to capitalize the learning opportunities offered by the Programme towards closing the institutional capacity gaps.

The lessons learned section is aimed at capturing key lessons to assess what capacity building approaches/measures were effective. This part is therefore forward-looking and is aimed at promoting SICM's lessons so that the legacies of the Programme will be replicated and sustained beyond the Programme lifetime.

7.1 Lessons learned

- Capacity building at individual and institutional levels is a highly complex challenge, that can only be conceived as a long-term tailor made process. Programme design

and implementation should take note of this concept to land programmes that are based on a sequential approach, where each new programme or project moves the process one step forward. Rwanda should visualize that moving the whole ENR sector to the higher stage where it deserves to be, could probably take 10 or 15 years, and surely several programmes and projects such as the one is being evaluated in this report.

- The hands-on approach of team experts was appraised as a highly efficient and effective implementation practice. The day by day exposure and experience acquired in planning, problem-solving and decision-making should be considered for future projects and programmes in the sector.
- Local ownership and empowerment is key, several interviews pointed that critical people at different levels are not always committed to provide sufficient time to devote to the programme team and interventions, leading into unfulfilled potential. Participation of permanent staff should not be conceived as an additional task or responsibility, programme should be better integrated into the institutional practices and be continuously supported with high level endorsement.
- Programme created capacities and impacted people at a national and crosscutting level, however the absorption of the ENR should be targeted in future initiatives to ensure that these capacities that were created would be retained and further refined by the institution, and not leave after programme ends.
- The international cooperation could play a major role in catalyzing capacity building efforts. UNDP is in a key position to bring together the different institutions, integrate stakeholders and align donors into a new planning cycle that builds upon the achievements and pending gaps left by the programme.
- Information generated by programmes such as this, should be accessible and spread across key people targeted at different institutions. There should be a communication and continuous education strategy ensuring that information and resources generated by the programme are available and effectively used by targeted actors. Management practices should be more rigorous with regards to systematizing, storing, analyzing and using all information generated during the past 4 years.
- The RBMES was not sufficiently developed considering its political, cultural and behavioral complexities. Issues such as resistance to change, adoption strategy, high level endorsement and stakeholder's participation should be adequately adjusted and linked to national reality. The RBMES should be based on the users, its capacities and constraints, to ease appropriation and increase usability and engagement from local authorities and permanent staff. Benchmarking could have been useful to understand major trends and implementation challenges.
- Focal points and key permanent staff assigned to programme implementation is a critical success factor. Counterparts should be competent and empowered to undertake a proactive role in quality assurance and to effectively link consultants with

beneficiaries. This is where implication of key clients to reflect, design and test together is where sustainable capacity building takes place.

- Programme's evaluation and monitoring should be more structured and formal. Formal spaces such as Steering Committee Meetings did not take place on a regular basis, progress reports are not completed, inconsistent and do not reflect all expected periods of implementation. There is also a room for improvement in terms of improving the quality of this internal monitoring and evaluation tools.

7.2 Recommendations

- The project team together with the different stakeholders must develop a clear exit strategy based on the findings and recommendations of this report. This evaluation highly recommends an update of the original capacity needs assessment that inspired this programme, to be considered as an integral strategy to close the project and prepare the exit strategy. This exercise should guide the commitments of SIDA and other cooperating agencies to fund a second phase of this Programme.
- Donors and the ENR sector should make an effort to build on the findings of the Programme and design a follow up or second phase project. The issues inspiring the original Programme are probably more relevant today than four years ago, and there is probably no higher or competing priority for the sector.
- This Programme needs to end its cycle by conducting a new capacity needs assessment to evaluate the current state of the ENR sector considering the new institutional structure that has been put in place in Rwanda recently. This base together with the lessons learned in this Programme should inspire a long-term strategy to bridge the existent gaps and move the ENR sector forward. Period and scope should be realistic; Rwanda could burn a good idea by not letting it take the proper time to be realized
- Mainstreaming environment and climate change is continuous and long term process, this reality should be conceived as a long-term investment and incorporated into greater governmental budgets allocated to the sector, as well as a diversified set of self-generating sources of funding. Therefore, sustainable financing should be at the heart of capacity building strategies and not neglected or left aside as was the case of this programme.
- Rwanda needs to continue investing in building human and institutional capacities, strengthening its capacity to fulfil its mandate and respond to environmental trends and opportunities. One Programme alone would not be able to mainstreaming environment at a national level. There is a need to build coalitions and constantly engage other Programmes, national and international organizations to continue to build national and local capacities.
- Information management systems should be the next priority for institutional capacity building. The evaluation recommends to the team to develop a database with all existing information, including the different products, consultancies, training

workshops and other services funded by the programme. Within this process, there is the need for the programme to disseminate the products, learning and results achieved. It is recommended that the possibility to publish certain key products be published, posted on the participating institutions website, and generate material to reach a wider audience.

- There is a serious risk that once the consulting firm NIRAS leaves the country, there would be not enough appropriation and knowledge to maintain and operate the RBMES. A specific team should be in place at the Planning Unit, with full time dedication to take over the system and be ready to start operating it properly.
- It is recommended to revise the time frame for the design of this type of projects, possibly to be between 6 and 7 years are needed to concretize them in an appropriate way, without forcing national processes. Recent experience suggests the need to plan at least one full year for start-up and one for closure, which would leave 4 to 5 years for implementation.

ANNEX

ANNEX 1 MISSION AGENDA

AGENDA JOSE GALINDO; 5 – 15 DECEMBER 2017; FINAL PROGRAMME EVALUATION

Day	Actor
Wednesday December 6	<ul style="list-style-type: none">• UNDP counterpart• SINC team: Programme presentation, results, changes to original product, etc.• Mission agenda and methodology
Thursday December 7	<ul style="list-style-type: none">• MoE• Permanent Secretary• GEF focal point• Planning Department
Friday December 8	<ul style="list-style-type: none">• MoE:• Special Programme Unit• Climate Change Unit• Programme Steering Committee
Monday December 11	<ul style="list-style-type: none">• SIDA• Belgium Technical Cooperation• Other donors and projects
Tuesday December 12	<ul style="list-style-type: none">• Ministry of Finance and Economic Planning• Other actors of the ENR sector;
Wednesday December 13	<ul style="list-style-type: none">• Programme team• NIRAS• Former team members, other projects in design or implementation phase,
Thursday December 14	<ul style="list-style-type: none">• Vision 2050 team• Other national relevant projects and initiatives• Former team members;
Friday December 15	<ul style="list-style-type: none">• Mission report

ANNEX 2 TIMELINE

Stage	Activities	November				December				January			
		1	2	3	4	1	2	3	4	1	2	3	4
1. Preparation	Contract signed												
	Delivery of Programme documentation by the contractor and implementing partners												
	Review of Information												
	Description of the Programme and analysis of framework logical of the Programme												
	Preparation of evaluation mission												
	Design of information-gathering tools												
	Completion of evaluation design												
	Deliverable 1: Evaluation inception report												
2. Evaluation Mission	Travel Quito - Kigali												
	First interviews with implementing and beneficiary institutions												
	Preliminary analysis of the information collected												
	Debriefing with counterparties and report delivery												
	Travel Kigali - Quito												
3. Draft Evaluation Report	Analysis of the information												
	Formulation of conclusions and lessons learned												
	Formulation of recommendations for corrective actions to comply with the logical framework												
	Deliverable 2: Draft Final Report												
4. Final report	Feedback to draft report												
	Incorporation of comments and observations												
	Power point presentation of Evaluation Report												
	Deliverable 3: Submission of Final Report												

ANNEX 3 KEY EVALUATION QUESTIONS

General

- Did they have an inception workshop? How was it, who participated, is there a minute or document I can see about it?
- When was decided to scale down the Programme?
- Why not a MTE?
- How were the administrative and financial arrangements?
- What are the more prominent changes and improvements that occurred in terms of MINRENAS institutional capacities are this somehow related to our Programme?
- What other projects and initiatives have been collaborating / complementing or competing with ours?
- What happened with the strategic advisors the Programme was supposed to provide under the different Outcomes? Did it work? Where Is he/she now?
- The extent to which the Programme activities are suited to the priorities and policies of the target group, recipient and donor.
- To what extent are the objectives of the Programme still valid?
- Are the activities and outputs of the Programme consistent with the overall goal and the attainment of its objectives?
- Are the activities and outputs of the Programme consistent with the intended impacts and effects?
- What could have been done differently?

Relevance

- Where is this Programme being implemented? How was the Programme site selected?
- What has been the focus of the Programme implementation so far? Who are the main beneficiaries? How were they selected? How was the Programme aligned to the national
- development strategy (EDPRS 2, Vision 2020)?
- The extent to which the Programme activities are suited to the priorities and policies of the target group, recipient and donor.
- To what extent are the objectives of the Programme still valid?
- • Are the and outputs of the Programme consistent with the overall goal and the attainment of its objectives?
- Are the activities and outputs of the Programme consistent with the intended impacts and effects?

Effectiveness

- To what extent were the objectives achieved?
- What were the major factors influencing the achievement or non-achievement of the objectives?
- Did the activities contribute to the achievement of the planned outputs?
- Have the different outputs been achieved?

- What progress toward the outcomes has been made?
- To what extent the design, implementation and results of the Programme have incorporated a gender equality perspective and human rights based approach?
- What should be done to improve gender and human rights mainstreaming?
- What has been the result of the capacity building/trainings interventions? Were qualified trainers available to conduct training?
- How did UNDP support the achievement of Programme outcome and outputs?
- How was the partnership strategy conducted by UNDP? Has UNDP partnership strategy been appropriate and effective? What factors contributed to effectiveness or ineffectiveness? What were the synergies with other projects?

Efficiency

- Were activities cost-efficient?
- Were objectives achieved on time?
- Was the Programme implemented in the most efficient way compared to alternatives?
- What was the original budget for the Programme? How have the Programme funds been spent? Were the funds spent as originally budgeted?
- Are there any management challenges, which affected efficient implementation of the Programme? What are they and how were they addressed?

Sustainability

- To what extent the design, implementation and results of the Programme have incorporated environment sustainability? What should be done to improve environmental sustainability mainstreaming?
- To what extent will the benefits of the programme or project continue after donor funding stops?
- What were the major factors that influenced the achievement or non-achievement of sustainability of the programme or project?
- Does the Programme have a clear exit strategy?

Impact of interventions

- What are the stated goals of the Programme? To what extent are these goals shared by stakeholders? What are the primary activities of the programme and expected outputs? To what extent have the activities progressed? How did the Programme contribute to the achievement of UNDAF and EDPRS II outcomes and outputs?
- What has happened as a result of the Programme?
- How many people have been affected?
- Has the Programme contributed or is likely to contribute to long-term social, economic, technical, environmental changes for individuals, communities, and institutions related to the Programme?
- What difference has the Programme made to beneficiaries?
- How did the role of UNDP in the Programme contribute to the UNDAF and EDPRS II outcomes and outputs?

ANNEX 4 STATUS OF INFORMATION REQUESTED AS LISTED IN TERMS OF REFERENCE

INFORMATION	STATUS
Audit reports:	2 REPORTS RECEIVED
Minutes of project steering committee meetings, Sector Working Group, Joint Sector Review report;	3 STEERING COMMITTEE MEETINGS REPORTS
Quarterly/annual progress reports and work plans of various implementation task teams:	9 Q REPORTS RECEIVED; ONLY 1 ANNUAL REPORT
Financial reports:	FEW BUDGETS FOR PARTICULAR ACTIVITIES RECEIVED AND 2 QUARTER REPORTS;
Internal Review report:	RECEIVED
Capacity development report:	NOT RECEIVED
Communication strategy:	NOT RECEIVED
Mission reports	NOT RECEIVED
Guidelines/discussions papers:	NOT RECEIVED
Outreach materials:	NOT RECEIVED
Monitoring and evaluation framework:	NOT RECEIVED
Strategy documents, deliverables and project documents financed by the project.	NOT RECEIVED, ONLY LIST OF INDICATORS DEVELOPED UNDER OUTCOME 4; NO SINGLE REPORT OR MEANS OF VERIFICATION ABOUT TRAINING WORKSHOPS OR CAPACITY BUILDING ACTIVITIES.
New Project document, and/or the substantial review that defined the scaled down to the two Outputs:	RECEIVED
New Project document, and/or the substantial review that defined the scaled down to the two Outputs:	RECEIVED
Internal Review report:	RECEIVED

ANNEX 5 REPORTED ACHIEVEMENT OF ACTIVITIES ACCORDING TO PROGRAMME TEAM

Output 1: Strengthened planning and co-ordination capacity for informed policy and decision-making. <u>Baseline:</u> Poor cross-sectoral co-ordination and limited capacity for effective strategic planning, policy analysis and formulation <u>Indicators:</u> Quality TA team in place. Number of staff engaged in capacity development activities. Effective co-ordination and planning mechanisms introduced. Number of policies, regulations and legislation formulated or refined to reflect new national priorities. Regular updated research and analysis feeds into decision-making. Change management plan delivers desired changes with minimal service down-time. SPIU established and operating according to provisions in the PM order.				
Indicative activities	Targets			Achievements
Act result: Policy, legal and regulatory framework strengthened and the ENR sector plan effectively implemented Support provided for implementation and ownership of the strategic plan through the mission and annual action plans A capacity development plan prepared Capacity developed to improve policy formulation and strengthen the legal and regulatory framework Short-term social and economic research commissioned Capacity development activities co-ordinated effectively with ongoing capacity building initiatives Activity Result 1.2: A change management plan developed and implemented by the Ministry of Natural Resources to reduce and manage resistance to institutional change. A Change Management Task Force established A change management strategy and plan developed and implemented.	Target(1 st year) TA Team recruited and integrated within SWAp Secretariat. Capacity development plan prepared At least 2 studies completed to inform policy making and drafting of legislation and regulations Readiness assessments completed and change management plan developed and implemented with attitude surveys completed and acted on every quarter Database on potential funding sources created and fund-raising plan developed and implemented	Target(2_4year) At least 5 policies, laws, regulations, or standards reviewed and updated SPIU established with the required staff and facilities and all SPIU staff actively participate in capacity development programme.	Target(5 th year) SPIU fully operational with competent staff co-ordinating, managing, monitoring and reporting on projects effectively Resources mobilised (in US\$) for ENR Sector priorities increased by 50% (compared with baseline annual average 2008 - 2013).	-2act were done 100% -5 not done

Activities completed

Activities partially completed

Activities not completed

Output 2: Strengthened operational performance of MINIRENA for improved service delivery

Baseline: Weak internal policies and systems constrain effective operational management. High staff turnover, poor performance management and low capacity of staff to deliver timely and quality results.

Indicators:

- Staff turnover.
- Quality advisor in place.
- Number of organizational policies, procedures, guidelines, manuals produced or upgraded and in use.
- Number of staff successfully completing capacity development programmes (induction, graduate trainee, leadership, Team Development etc).
- Number of staff undergoing annual performance appraisals.
- Number of internal customers reporting an enhanced operational performance of MINIRENA.

Indicative activities	Target year 1	Targets year 2-4	Targets year5	Achievements
<p>Activity Result 2.1: organizational policies, procedures and internal management systems improved</p> <p><u>Actions</u> Organizational policies, procedures and internal management systems reviewed to assess needs. Financial management procedures and systems upgraded. Human resources management system upgraded. New policies and procedures communicated to staff through awareness and training seminars.</p> <p>Activity Result 2.2: a strategic human resource development programme developed and implemented to attract, develop and retain competent staff</p> <p><u>Actions</u> Corporate value for MINIRENA collectively refined/defined and stronger social interaction amongst staff. A graduate training scheme developed and implemented. An effective induction programme established for new staff. A leadership programme developed and implemented.</p> <p>Activity Result 2.3: an effective performance management plan developed and implemented</p> <p><u>Actions</u> A performance management plan developed. Mechanisms developed to ensure individual performance plans are measured and evaluated. A team development programme developed and implemented.</p>	<ul style="list-style-type: none"> • Corporate Services expert recruited and work plans prepared. • Review of organizational policies, procedures and internal management systems completed. • Internal (Financial and HR) management procedures and systems (including SOPs, manuals, guidelines and tools) upgraded and communicated to staff through training seminars and workshops. Staff retention policy completed and operationalized. • Graduate training scheme developed and promoted in at least 3 universities. • Induction, Leadership and Team Development programmes developed in consultation with senior managers. • Performance management framework developed 	<p>Graduate training scheme attracts a high calibre intake (with at least 70% of participants having a 1st class Hons or post graduate qualifications from highly ranked Universities).</p> <ul style="list-style-type: none"> • At least 15 graduates complete Graduate training scheme, at least 10 managers complete Leadership Programme and 100% of new staff complete the induction programme. • 100% of staff undergo an annual staff performance appraisal 	<ul style="list-style-type: none"> • at least 5 graduates complete Graduate training scheme, 15 managers complete Leadership Programme and 100% staff complete the Team Development Programme. • Annual staff turnover reduced by 60% (of baseline). At least 50% of internal customers report an increase in operational performance (delivery against targets, reduced processing times for procurement, recruitment, tenders etc.). 	<p>- 2activities were done 100% -3 act. were done partially -6 activities were not done.</p>

Activities completed

Activities partially completed

Activities not completed

Output 3: Strengthened capacities for outreach, engagement and partnerships with state and non-state institutions in the ENR sector.

Baseline: low capacity to develop productive institutional relationships and influence key stakeholders contributing to poor co-ordination and insufficient mainstreaming of environmental issues.

Indicators:

- Extent and frequency of information sharing, consultation and dialogues with state and non-state stakeholders.
- Number of outreach materials produced and disseminated.

Number of partnerships developed.

Indicative activities	Target year 1	Targets year 2-4	Targets Y 5	Achievements
<p>Activity result 3.1: An effective communication strategy developed and implemented within MINIRENA and affiliated Agencies</p> <p><u>Actions</u></p> <ul style="list-style-type: none"> ▪ A Communications Advisor recruited. ▪ A Communication Strategy developed and implemented. ▪ Capacity of communications staff developed. ▪ MINIRENA website reviewed and upgraded. <p>Activity result 3.2: Effective and productive engagement with state and non-state institutions enhances MINIRENA's influence over ENR sector developments</p> <p><u>Actions</u></p> <ul style="list-style-type: none"> ▪ Capacity of senior staff to engage with all the relevant national and decentralized institutions active in the ENR sector (including civil society and the private sector) enhanced. ▪ Operational coordination and information sharing with key stakeholder agencies enhanced. 	<p><u>Targets (year 1)</u></p> <ul style="list-style-type: none"> • Communications Advisor recruited and work plan developed (Q3). • Information needs survey completed and a Communication Strategy developed and implemented. • Capacity needs assessment conducted and capacity development activities designed for key staff. • Communication Strategy developed and implemented. • Upgraded MINIRENA website launched. • Mechanisms in place to improve co-ordination of the ENR Sector network (SWG meetings etc.) and consultation with key stakeholders. 	<p><u>Targets (years 2-4)</u></p> <ul style="list-style-type: none"> • Training delivered to at least 20 staff to improve report writing, analysis of numerical data, and presentation skills. • At least 20 outreach materials produced and disseminated to state and non-state institutions. • At least 4 inter-ministerial and 6 cross-sectoral dialogues launched to improve integration and co-ordination of ENR Sector activities and to promote mainstreaming of critical environmental issues. (High Level Policy Dialogue) 	<p><u>Targets (year 5)</u></p> <ul style="list-style-type: none"> • At least 15 wide ranging consultations held with stakeholders from the private sector and civil society. • At least 3 partnerships developed with state and non-state institutions (with MOUs). 	<p>-Only 1 activity was done 100% -3 activities were done halfway. -3 were not done at all.</p>

Activities completed

Activities partially completed

Activities not completed

Output 4: Results based M&E System for ENR Sector developed and implemented

Baseline: Limited institutional capacity and strategic co-ordination of monitoring and evaluation between sub-sectors.

Indicators:

- M&E system provides measurable data to enable ENR Sector contributions to EDPRS 2 to be quantified.
 - Number of staff at different levels able to collect, submit and use data for reporting, evaluation and management.
- Values generated by MINIRENA on natural capital, green indices and green/climate change resilience indicators.

Indicative activities	Target year 1	Targets year 2-4	Target Y 5	Achievements
<p>Activity result 4. 1: The partially developed M&E system is functioning technically and administratively, and providing the required information at all levels.</p> <p><u>Actions</u></p> <ul style="list-style-type: none"> ▪ Hardware and software procured and installed to enable Electronic Data Collection (EDC). ▪ Tools, templates and logistical facilities in place with SMART indicators aligned with indicators from other sectors and district programmes, with baselines and realistic targets developed. ▪ Baselines Studies carried out: baseline setting, developing a System for Environmental & Economic Accounts, plots for carbon sequestration study, capacity needs assessment. ▪ A system feedback process established and implemented. ▪ M&E reports generated. ▪ Advice and hands-on technical support provided to management, and sector, subsector and district staff. <p>Activity result 4.2: Staff at all levels and in all subsectors, are collecting, submitting and using data for reporting, evaluation and management.</p> <p><u>Actions</u></p> <ul style="list-style-type: none"> ▪ An M&E Capacity Development Plan prepared. ▪ Provision of capacity development services. ▪ Review, evaluation and modification of capacity development interventions. <p>Activity result 4.3: Values on Natural Capital, green indices, and green/ climate change resilience indicators collected and reported officially.</p> <p><u>Actions</u></p> <ul style="list-style-type: none"> ▪ Natural Capital Accounts developed. ▪ Carbon sequestration data collected and analyzed. ▪ A Green Economy Index and other environmental indices for Rwanda calculated. 	<ul style="list-style-type: none"> • Specification, procurement and installation of an Electronic Data Collection system. • A system feedback system developed and implemented. • Baseline setting study and capacity assessment completed. 	<ul style="list-style-type: none"> • Indicators aligned with indicators from other sectors and district programmes and baselines and realistic targets developed for all indicators. • Tools and templates developed for the EDS. • Quarterly M&E reports generated. • Technical support mechanisms established and accessible. • Capacity development plan prepared to strengthen MINIRENA's Planning, Monitoring and Evaluation Unit. • At least X staff at different levels actively participate in capacity development activities and can demonstrate competency in using the M&E system. • A System for Environmental & Economic Accounts and study to collect carbon sequestration data completed. 	<ul style="list-style-type: none"> • Carbon sequestration data, Green Economy Index and Natural Capital Accounts analyzed, communicated to key decision makers and integrated into NISR publications 	<p>This activity started late annual work plan was developed.</p>

Activities completed

Activities partially completed

Activities not completed

Output 5: Strengthened legal, regulatory and fiscal framework and enhanced institutional capacity of RNRA to effectively govern mining operations

Baseline: Weak regulatory and fiscal frameworks and limited enforcement capacity, predominance of small-scale operators using outdated technologies and poor compliance with HSE and international best practice standards, low investment and insufficient technical, legal and financial capacity to engage with mining companies.

Indicators:

- Quality TA Team in place.
- Number of regulations, fiscal rules, procedures, guidelines, manuals revised/produced and enforced.


Indicative activities	Targets			Ach
<p>Activity result 5.1: relevant regulations, standards and fiscal rules pertaining to the mining sector are assessed and updated to reflect policies and strategies.</p> <ul style="list-style-type: none"> • Relevant regulations and standards reviewed and updated and measures introduced to improve compliance with international best standards. • Fiscal regime reviewed and updated and legal loopholes closed. <p>Activity result 5.2: capacity to implement the Mining Law and enforce mining regulations developed.</p> <ul style="list-style-type: none"> • Capacity to implement the new Mining law and enforce associated regulations enhanced – inspectors recruited and trained, retention policy competitive remuneration package introduced. • Capacity developed to ensure artisanal miners adopt good practices in line with international standards – conduct awareness programme and develop a Trainer of Trainers course. • Enhanced transparency and accountability of mining sector activities - strengthening the capacities of civil society, media, and parliamentarians and building linkages and partnerships with mining companies <p>Activity result 5.3: technical, legal, and financial capacities to engage with mining companies enhanced.</p> <ul style="list-style-type: none"> • Capacity to draft, negotiate and monitor equitable and sustainable mining contracts developed – introducing existing guidelines and toolkits for contract negotiation, organizing a capacity building programme. • Capacity to design bankable projects to stimulate investment flows from the private sector developed - skill development programme. • Capacity to supervise contracted works under the second phase of the mineral exploration programme developed Skills development programme 	<ul style="list-style-type: none"> • TA Team recruited and work plans prepared. • Review of regulations and standards complete. • Existing fiscal policies on revenue generation analyzed and potential national revenue flows assessed under various scenarios using a variety of fiscal instruments. • At least 20 technicians pass the Trainer of Trainers course to deliver training and awareness programmes to artisanal miners. • At least 10 public officials successfully complete 3 capacity building programmes: negotiating and monitoring mining contracts; developing/overseeing business plan development; supervising contracts. (only 5) 	<ul style="list-style-type: none"> • New regulatory standards drafted, approved and operationalized, revised concessions strategy drafted, approved and operationalized, process for prospecting and exploration licenses merged. • HSE inspection procedures, sector HSE guides and manuals, artisanal and small-scale mining standards developed and operationalized and 5 inspectors recruited and trained. • Fiscal regime updated and legal loopholes closed. • Awareness programme delivered on HSE issues and best practices for artisanal miners. • Linkages and partnerships established with at least 3 mining companies, the National Federation of Mining Cooperatives, the Investors Forum and Rwanda Mining Association. At least 20 journalists and NGOs participate in awareness/ training seminars and debates on mining sector activities. (only 5) 	<ul style="list-style-type: none"> • New Mining law and associated regulations enforced. • At least 50% of artisanal miners have adopted good practices in line with international standards. • At least 3 equitable and sustainable mining contracts signed with private mining companies. • Bankable projects attract at least US\$ 100 million in investment from the private sector. Contracted work under the second phase of the mineral exploration programme completed to time and budget. 	<p>- 9 activities were achieved 100% -4 partially -4 not done</p>

Activities completed

Activities partially completed

Activities not completed


ANNEX 6 DEBRIEFING REPORT



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“...et alia et cetera”

1



Final evaluation: “Strengthening Institutional Capacity of the Ministry of Natural Resources in Rwanda (SICM)”


Debriefing report

Kigali, December 15 2017

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2

Project outputs




1. Strengthened planning and co-ordination capacity for informed policy and decision-making;
2. Strengthened operational performance of MINIRENA for improved service delivery;
3. Strengthened capacities for outreach, engagement and partnerships with state and nonstate institutions;
4. Results based M&E System for ENR Sector developed and implemented; and
5. Strengthened legal, regulatory and fiscal framework and enhanced institutional capacity of RNRA to effectively govern mining operations.

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Evaluation Objectives


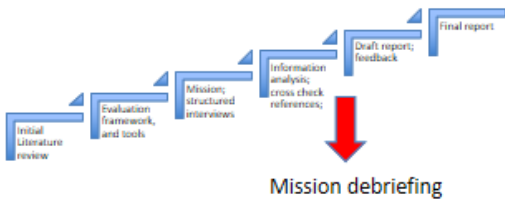


- Identify the main achievements and impacts of the project’s activities
- Identify the underlying causes and issues of non-achievement of some targets.
- Assess the project exit strategy.
- Document lessons learnt.
- Formulate key recommendations for the way forward for the programme.

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4

Methodology





Mission debriefing

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General impressions



- Mixed perceptions among different stakeholders, more positive in public sector and beneficiaries than in donors and cooperating partners
- General sense of “lost opportunity”
- “Now people are interacting; now people are more aware... you see a change, their attitudes are different”
- “To some extend it opened our mind about the way we work”
- More relevant for Rwanda than 4 years ago.

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Project design



- The programme addressed key barriers to promote sustainable economic development in Rwanda
- It is aligned with the national development agenda, and responds to clear mandates in terms of its political and institutional frameworks.
- Design proved to be too ambitious considering absorption capacity; building capacities and institutional cultures are long term processes.
- Project outcomes and indicators are not realistic, and barely relate to project activities

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Appropriation



- Consultation process was extensive and ensured a reasonable participation of different stakeholders
- High level of appropriation among MINIRENA and subsectors, both at technical and political levels.
- Other governmental sectors were also mobilized, such as mining, MINECOFIN, Health and agriculture.
- People were aware of the project, it raised high expectations during the first implementation stage.
- Limited civil society and private sector participation and ownership.

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Relevance



- Opportunistic timing to support ENRS' mandate to ensure that other productive sectors mainstream and integrate environment and CC.
- Project was as a logical consequence of sector development needs, it was built on technical ground and previous process.
- Objectives were clearly aligned with major national development objectives and policies.
- All five outputs are still relevant for the country today, they address key needs and gaps to move the ENR sector forward.

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Project implementation



- Three differentiated moments
 - Slow start up: difficulties in procurement, setting up the team and fix administrative and financial arrangements.
 - Full implementation: international and national experts on board, manuals, training, and enhanced coordination is visible and generates great expectation
 - Scale down: after budgetary cuts were announced, complete stop in 3 out of 5 outputs all experts counterparts and expected activities were cut. RBMES advancing at a slow phase while SPIU was supported and strengthened.
- High turnover, complex procurement and shortage of funding obligated the project team to find alternatives and a flexible approach towards implementation.

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Management challenges



- Difficulty to attract, recruit and retain key profiles.
- Slow and complex procurement processes.
- Steering Committee approved budgets on quarterly basis.
- Project affected by stability in terms staff, institutional authorities, priorities and budget
- Since August 2015 project was runned without formal project manager

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Output 1: Strengthened planning and co-ordination capacity for informed policy and decision-making.

Baseline: Poor cross-sectoral co-ordination and limited capacity for effective strategic planning, policy analysis and formulation

Initial activities	Target1 (year)	Target2 (year)	Target3 (year)	Schedule
Has results Policy, legal and regulatory framework strengthened and the DRE sector plan effectively implemented	Target1 achieved	Target2 achieved	Target3 achieved	100%
Supports leadership implementation and ownership of the strategic plan through the vision and mission and plan a capacity development plan (aligned)	Target1 achieved	Target2 achieved	Target3 achieved	100%
Capacity developed to improve policy formulation and strengthen the legal and regulatory framework (strengthened)	Target1 achieved	Target2 achieved	Target3 achieved	100%
Commissioned Capacity development activities designed and implemented	Target1 achieved	Target2 achieved	Target3 achieved	100%
Initial evaluation Result 1.2: A change management plan developed and implemented by the Ministry officials	Target1 achieved	Target2 achieved	Target3 achieved	100%
Resource to reduce and manage resistance to institutional change.	Target1 achieved	Target2 achieved	Target3 achieved	100%
Change Management Task Force established (change management strategy and plan developed and implemented)	Target1 achieved	Target2 achieved	Target3 achieved	100%
Activities completed	Activities partially completed	Activities not completed		

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Lessons learned



- Hands on experts technical assistance proved to be successful
- Project created capacities and impacted people at a national and crosscutting level
- Mainstreaming is expensive, should be conceived as a long term investment
- Ownership is key, critical people are not really committed to provide sufficient time to devote to the project team

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Recommendations



- Donors and ENRS should make an effort to keep the project alive, and go for a second phase
- Implementing the RBMES needs a special unit with full time dedication
- Period and scope of the project should be realistic, we could kill a good idea by not letting it take the proper time to be realized
- Information management systems should be the next priority for institutional capacity building
- Develop new mechanisms to motivate staff they need to be implicated to build ownership

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Next steps



Phase	Activities	November	December	January
1. Preparation	Contract signed			
	Delivery of project documents (study for seed water and implementing partners)			
	Recruitment of the team			
	Start of the project (start of the first delivery)			
	Preparation of the evaluation mission			
2. Evaluation	Design of the evaluation mission			
	Completion of evaluation design			
	Contract signed - Evaluation mission report			
	Travel Guide signed			
	First interview with the planning and seed water institutions			
3. Final Report	Final interview with the planning and seed water institutions			
	Delivery of the final report and report delivery			
	Travel Guide signed			
	Completion of the mission			
	Formulation of the final report and delivery			
4. Dissemination	Formulation of the final report and delivery			
	Formulation of the final report and delivery			
	Formulation of the final report and delivery			
	Formulation of the final report and delivery			
	Formulation of the final report and delivery			

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ANNEX 7 DETAIL OF INFORMATION REQUEST AS LISTED IN TERMS REFERENCE

Information Requested as Listed in Terms of Reference	Information Delivered to Evaluation Consultant	Information GAP
Audit reports	<ul style="list-style-type: none"> • Backward Looking Joint Sector Review 2014 - 2015 • Backward Looking Joint Sector Review 2015 - 2016 	<ul style="list-style-type: none"> • Backward Looking Joint Sector Review 2016 - 2017
Minutes of project steering committee meetings, Sector Working Group, Joint Sector Review report	<ul style="list-style-type: none"> • Minutes of Project Steering Committee Meeting - 17th April 2014 • Minutes of Project Steering Committee Meeting - 07th August 2014 • Minutes of Project Steering Committee Meeting – 22nd October 2014 • Minutes of Project Steering Committee Meeting - 07th January 2015 • Minutes of Forward Looking Joint Sector Review Meeting – 08th July 2016 • Minutes of Forward Looking Joint Sector Review Meeting – 09th December 2016 • Minutes of Forward Looking Joint Sector Review Meeting – 19th June 2017 	<ul style="list-style-type: none"> •
Quarterly/annual progress reports and work plans of various implementation task teams:	<ul style="list-style-type: none"> • Annual Progress Report 2014 • Annual Progress Report 2016 • 	<ul style="list-style-type: none"> • Annual Progress Report 2015 • Annual Progress Report 2017
	<ul style="list-style-type: none"> • Quarter 1 – 2014 progress report • Quarter 2 – 2014 progress report • Quarter 3 – 2014 progress report • Quarter 4 – 2014 progress report • Quarter 2 – 2015 progress report • Quarter 2 – 2016 progress report • Quarter 2 – 2017 progress report • Quarter 3 – 2017 progress report 	<ul style="list-style-type: none"> • Quarter 1 – 2015 progress report • Quarter 3 – 2015 progress report • Quarter 4 – 2015 progress report • Quarter 1 – 2016 progress report • Quarter 3 – 2016 progress report • Quarter 4 – 2016 progress report • Quarter 1 – 2017 progress report • Quarter 4 – 2017 progress report
Financial reports:	<ul style="list-style-type: none"> • Quarter 2 - 2014 financial report • Quarter 3 - 2014 financial report • Budget for Capacity building of IT Staff on DHIS 2 (TRAINING 	<ul style="list-style-type: none"> • Quarter 1 - 2014 financial report • Quarter 4 - 2014 financial report

	<p>LEVEL 1) (From 13th to 18th November 2017)</p> <ul style="list-style-type: none"> • Budget for the Finalization of ENR SSP 2018 – 2024, Preparation of PBCC 2018 – 2019 & BLJSR 2016/17 (From 6th to 8th November 2017) • Budget for Capacity building of ENR Sector Staff at District level (From 19th November to 15th December 2017) • From 19th November to 15th December 2017 (From 18th to 22nd December 2017) • Capacity Development of SDTS (System Development Team) on the RBM&E System (December 2017) • Quarter 1 Spending Plan (without date) 	<ul style="list-style-type: none"> • Quarter 1 - 2015 financial report • Quarter 2 - 2015 financial report • Quarter 3 - 2015 financial report • Quarter 4 - 2015 financial report • Quarter 1 - 2016 financial report • Quarter 2 - 2016 financial report • Quarter 3 - 2016 financial report • Quarter 4 - 2015 financial report • Quarter 1 - 2017 financial report • Quarter 2 - 2017 financial report • Quarter 3 - 2017 financial report • Quarter 4 - 2017 financial report
Internal Review report:	<ul style="list-style-type: none"> • Internal Report 2016 	<ul style="list-style-type: none"> • Internal Report 2014 • Internal Report 2015 • Internal Report 2017
Annual Work Plan	<ul style="list-style-type: none"> • Annual Work Plan 2014 • Annual Work Plan 2015 • Annual Work Plan 2016 • Annual Work Plan 2017 • Semestre Work Plan July – December 2016 • Quarter 1 – 2014 Work Plan • Quarter 3 – 2014 Work Plan • Quarter 3 – 2015 Work Plan • Quarter 3 – 2016 Work Plan • Quarter Procurement Plan (July-September 2014) 	<ul style="list-style-type: none"> • Quarter 2 – 2014 Work Plan • Quarter 4 – 2014 Work Plan • Quarter 1 – 2015 Work Plan • Quarter 3 – 2015 Work Plan • Quarter 4 – 2015 Work Plan • Quarter 1 – 2016 Work Plan • Quarter 2 – 2016 Work Plan • Quarter 4 – 2016 Work Plan • Quarter 1 – 2017 Work Plan • Quarter 2 – 2017 Work Plan • Quarter 3 – 2017 Work Plan • Quarter 4 – 2017 Work Plan
Capacity development report:	<ul style="list-style-type: none"> • 	
Communication strategy:	<ul style="list-style-type: none"> • Internal Communication Strategy (2014-2015) 	
Mission reports	-	
Guidelines/discussions papers:	-	<ul style="list-style-type: none"> • REMA Monitoring Report (Six-monthly or Annual)

Outreach materials:	-	-
Monitoring and evaluation framework:	-	<ul style="list-style-type: none"> • RBM&E Reports (Quarterly and Annual) • MINIRENA PME Unit RB M&E System Reports (Semi-annual and Annual)
Strategy documents, deliverables and project documents financed by the project.	<ul style="list-style-type: none"> • Project Document (ProDoc) • Environment and Natural Resources Results-Based Monitoring and Evaluation System April Progress Report • Remedy Strategy RBM&E • Indicator Description (Meta-data) for focal Point Department: <ul style="list-style-type: none"> • Lands, Mapping & Registrar of Land Department • Forestry and Nature Conservation Department • IWRM • Fund Management Unit • Weather/Climate Services and Application Division • RNRA – Geology and Mining Department • REMA – Climate Change and International Obligation Department 	
Internal Review report:	<ul style="list-style-type: none"> • Internal Review Report 2016 	