Government of Rwanda

United Nations Development Programme (UNDP)

Final Evaluation
of
The Support Project to the Ministry of Infrastructure
(MININFRA) in Information Communication Technology
(ICT) Policy and E-Government
2005-2007

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1. EXECUTIVE SUMMARY

This report presents the final evaluation findings for the activities of the The Support Project to the Ministry of Infrastructure (MININFRA) in Information Communication Technology (ICT) Policy and E-Government commenced in 2005 and completed in 2007.

The evaluation findings are based on the Scope of Work for the evaluation assignment, on review of the project documents (e.g. project proposal and reports), field visits, interviews and focus group discussions with stakeholders. Due to high staff turnover and replacement of the implementing agency staff and partners who were actively involved with the project activitities, there was no opportunities to use quantitative tools. In absence of project indicators and regular process monitoring reports of the project activities, the Evaluator used expert knowledge to assess the level of achievements of outcomes. A participatory approach was used throughout the evaluation mission.

The project was designed to meet the intended outcomes:

1. MININFRA supported in Developing the National ICT Policy and Plan (2006 – 2010);
2. Rwanda to participate and show case it's experience at the WSIS Summit in Tunis November 2005;
3. Public Information Kiosks established in each Government ministry and province.

Overall Assessment

Overall, the project has successfully attained its intended outcomes. The Government of Rwanda was supported in ICT Policy. NICI II was formulated and launched for implementation and Rwanda actively participated in WSIS Summit in Tunis. The support in e-government through improving the public access to information has been, however delayed due to the heavy engagement with the previously mentiond activities. By the time of finishing this report, 12 Community Information Centers will be operational in the four rural provinces of Rwanda.

UNDP support contributed to the formulation and publishing of the NICI II document. Local and international Consultants provided the needed support through the formulation process. The project, also facilitated the Government of Rwanda in the preparation of and participation in the second phase of the WSIS summit in Tunis . UNDP, in addition co-financed the establshment of a network of 12 community centers distributed in selected rural areas in the four provinces after the preparation of a comprehensive feasibility study.

The project provided the opportunity to widen the participation of a number of key stakeholders in the NICI II formulation process as well as in the preparation for and participation in WSIS second phase in Tunis. This allowed shared decsion-making among public sector nd selected members of the private sector and civil society, created demands and ownership among participating

partners. Expanded participation needed, however to be emphasized in order to allow for mutistakeholder partnerships. The Project, on the other hand contributed to Improved policy formulation capacity, rolling out the NICI I & II planned actions.

The project contributed positively to enhancing the capacities and participatory mechanism in Rwanda through improved public consultation, increased awareness of ICT challenges as well as improved capacity and konwledge among government offcials about e-government concepts and practices. It also contributed to the availability of adequate technological infrastrure including ICT related policy, implementation strategies and establishment of rural community centers.

Key Recommendations

Recommendations for RITA

- In order to ensure continuous involvement of all stakeholders in the policy discussion and strategy implementation, it is necessary to institutionalize the process by establishing a national coordinating mechanism e.g. National ICT Council to facilitate implementation and drive its process.

- Enhance the administrative and management support to the Task Force through the implementation stage of NICI II by establishing a NICI Management Office headed by NICI co-ordinator to provide facilitation and project management support ensuring the development of risk management strategies, participatory and process-oriented monitoring and evaluation mechanisms complemented with results-oriented approaches.

- Build national facilitation skills (e.g., innovative & entrepreneurial skills, e.g., negotiation skills)

- Build a wider partnership to implement NICI II and promote effective national dialogue by ensuring the involvement of a wider spectrum of stakeholders in the identification of problems, analysis and the planning and realisation of interventions and NICI II projects.

- For effective implementation, adopt a strongly participatory approach and give stakeholders the responsibility for the management and co-ordination of the partnership.

- It is necessary to organize national consultation arrangements to ensure appropriate buy-in and support ensuring the sustainability of implementation.

- For the sustainability of the WSIS process, establish a national implementation mechanism for the Geneva and Tunis Plans of Action with full & effective participation of civil society and business entities, based upon co-operation among governments and all stakeholders, with the overarching goal of helping Rwanda to achieve the development goals of the Millennium Declaration and promote implementation.

- To ensure the sustainability of CICs, RITA needs to consider the availability of local and relevant content, training managers, staff and users, marketing and promotion of CIC.

Recommendations for UNDP

- support partners to develop their capacity for meeting the challenges they face. Provide direct capacity development support to RITA particularly in project management, monitoring and evaluation, in order to become the sustainable engine of on-going development, serving the needs of partners, particularly in project management, monitoring and evaluation. Strengthening RURA to support regulatory issues is required to complement RITA efforts. Also, address capacity issues in order to mobilize national human resources at all levels.

- For the sustainability of CICs, Support RITA to improve the local capacity of managers, staff and users of CICs and provide local and relevant content, design and execution of a marketing and promotion strategy of CIC activities.

- UNDP and/or the Government need to consider how to build up the capacity towards building multi-stakeholders partnerships in the future, how to develop the necessary human resources needed for using ICTs in the public and private sectors, how to roll-out necessary infrastructure and promote innovative and affordable solutions to provide platforms for using ICTs particularly in rural areas, how to make ICTs provide information that meet the needs of local citizens and how to set-up a monitoring system necessary to measure the progress of NICI II implementation.

Lessons Learned

- ICT development is fundamentally multisectoral and needs to involve wide stakeholders from private, public and civil sectors.

- Building stronger multi-stakeholder dialogue and partnerships as a platform for discussion and development of strategic development plans according to local contexts and processes is a promising approach to improve the enabling environment for social economic development and poverty reduction. The role of UNDP as an active UN body in Rwanda is required to promote this approach through extending technical assistance to support the facilitation process for planning and implementation of national strategies.

- Sustainability of development interventions improves through pooling of resources of different stakeholders, especially those resources that are locally available.

- Local level experiences are important base material to learn from and to extract elements for policy dialogue at higher levels. This requires facilitation mechanisms for contact and exchange with the local level.

2. PROJECT IDENTIFICATION DATA SHEET

Project Title:	The Support Project to the Ministry of Infrastructure (MININFRA) in Information Communication Technology (ICT) Policy and E-Government - 2005-2007
Project Period:	2005-2007
Intended Outcomes:	1. MININFRA supported in Developing the National ICT Policy and Plan (2006 – 2010); 2. Rwanda to participate and show case it's experience at the WSIS Summit in Tunis, November 2005; 3. Public Information Kiosks established in each Government ministry and province.
Intended Outputs:	1. ICT Policy Support: National ICT policy support & plan (2006-10) finalization 2. Improving Public Access to Information
Indicative Activities:	National ICT policy & plan (2006-10) formulation and its resource mobilization document for future ICT support Facilitation Rowanda's participation at the WSIS Summit, Tunis - November 2005 2.1 Feasibility study / Needs assessment of Public Information Kiosk (PIKs) 2.2 Establishment of the Public Information Kiosk (PIKs) in each Governorate Ministry & province

3. ACRONYMS AND ABBREVIATIONS

ACM	Association of Computing Machinery
AISI	African Information Society Initiative
CBO	Community-Base Organization
CEIK	Community Electronic Information Kiosks
COMIS	Communal Information System
CSO	Civil Society Organization
ECA	Economic Commission for Africa
HR	Human Resource
HRD	Human Resource Development
HRM	Human Resource Management
HRMS	Human Resource Management System
ICT4D	ICT for Development
IT	Information Technology
ITSD	Information Technology Services Directorate or Division
ITU	International Telecommunication Union
KBE	Knowledge Base Economy
KIE	Kigali Institute of Education
KIST	Kigali Institute of Science and Technology
M&E	Monitoring an Evaluation
MCT	Multipurpose Community Telecenter
MDGs	Millennium Development Goals
MININFRA	Ministry of Infrastructure
MIS	Management Information System
NGO	Non-Governmental Organizations
NITC	National Information Technology Commission
PIS	Planning Information System
PIU	Project Implementation Unit
PMI	Project Management Institute
RBM	Results-based Management
RCA	Rural Community Access
RITA	Rwanda an Information Technology Authority
RURA	Rwanda Utilities Regulatory Agency
TF	Task Force for NICI II
TOR	Terms of Reference
UN	Unite Nations
UNDP	Unite Nations Development Program
USAID	Unite States Agency for International Development
US$	Unite States Dollar
VfR	Vision for Rwanda
YITE	Young Information Technology Entrepreneurs
YTS	Youth Training Scheme

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5. INTRODUCTION

In December 2007, the Evaluation Consultant was contracted by UNDP under The Support Project to the Ministry of Infrastructure in ICT Policy and e-Government by UNDP. The Project commenced in July 2005 and completed in July 2007.

5.1 Main objectives of the evaluation

The main objective of the assignment is to conduct a final evaluation of the achievements and impact of the Support Project to the Ministry of Infrastructure in ICT Policy and E-Government.

5.2 Scope of work

The tasks assigned to the Evaluation Consultant were to review all the relevant documents (including, Project Document, Log frames, Progress Report, Consultants Reports, Project Expenditure Reports and others), meet key stakeholders and partners (UNDP, MINIFRA, RITA and others) and provide an analytical report of the findings, conclusions and recommendations on the following group of key issues

1. Assess the impact against the project logical framework, focusing on the outputs, purpose and the original objectives of the project as stipulated in the project document;

2. Review project expenditures for the project against the activities rolled out;

3. Assess the impact of Rwanda's participation in the World Summit of Information Society (WSIS) that was held in Tunisia in 2005;

4. Evaluate the extent to which the project has contributed in rolling out the NICI I planned actions;

5. Evaluate the extent to which the project has contributed to the rolling out of NICI II Planned Actions;

6. Evaluate the extent to which the project has contributed to the implementation of the Rwanda national e-government program;

7. Evaluate the contribution of the project in the establishment of the Public Information Kiosks (PIKs) and the Telecentres in Rwanda;

8. Evaluate the contribution of the project in broad terms to the achievement of ICT Development in Rwanda;

9. Evaluate the monitoring procedures used during the implementation of the project and asses their consistency with the requirements of UNDP and its partners in general, and the National Execution (NEX) Guidelines for UNDP Assistance Programmes in Rwanda;

10. Evaluate the appropriateness of the management arrangement(s) applied during the implementation of the project

5.3 Approach and methodology

The evaluation findings are based within the Scope of Work for the evaluation assignment (given in Terms of Refence). Following the review of available project documents, the Evaluation Consultant adopted a participatory evaluation process. Many stakeholders were involded in indepth interviews including UNDP staff, officials from the Rwandan Government, private and public sector partners and resource persons who were engaged with the project. Two focus group discussion with the staff of both MININFRA and RITA who were participating in the process of NICI II formulation as well as the facilitation for WSIS preparation. The Evaluator, however was unable to support the qualitative findings with quantitative analysis particularly due to the replacement of the staff of the implementing agency MININFRA as well as the high turnover of RITA's staff who were actively involved with the project activities. In absence of project outcome indicators and regular process monitoring reports of the project activities, the Evaluator used expert knowledge to assess the level of achievements of outcomes.

5.4 Structure of the evaluation report

Following the analysis of the project context, the main part of this report presents the evaluation findings of the Project where each of its intended outcomes is addressed to show how project activities have contributed to reaching the expected outcomes, to assess achievements of the program in relation to its specific objectives and to see how the objectives contributes to the outcomes. Conclusions, then are drawn from the findings focusing on project achievements, the most significant changes, planned and unplanned, which have been reached and showing what the direct consequences of the Project are. Chalenges, opportunities and lessons learnt are then outlines folowed by the recommendations and the future follow-up actions.

6.   PROJECT BACKGROUND

6.1   Project context

The Government of Rwanda recognizes the economic potential of Information and Communication Technology (ICT), which it mainstreamed in it's Vision for Rwanda 2020 (VfR-2020) that recognizes Science and Technology, including Information and Communication Technologies (ICT) as one of its pillars. The Vision for Rwanda has three components:

- The Global Vision
- The Vision 2020 framework for socio-economic development and
- The ICT driven Development Vision

Figure (1): Project Context
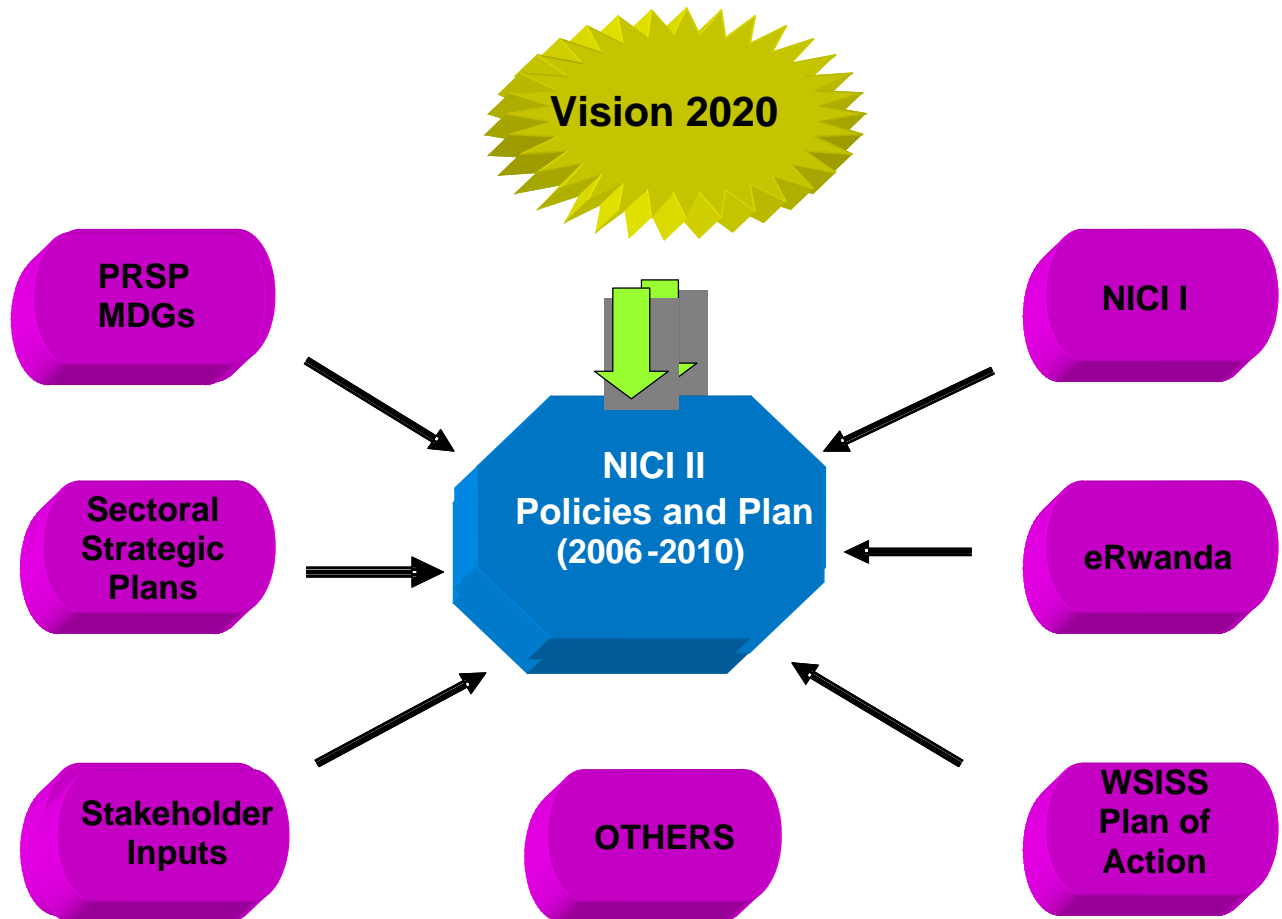
The first component of this Vision has a global dimension. This Global Vision seeks: "*To improve the quality of life of the people of Rwanda by enriching their social, economic and cultural well-being through the modernization of the economy and society*". The second component of Vision 2020 seeks to "*develop Rwanda into a middle income country by Year 2020*". In realizing this vision, the Government of Rwanda intends to use ICT (information and communication technology) as an engine for:

- Accelerated development and economic growth
- National prosperity
- Global competitiveness

To realize this vision and the attendant transformation of Rwanda into a middle-income country by 2020, the Government of Rwanda has planned to implement 4 plans sequentially over the coming 20 years to 2020: these are the National Information and Communication Infrastructure (NICI) plans. The completion of NICI I in 2005 marked the first phase in the step towards realizing the national goals set above.

In July 2005, the Government of Rwanda requested the support from the United Nations Development Programme (UNDP) to develop the second plan (NICI II). Hence, the support project to the Ministry of Infrastructure (MININFRA) in ICT Policy and e-Government was formulated and commenced to support MININFRA.

6.2   Project objectives, intended outcomes and outputs

The specific aim of this project was to support MININFRA in:

- the development of the National ICT Policy and Plan II (2006-2010) and,
- the implementation of the national e-government programmes through improving of public access to information through the establishment of Public Information Kiosks (PIKs) in each Ministry and Province

As table (1) shows, the intended outcomes are:

1. MININFRA supported in Developing the National ICT Policy and Plan (2006 – 2010);
2. Rwanda to participate and show case it's experience at the WSIS Summit in Tunis, November 2005;
3. Public Information Kiosks established in each Government ministry and province.

and, its intended outputs are:

- ICT Policy Support
- Improving Public Access to Information

Table (1): Project Results

Results		Indicators
Goal	Strengthen State Institutions for efficiency, accountability, and transparency in public service delivery	
Expected Outcomes	1. **Electronic Governance and access to information** 2. **Capacities and partnerships developed for urban/rural areas for policy formulation, service delivery and resource management**	
Intended Outcomes: 4. MININFRA supported in Developing the National ICT Policy and Plan (2006 – 2010); 5. Rwanda to participate and show case it's experience at the WSIS Summit in Tunis, November 2005; 6. Public Information Kiosks established in each Government ministry and province.		1. National ICT Policy and Plan developed 2. Rwanda exhibits and participation at the WSIS, Tunisia – November 2005 3. Public access to information improved in provinces through information kiosks
Intended Outputs: 3. ICT Policy Support: National ICT policy support & plan (2006-10) finalization 4. Improving Public Access to Information		

Indicative Activities:
  National ICT policy & plan (2006-10) formulation and its resource mobilization document for future ICT support
  Facilitation Rowanda's participation at the WSIS Summit, Tunis - November 2005
 	
  Feasibility study / Needs assessment of Public Information Kiosk (PIKs)
  Establishment of the Public Information Kiosk (PIKs) in each Governorate Ministory & province		

6.3   Main stakeholders

The implementing agency for the project was the Ministry of Infrastructure (MININFRA) supported by RITA in the day-to-day implementation of the project activities. The overall implementation was overseen by a Steering Committee composed of UNDP, MINECOFIN (as the Government coordinating authority), ECA, RITA as well as MININFRA. Other stakeholders included the Office of the President, the National Unversity of Rwanda, Ministry of Commerce, KIST, RURA, CAMERWA, MINEDUC, Rwanda Private Sector Federation, DUHAMIC Civil Society, UNECA.

6.4   Project start, its duration and phases of implementation

The project was designed to last during 18 months, from July 2005 to December 2006. It was implemented in two phases:

1. Phase one (July 2005 – December 2005) involved :
   ▪ supporting MININFRA in the formulation of the National ICT Policy and Plan,
   ▪ facilitating the government in its preparation for the WSIS summit that was held in Tunis in November 2005

- carrying out a comprehensive Feasibility Study / Needs Assessment for the establishment of the Public Information Kiosks.

2. Phase two (2005-06) supported the implementation of national e-government program. It involved:

- the establishment of Public Information Kiosks (PIKs) in each ministry and province

In order to ensure the roll-out of NICI II implementation is supported by UNDP, the Project was extended to December 2007. A new workplan was developed. The budget for this new extension amounts to US$ 350,000.

7. FINDINGS

7.1   Performance of the project

Overall, the project has attained its intended outcomes. The Government of Rwanda was supported in ICT Policy. NICI II was formulated and launched for implementation and Rwanda actively participated in WSIS Summit in Tunis. The support in e-government through improving the public access to information has been, however delayed due to the heavy engagement with the previously mentiond activities. By the time of finishing this report, 12 Community Information Centers will be operational in four rural provinces of Rwanda.

7.1.1   Attainment of the project immediate objectives and outputs as per the Project Document

The project document outlined three major outcomes: to which the project was expected to contribute:

1. MININFRA supported in Developing the National ICT Policy and Plan – NICI II (2006–2010);

2. Rwanda to participate and show case it's experience at the WSIS Summit in Tunis, November 2005;

3. Public Information Kiosks established in each Government ministry and province.

To achieve these outcomes, two intended outputs were expected to be achieved, namely:

1. ICT policy support

2. Improving public access to information

To achieve the first output, two envisioned activities were planned to be undertaken in this component:

1. Development of the NICI Policy and Plan II (2006-2010) and its resource mobilization document for the Government of Rwanda for purposes of financing the identified priority activities

2. Facilitation of the Government in preparation of and participation at the WSIS Summit, to be held in Tunis (November 2005). Specifically this will involve:

    ▪ Facilitation of preparatory meetings

    ▪ Procurement of summit materials (documents, exhibition materials and others) including branding

    ▪ Facilitation of the Rwanda mission to the summit (advance and technical team, Rwanda delegation)

The second output involved supporting the implementation of the national e-government programs through assisting MININFRA to increase public access to information particularly in rural areas by the establishment of information kiosks and other necessary relevant facilities to be stationed in each province and government ministry, thus bringing the services of the government closer to the people. The user interfaces of the access equipment at the PIKs would be designed to be simple, and easy to use with graphical interfaces in French, English and Kinyarwanda. According to project document Information that could be accessed at the PIKs includes: Government information and announcements; Civic education-related information; Information of educational and training opportunities; Information on job opportunities in government ministries; Vacancy announcements in the private sector; Information on social services and social welfare benefits and entitlements; Weather information; Information on crops and livestock diseases as well as other agricultural related information and others. Five planned activities were envisioned to be undertaken in this component:

1. A comprehensive Feasibility study / Needs Assessment
2. Design of the physical layout of the kiosks and costing
3. Content generation including data collection and formatting
4. Procurement of the required equipment and shared software
5. Installation and set-up of the public information kiosks

Output (1): ICT Policy Support

The achievement of this output can be assessed by analizing the findings of its activities as follows:

National ICT policy and plan (2006-10) formulation and its resource mobilization document for ICT support

Findings

UNDP provided technical assistance in the form of an advisor to the Minister of MININFRA on policy issues as well as four ICT specialists in policy formulation and implementation. Those international experts worked as resource persons with 9 local resource persons / Consultants to provide technical inputs through the formulation process of NICI II.

Sequencing solutions

NICI I policy and plan was reviewed in 2005 to measure the progress made towards its implementation and to identify gaps. It was found that 0nly 26% of NICI I programs and initiatives were implemented1. This was due to a number of challenges/shortcomings including: resource Mobilization, availability of Expertise, plan implementation support and coordination challenges, high turnover of key personnel, lack of institutional support and coordination, absence of implementation mechanisms and lack of M&E process. Consequently, 74% of NICI I planned actions have been rolled into the NICI II plan and/or appear as NICI II planned actions. With such sequencing solution, NICI II appears to be more ambitious considering the need to enhance national capacity, support awareness building and creating an enabling environment.

NICI II formulation process

The then Ministery of Energy and Communications provided backing and support to the Chairman of RITA who drove forward the formulation process. The Minister appointed 20 Task Force members; mandating them to formulate NICI II. It was then approved by the Cabinet. The Task Force Participants were mainly representatives from ministries and public sector agencies. Private sector was represented by 3 IT companies Rwanda Private Sector Federation and one NGO (DUHAMIC-ARDI).

RITA established a dedicated secretariat headed by its Executive Director with the function to organize working group meetings, coordinate research efforts done by the resource persons & consultants and other logistics, set agendas, rally members, manage communication.

Working groups were organized by cluster and included four working groups:

1. Public administration
2. Social services
3. Economic development
4. Justice & security

RITA hosted the secretariat with top-level political backing and more direct access to relevant decision makers. A coordinator was appointed to manage the meeting processes.

For each Ministry a solution committee was formed to draft proposed solutions after looking at the Ministry strategic objectives & its action plan.

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[1] The NICI 2005 Plan Review Final Report, The Government of Rwanda, 2005.

Figure (2): NICI Structure
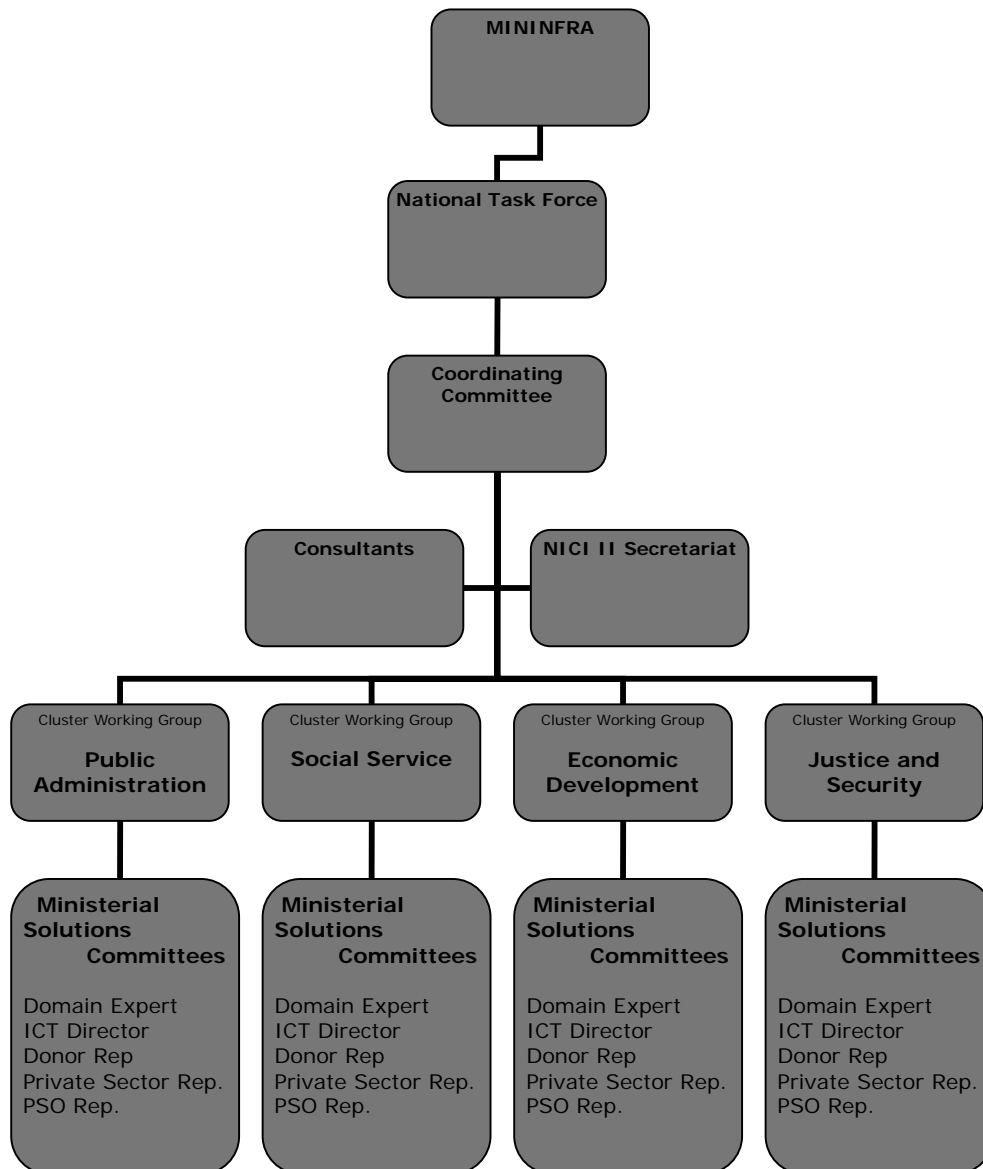
Analysis of Findings

The motivation behind the Formulation of Rwanda ICT-driven vision and plans shows that Government of Rwanda has been open to participating in the global society . NICI plans (I and II) are means of accelerating the country's entry into the global information economy by using ICT to support its poverty reduction activities.

Mandate

The Ministerial mandate was successful in establishing initial momentum & creating immediate credibility for starting the consultation process and dialogue. This mandate was, however through high-level political origin, e.g. a Minister decree. It enabled the consultation process to be better integrated into the existing institutional framework.

Dialogue depended on the capacity and mind-set of participants. The ministerial decree was not, however, sufficient to sustain the momentum throughout the dialogue and planning process. No mission statement was internally generated by the Task Force. Existence of a shared mission statement could have given the Task Force dialogue maximum flexibility and independence and guaranteed that the voice of participants was heard.

Participants

The Task Force and Working Groups' members were appointed not because of specialized technical expertise (although in some cases this did exist). The Membership consisted primarily of multidisciplinary government officials, and resource persons from several social sectors and governmental department as well as Consultants. Technical staff from ministries was also involved as the responsible persons for the implementation process.

According to Rwanda Private Sector Federation, there are 50 large entreprises, 200 small scale enterprises and 70,000 micro-enterprises in addition to 200 NGOs active in Rwanda. There was, however an under-representation of private sector, representatives of SMEs, Civil Society Organizations which could have guaranteed diversification in membership and enhanced the type of contributions and inputs. Integrating wider participation from private sector, associations with government representatives as well as active donors in Rwanda could have allowed to take a wider view of their needs, interests and requirements. This would have enhanced the process of NICI II implementation.

Facilitating the dialogue process

The NICI-II dialogue process depended entirely on UNDP-support team of nine local resource persons and four international technical experts to tackle the technical issues, leaving the administration function of the meetings of Working Groups to NICI II Coordinator. Working Groups were chaired by a member of the Task Force. There was no qualified facilitator involved to enhance the quality of dialogue processes.

It is worth noting that the facilitator role is crucial. It provides the driving force behind the elaboration of the policy dialogue and its action plan. He or she is responsible for calling and organizing meetings and technical working-groups; mediating the meetings and discussions between the private and public sector representatives; recording the minutes of meetings;

keeping the work focused on the goal of producing viable proposals for reform to be included in the action plan; researching the issues; preparing written proposals for discussion and formulating the various implementation activities.

Facilitation for Rwanda's participation and exhibition at WSIS Summit, Tunis – November 2005

Findings

Rwanda participated in the first phase of the World Summit on Information Society (WSIS), which took place in Geneva during the period of 10-12 December 2003. The Government of Rwanda felt, however that it did not fully capitalize on the opportunity of networking that would have allowed the formulation of the strategic partnerships necessary for the implementation of Rwanda's ICT projects. Therefore, the Government was interested in a wider involvement in the second phase of WSIS with the main aim of marketing the NICI plan II for 2006-2010 and attracting partners who could provide required technical and financial support for its implementation. Thus, the Government of Rwanda requested UNDP assistance to prepare for WSIS II, held in Tunis from 16-18 November 2005. The Project, therefore supported the Government of Rwanda through facilitating the preparation and participation in the international summit. UNDP support involved three activities:

1. Facilitation of preparatory meetings;
2. Procurement of summit materials (documents, exhibition material and others) and branding and
3. Facilitation of the Rwanda mission to the summit (advance / technical team and delegation.

WSIS consultation mechanism

With the support of UNDP local and international Consultants, a national WSIS Task Force was created. It was composed of 15 members representing Government entities, private sector, civil society organization, academia, youth and UNDP. The main functions of the Task Force were to spearhead the preparatory activities for the summit and monitoring the coordination committee facilitating the preparatory process by five working groups assissted by three UNDP-supported Consultants who provided necessary technical support: Documentation, Participation, Exhibition, Strategic Fundraising and Technical (table – 2). The Task Force organized a national WSIS consultation. The key elements of it included:

- Explanation of the process
- Discussing WSIS issues in the national context

- Discussion of key ICT policy issues relevant to stakeholders in the process, e.g. private sector and civil society organizations
- Sharing information about the WSIS involvements
- Developing a contact list of people/organizations that are not at the consultation but who should be aware of the process
- Engage in regional or global WSIS initiatives (regional/thematic caucuses)
- Identifying next steps

Figure (3): WSIS Facilitation Structure
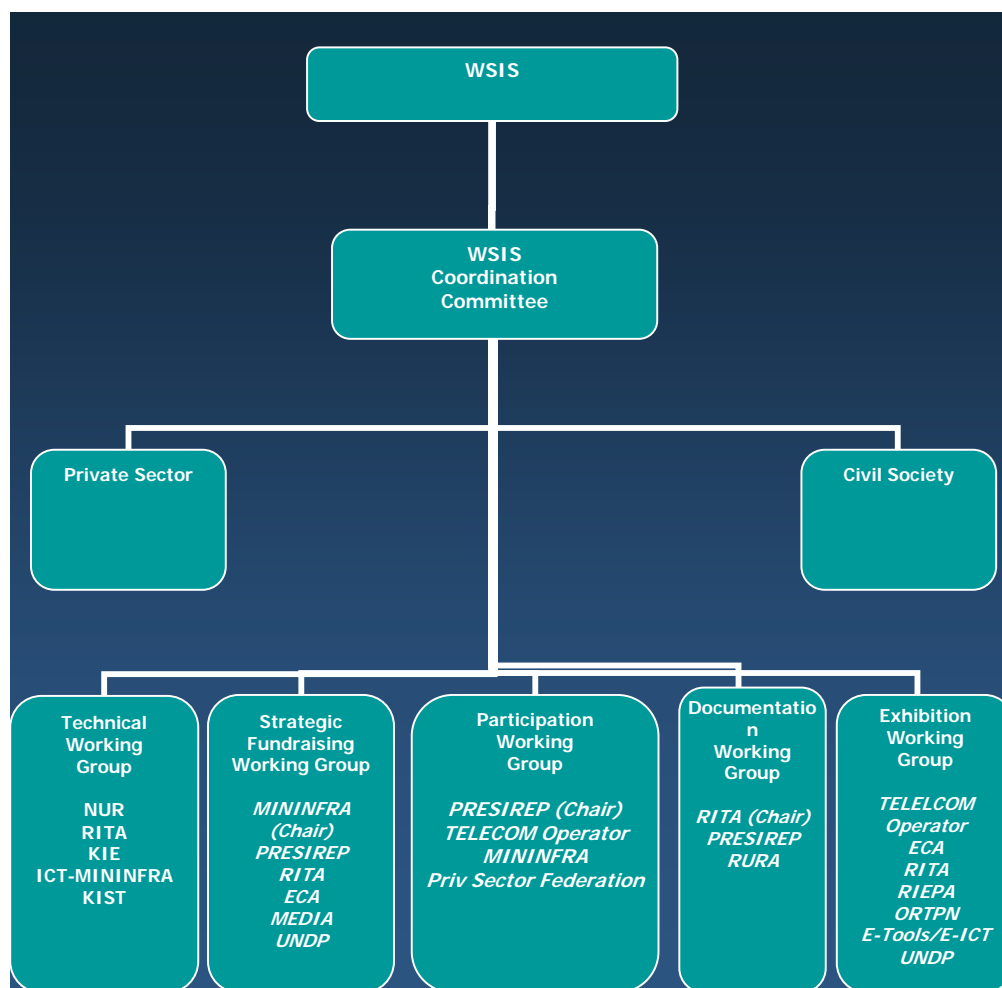
The Task Force identified, also the aim of the national mission to WSIS as showing the current best practice in Rwanda; particularly publicizing the NICI II, mobilizing resources for its implementation and foreign investment. Rwanda took WSIS as an opportunity to:

- Showcase its progress in the area of ICT and WISIS action plan through its NICI 2001-2005 review and other parallel events i.e. exhibition on ICT

- Present Rwanda second NICI plan and strategies and resource mobilization document to donors and strategic partners, obtain their feedback and buy-in.

- Provide a forum for delegates to network and make personal contacts with relevant entities e.g. peer contacts (Ministers to Ministers, Civil Societies to Civil Societies, Technicians to Technicians etc.) at the parallel events using reference materials such as magazines and CDs.

- Market the country as whole as an attractive investment and tourism destination through various parallel events e.g. exhibition conference, interviews with international media, preparation of marketing documentations and promotional videos.

- Organize a workshop to give the Rwandan ICT sector a platform to showcase its services, successes of the Rwandan's e-Government Programs towards the implementation of the information society.

- Express Rwanda's position on internet governance, post WSIS implementation arrangements, financial mechanisms, digital divide, digital solidarity fund and other emerging regional and global issues.

UNDP financial and technical support

UNDP provided, also the necessary financial and technical support to facilitate the presence of Rwanda delegation, design and produce the promotional materialas and design and construction of Rwanda stand

- *Rwanda delegation:* In order to make Rwanda presence visible, Rwanda delegation was formed of 25 delegates headed by H.E. the Presdent of Rwanda. Delegates represented the Government, private sector, civil societies, academia, youth and UNDP Rwanda as a donor organization. Selected delegates were deliberately selected with relevance of each delegate in the post-WSIS implementation of the national ICT strategy.

- *Promotional material*: UNDP assisted in producing the following promotional material to be distributed during the summit including;
    - A documentary video film
    - Multimedia DVDs showing Rwanda ICT achievements. It included a multi-media version of NICI I plan, a review report on NICI I implementation
    - Banners

- ➢ Advertising flyers
- ➢ A 4-page brochure on ICT
- ➢ 30 page magazine on ICT challenges and achievements
- ➢ Givaway items such as pins and pens
- ➢ Rwanda coffee and tea.
- *Rwanda exhibition stand:* The exhibition stand (12M2) was attended to by 8 support staff. It was located in a strategic location and attracted visitors and news media. Rwandan coffee attracted visitors. It was however small stand occupying 12M2 for the display and hospitality area.

Rwanda active participation during the event

H.E. the President of the Republic with a selected number of the delegation was involved in the following meetings:

- A meeting with SIDA representatives together with Erickson's. The focus of the meeting was to further the Swedish support to Rwanda and explore the possibility for Erickson to provide support in rural communications projects.
- A meeting with Sun Microsystems. It was agreed that both Sun Microsystems and KIST sign a MoU to establish a digital campus as well as running joint conference on education and research using Sun Microsystems technologies.
- A meeting with the President of Microsoft group and delegate. The outcome of the meeting was that Microsoft will extend its support to Rwanda beyond e-Cabinet and e-Parliament to strengthening IT Park through establishing Microsoft Academy Initiative, support development and deployment of Kinyarwanda operating system as well as provision of refurbished computers. It was, also agreed that a Microsoft team visits Rwanda to develop a roadmap to enable rapid execution of Microsoft support to Rwanda.
- A meeting with the Executive Secretary and delegate of UNECA. It was agreed that UNECA Executive Secretary would visit Rwanda and that UNECA increases its support towards developing NICI plans and assist the Government in resource mobilization for its implementation. UNECA budgeted USD 50,000 for Rwanda subject to submission of proposal to develop a national ICT indicators by the National Bureau of Statistics and RITA.
- A meeting with the Irish delegation headed by Mr. Brenden Touchy who is also a member of the UN ICT Task Force and GeSCI. Further follow up visits to Rwanda were agreed upon.

- A meeting with the Director and senior staff of the Canadian e-Policy Research Center. It was agreed that Rwanda to host a training workshop for African regulators and Telecom operators in May 2006 alongside with the Ministerial ICT Investment Conference.
- A meeting with NEPAD e-Africa Commission to explore the opportunity for collaboration and partnership to develop an African wide broadband network including EASY submarine cable system in collaboration with the World Bank and the African Development Bank.
- A meeting with the Chairman of Voxiva to explore the possibilities to expand the TrackNet systems currently used for HIV/AIDS monitoring and expand to other sectors such as agriculture and justice.

The Rwanda workshop "From talk to action: Rwanda's Information Society" was well attended and showed high interest. In addition, the Rwanda delegate was actively involved throughout the event. The Mayor of Kigali established, also a working relationship with the the MIT group working on the One Laptop per Child project.

Delegates engagement

Private sector was represented by four ICT companies who were interested in identifying opportunities in software development and public phone services and establishing business relationships with suppliers of ICT equipments and accessories particularly Chinese firms. Other delegates were actively involved in attending parallel events, developing contacts and networking and identifying alliances with donors, investors, technical experts and international business entities.

WSIS way forward

Stocktaking of activities related to the implementation of WSIS outcomes in Rwanda shows that Rwanda has been active participant in the ITU meetings that followed WSIS 2005. Still, future collaboration of the Government of Rwanda with UNDP and all stakeholders following WSIS needs to be strengthened in order to take advantage of the existing coordination mechanisms within or related to the UN in the form of sustained follow up at national level as related to full participation and continuous involvement of all stakeholders in the policy formulation dialogue.

Analysis of Findings

Due to the involvement of diverse participants during the preparation of WSIS 2005, the national WSIS consultation process led by the Task Force was an important mechanism for broadening social participation in Rwanda and building consensus or basic agreement between all social

actors involved on the information society issues. It created a general awareness of the WSIS among decision makers, government officials, private sector and generated expectations of action and implementation after the Summit. Demand for action from civil society, the private sector, and the media as well as from those within the government sector was given the momentum to drive forward the NICI II implementation process. Stakeholders involved in the process played an active role during the preparation and the actual participation. They focused on showcasing the progress being made in Rwanda in the area of ICT through its National Information & Communication Infrastructure Framework, strategies and planning efforts (NICI I and II). At the same time, the Government of Rwanda had the opportunity to market and promote Rwanda in general as an attractive investment and tourism destination. With only ICT companies represented, private sector and civil societies were under-represented. Ensuring a more effective participation with full representation would have generated greater interest, partnerships when all local partners are represented in a way that embrace the diversity and different priorities stakeholders while meeting ICT challenges in Rwanda.

Output (2): Improving public access to information

In support of the implementation of the national e-government programs, the second output focused on improving public access to information, particularly rural communication access through supporting MININFRA in establishing information kiosks and other necessary relevant facilities to be stationed in each province and government ministries.

The project envisioned five activities under this:

1. A comprehensive Feasibility study / Needs Assessment
2. Design of the physical layout of the kiosks and costing
3. Content generation including data collection and formatting
4. Procurement of the required equipment and shared software
5. Installation and set-up of the public information kiosks

There was, however a change of the focus of this component from establishing public Information Kiosks to establishing a network of Community Information Centers. There was, also a delay in implementation because the activities of output (1) were give the priority which delayed hiring of the consulting team to prepare the feasibility study and the plan for implementation. The equipment, however have been purchased and launching the operations is expected in February 2008.

Feasibility study / Needs Assessment of Public Information Kiosks (PIKs)

Findings

In July 2006, a feasibility study of establishing a network of Community Information Centers (CIC) in both rural and urban areas of Rwanda was carried out. The study was funded by the project to:

- Assess the feasibility of establishing the community information access network in Rwanda in terms of technical and operational requirements, business models and deployment locations.
- Design a suitable CIC model/s bearing in mind the target beneficiaries, needs and gaps analyses, ownership structures, implementation strategies.
- Develop a partnership framework to leverage and harmonize the various related activities and projects, both within the public as well as private sector domains.

Upon the request of MININFRA and RITA, the focus of the study was enlarged under the term Community Information Centre to include the _Public information Kiosks_ (funded by UNDP) in addition to the _Public Information Access Points_ (to be funded by World Bank through the eRwanda project) and a _telecenter project_ (funded by Government of Rwanda). This was justified by the fact that all the three had similarities and to a large extent aiming at a principal objective of promoting rural and community access to information, ensuring effective e-Government and e-Governance, and improving the delivery of public and private services. It would enable the public to actively move towards information society in Rwanda, and to realize Rwanda's Vision 2020. Thus, the principal objective of establishing Community Information Centers was seen as to support the Government in the implementation of the national e-government and e-governance programmes through improving public access of information in rural community.

The study provided an end-user focus. It identified, first the user information needs and uses and views users as active players in the design and implementation of systems geared towards meeting their information needs and provided alternative strategies to guide the implementation of the community information centers.

A community audit was executed to identify the information and communication needs of the potential users. A survey was conducted country wide using a structured questionnaire that was administered directly to the target respondents: men and women in different community settings and age categories. The sample size was 2500, which encompassed the 18 Districts in Rwanda, and a household convenience sampling was made out of which 150 respondents were selected per District. In addition, stakeholders participated during the design phase in a workshop held in March 2006. The major findings in terms of potential users' information and communication needs were that their needs mainly centered on availability and cost of farm inputs; market and

prices for crop and animal products; opportunities for employment, income generation, and information on business.

Analysis of Findings

The feasibility study recommended CIC model when implemented will contribute to increasing the rural and community access to information, and the effective realization of e-Government, whereby the Government would offer services more efficiently to various stakeholders, including citizens, employees, business community, civil society, and development partners. It would address various social issues like unemployment of youth, and promote decentralized functioning, so that local preferences are addressed. In addition, it would empower the local community not only to use ICT in future applications but also to express, share, gather, collect, disseminate, accumulate, distribute, and analyze information and knowledge.

Implementing this model will, in addition provide the platform for creating partnerships with public, private NGOs for developmental needs. The CICs network will enhance the goal to facilitate the process of bringing Government closer to the people through major improvements in the delivering of government services and information provision in ways that are most convenient to citizens and businesses in the rural area of the 4 Rwandan Provinces, while at the same time realizing efficiency gains, and streamlining government processes and procedures.

Establishment of the Public Information Kiosks (PIKs) in each Government ministry and province.

Findings

Both UNDP and the Government of Rwanda co-financed the establishment of 12 Community Information Centers in four provinces. Each Community Center is equipped with 14 personal computers / desktops HP DX 2300, one laptop Dell Latitude, a normal PC convertible to server HP DX 2300, a laser jet printer HP 4250 N, a laser jet color printer HP 2600 N, a scan jet scanner HP G400, a projector Sharp XR-10X, and a photocopier Kyocera KM 1635.

Following the agreement to establish the CICs, UNDP financed the purchase of those equipments. Despite the timely procurement of the equipment, there has been a delay in starting-up the CICs due to delayed construction of the CIC premises.

Analysis of Findings

Community Information Centers would offer cost effective means to provide information and services to the rural public. the sustainability of CICs, however requires stepping up efforts for

operating it. Sensitization to the public about usefulness of CICs is essential as well as commercialization of the CIC activities. Successful implementation of CICs will depend on:

- The effective execution of the three projects: Public information kiosks(funded by UNDP), the Public information access points(for e-Rwanda) and Telecenters to be established by RITA
- Successful coordination of the implementing partners: RITA, e-Rwanda and MININFRA and financing partners: Government of Rwanda, World Bank (through e-Rwanda) and UNDP
- To ensure effective utilization of the services there is a need to mobilize resources to developing and executing training programs for users and operators, sensitizing the population about CICs maintenance and servicing programmes provided.
- content development,
- accessibility and affordability will be key issues in encouraging and ensuring sustainable use of CIC considering low income levels in rural areas

Availability of local and relevant content, training managers, staff and users, marketing and promotion of CIC are critical success factors. Such activities needs to be considered by RITA for the sustainability of the CICs.

7.2 Implementation of the project

7.2.1 Execution Modality

The project was implemented according to the National Execution (NEX) modality. Under this approach, the project was implemented by the National Ministry of Infrastructure (MININFRA). As the responsible project partner, MININFRA designated a project coordinator. Rwanda Information Technology Authority (RITA) supported MININFRA in the day-to-day implementation of the ICT project component activities. UNDP designated a Program Officer who worked closely with the National Project Coordinator and other partners involved. All national and international consultants were hired under the NEX modality with MININFRA had a responsible role in the seclection and administration of Consultants.

This arrangement gave MININFRA ownership of the project. It was successful in achieving capacity building, self-reliance and sustainability, ownership and internalization of external inputs and relevancy. MININFRA assumed overall responsibility and accountability for the formulation and effective management (execution) of the project.

7.2.2 Project Management arrangements

A Project Steering Committee was formed to oversee the overall implementation of the Project. It was composed of 6 representatives from MININFRA, UNDP, ECA, RITA and MINECOFIN as the government coordinating authority. During the first year the Steering Committee met three times and twice in the second year of the project.

7.2.3 Stakeholders participation

The main project partners were:

- MININFRA as the Implementing Agency supported by both RITA and MINECONFIN which provided support in the day-to-day implementation of the project activities.
- UNDP as the donor organization and provider of the project technical support.
- Other stakeholders included the Office of the President, ECA, KIST, the National University of Rwanda, Ministry of Commerce, RURA, CAMERWA, MINEDUC, Rwanda Private Sector Federation, DUHAMIC and UNECA.

Partners were primarily government officials, and resource persons from several social sectors and governmental departments. Technical staff from ministries was also involved as the responsible persons for the implementation process. There was, however an under-representation of private sector, SMEs, civil society organizations and active donors in Rwanda. A wider representation could have guaranteed diversification in membership and enhanced the type of contributions and inputs throughout the formulation process of NICI II.

7.2.4 Changes in project design and work plan

There was no major changes in the project design, other than a cost extension to meet Microsoft technical assistance during the formulation of NICI II (output 1), upon the request of MININFRA. Output (2) also, was extended to accommodate The establishment of a Network of Community Information Centres (CIC) rather than establishing a public information kiosk, as stated above. UNDP financed the feasibility study as well as the cost of equipments required for 12 CICs while the Government of Rwanda financed the building and furniture. This changes contributed significantly to meeting the Govrnment effort to increase ICT accessibility in rural areas.

7.2.5 Financial control and project expenditure against the activities rolled out

Financial control for the national consultants was delegated to the Ministry of Finance through the National Project Director. Financial control for the other components was with UNDP. Under NEX, ownership is shared including financial contribution from the Government of Rwanda. UNDP. In the first year (2005) UNDP contributed US$329,712, the contribution of UNDP reached US$367,338 in second year (2006) and US$791,761 in the last year (2007).

Efficiency:

The Project efficiently achieved its objectives. The financial control and the contribution of the Ministry of Finance led to low cost implementation. Likewise, the choice of mostly national consultants as opposed to international consultants improved cost effectiveness.

7.2.6   Monitoring and evaluation during implementation

Monitoring and evaluation of the project activities was organized by the project coordinator. MININFRA provided UNDP annual workplans, end of the year reports and financial reports. There was no annual review at the end of year one of the project. MININFRA prepared the financial and progress reports on quarterly basis and supplied to UNDP on time. UNDP, on the other hand produced quarterly Combined Delivery Reports (CDRs) that show consolidated expenditures. The audit for the first year (2005) was done in June 2006. The audit for the second year (2006) was done in April 2007. The final audit is to be done in March 2008. Process monitoring of project activities was however not maintained. The Evaluator noted the lack of the expected outcome indicators in the project.

8. CONCLUSIONS

8.1   Achievements

8.1.1   Achievement within the planned outcomes

Overall, UNDP support achieved its intended outcomes:

- UNDP ICT policy support contributed to the formulation and publishing of the NICI II document. Local and international Consultants provided needed support through the formulation processes.

- The facilitation of the Government of Rwanda in the preparation of and participation in the second phase of the WSIS summit in Tunis was positively achieved. UNDP provided necessary technial expertise, financed the mission's advance and technical teams presence in Tunis as well as summit material and branding. This contributions allowed Rwanda to participate in WSIS Tunis with large delegation representing local stakeholders and equipped them with increased ability to showcase Rwanda's ICT achievements, networking with donors, technical experts, international ICT firms, investors and attending actively the parralel events. Rwanda delegation to WSIS provided the opportunity for increasing feasibility and presence when compared with the previous Geneva phase.

- UNDP, also contributed to improving access to information by co-financing the establishment of a network of 12 community centers distributed in selected rural areas in the four provinces of Rwanda after the preparation of a comprehensive feasibility study.

8.1.2   Contribution of the project to the stated development objective (project positive & negative changes and impacts)

The project provided the opportunity to widen the participation of the key stakeholders in the Task Forces and working groups during the formulation of NICI II as well as in the preparation for and participation in WSIS in Tunis. This facilitated decision-making among public sector, selected members of the private sector and civil society on related issues as well as encouraged ownership of project outputs; particularly NICI II among participating partners. It is an added value when compared to the process followed during the formulation of NICI I that depended entirely on one Consultant to formulate the Plan which led to unrealistic targets, lack of ownership and slow implementation process which required the roll-out of more than 75% of NICI I projects into NICI II.

Improved policy formulation capacity

The project contributed to improved capacity of local partners in policy formulation despite under-representation of local stakeholders e.g., private sector was represented by 3 ICT firms, one one Community Development Association. The Public Consultation process was confined to those participating in the Task Force or working group despite a wide spectrum of private sector firms and NGOs and the public in Rwanda.

Project contribution in rolling out the NICI I & II planned actions

NICI I policy and plan was reviewed in 2005 to measure the progress made towards its implementation and to identify gaps. It was found that The NICI I had an implementation success rate of 23 % due to low ownership, lack of implementation planning institutional and coordination support and absence of implementation mechanisms. therefore, NICI I planned actions have been rolled into the NICI II plan and/or appear as NICI II planned actions awaiting for implementation.

Effective Rwanda's participation in the second phase of WSIS - Tunisia in 2005

Rwanda participated actively with large delegation of 25 delegates representing local stakeholders and equipped them with increased ability to showcase Rwanda ICT achievements. Participants were able to network with donors, technical experts, international ICT firms and investors, attend actively the parallel events. Rwanda delegation to WSIS provided the opportunity for increasing feasibility and presence when compared with the previous Geneva phase.

Project contribution to the implementation of the Rwanda national e-government program

Overall the project contributed positively to enhancing the capacities and participatory mechanism in Rwanda through improved public consultation, increased awareness of ICT challenges as well as improved capacity and knowledge among government officials about e-government concepts and practices. In addition to availability of adequate technological infrastructre including ICT related policy, implementation strategy and establishment of rural community centers.

The establishment of CIC will have positive impact on various stakeholders, including citizens, employees, business community, civil society. would greatly contribute to increasing the rural and community access to information, and to effective realization of e-Government. Government services will be offered more efficiently to its various stakeholders. It will address various social issues like unemployment of youth, and promote decentralized functioning, so that local preferences are addressed. Besides, it will empower the local community not only to use ICT in

future applications but also to express, share, gather, collect, disseminate, accumulate, distribute, and analyze information and knowledge.

8.2 Relevance

8.2.1 Relevance to UNDP in Rwanda

The project contributed to the achievement of United Nations Development Programme (UNDP) in Rwanda with regards to the Outcomes of: "Electronic Governance and access to information, and Capacities and partnerships developed for urban/rural areas for policy formulation and service delivery. UNDP extended its policy support to formulate and publish NICI II and provided technical and financial assistance to establish a network of 12 Community Information Centers (CICs) distributed in selected rural areas in the four Rwandan provinces after the preparation of a comprehensive feasibility study. As the CICs become operational, they are expected to improve the delivery of public and private services leading to effective e-Government and e-Governance. Project partners were actively involved in the the formulation process of the NICI II and in the preparation of and participation in the second phase of the WSIS summit in Tunis. A number of local Consultants and resources persons were, also involved in those processes which enhanced the local capacity in policy formulation.

8.2.2 Relevance to the National Government in Rwanda

This project supported the development of the National ICT Policy and Plan – NICI II (2006-2010) as well as in the implementation of the national e-government programmes through improving of public access to information. Thus, contributed to the realization of Vision for Rwanda 2020 (VfR-2020) that recognizes Science and Technology, including Information and Communication Technologies (ICT) as one of its pillars as reflected in the first development of the ICT-led Socio-Economic Development Policy and Plans for Rwanda (NICI Plan I) in 2000 which distinguished the use of ICT as a mechanism for state transformation into an information rich knowledge based Economy, that would prepare for future national ICT exploitation.

8.3 Effectiveness

The project positively achieved its intended outcomes. The policy and implementation strategy document was formulated and launched as planned. It was the key document to be presented in the course of WSIS in which Rwand had active presence. Following careful preparation, the project provided an opprtunity to capitalize on the WSIS Summit in Tunis and allowed Rwanda to participate with large delegation of 25 members representing local stakeholders and equipped them with increased ability to showcase Rwanda ICT achievements, networking with donors, technical experts, international ICT firms and investors, attending actively the parallel events.

Rwanda delegation to WSIS provided the opportunity for increasing feasibility and presence when compared with the previous Geneva phase.

Interviewed stakeholders' representatives participating in the formulation of NICI II showed a strong sense of commitment with the initiative. They pointed to the fact that there is synergy in their partnership and that they are committed to contribute with their efforts (mostly time and energy, but in a lesser with financial resources). This sense of ownership is still limited, however to the stakeholders directly involved in the implementation of NICI II. This can be explained by the low representation during the formulation phase of NICI II. Widening the partnership as well as national consultation can have important implication during implementation phase and would provide input to the future policy as planned at the national level. Use of media for public discussions needs, also to be emphasized. In this regard, a wide range of media can be utilized including radio, television, roundtables, retreats, targeted meetings, newspaper articles and brochures, thematic discussions to provide all the information about NICI II projects, its implementation processes. Awareness building is essential

With the Government intention to improve pubic access to information in rural areas, the feasibility study for establishing Public Information Kiosk was modified to establishing a network of 12 CICs. MININFRA and RITA justified this change by the need to promote rural and community access to information, ensuring effective e-Government and e-Governance, and improving the delivery of public and private servicesin order to enable the public to actively move towards information society in Rwanda, and to realize Rwanda's Vision 2020. This activity, however witnessed delay in its implementation despite timely procurement of equipments due to the heavy involvement of partners in the processes of NICI II formulation and WSIS preparation. All CICs are expected to start up its operations in March 2008.

8.4   Project achievements beyond the planned project outputs

With UNDP technical support and assistance of the International ICT Advisors and Local Consultants, the national capacity in policy formulation have greatly improved through the process of developing NICI II. There was an opportunity for members of both Task Force for NICI II formulation and that of WSIS preparation to interact and network. This networking was a key consideration. Members of the two Task Forces represented several important institutions in the Government, private sector as well as civil society in Rwanda. Local partners had to cooperate with foreign Consultants and local resource persons in drafting the policy and implementation strategy as well as in the preparation for the WSIS summit in Tunis. This helped partners to effectively move away from several shortcomings identified with NICI I which was developed entirely by a Consultant without engaging represenative partners. Also, the first round of WSIS witnessed low presence of Rwanda.

8.5 Sustainability of the results achieved

In develoing NICI II, the project demonstrated to stakeholders the benefits of adopting a participatory approach and active networking. RITA needs to sustain a network of a wider stakeholders.

Since the project did not include organizational capacity development component. There is a need to develop its organizational capacity as well as that of other key partners such as RURA and Ministerial staff engaged in the implementation of NICI II in order to sustain project achievements by developing suitable organizatonal arrangement to ensure sustainability of NICI II implementation, the adoption of project management approach, design and implementation of results-based management system to monitor and evaluate NICI II projects, assessing training needs of RITA staff and strengthening local capacity through training within the context of facilitation skills, project planning, design, implementation, management, monitoring and evaluation. Establishing A NICI Management Office will help facilitate the implementation of NICI II project and coordinate ICT development at the national level.

9.   CHALLENGES AND OPPORTUNITIES

9.1 Challenges

Ownership

The process of consultations and creating ownership at national, institutional and community levels was not wide enough during the formulation of NICI II has been reflected in a lack of understanding of NICI II and inadequate ownership of its projects at ministerial levels. This can be considered a major factor constraining ownership and advancing the implementation of NICI II. A proper national communication plan may be required to attract buy-in from partners and other stakeholders relevant to support the implementation and roll-out of NICI II.

Facilitation, coordination and multi-stakeholder participation

Due to the lack of the facilitation function, coordination has been a challenge. There has been insufficient sustained and meaningful engagement with partners. partners have been slow to come on board during implementation phase. Operationalization of NICI II would require facilitated actions to build multi-stakeholders participation, bring everybody on board, build common understanding and expectations among all stakeholders involved. The role of the UN as well as othe funding agencies in Rwanda is required to provide the technical assistance needed to facilitate such a multi-stakeholders dialogue in Rwanda and provide appropriate technical assistance to the Rwandan government to establish NICI Project Management Office to support NICI II implementation efforts at the national level.

Capacity building

Contributions made to strengthen local capacity were non-existent. Assessing training needs of RITA staff and strengthening local capacity through training within the context of facilitation skills, project planning, design, implementation, management, monitoring and evaluation would support the implementation of NICI II projects and contribute to the sustainability towards the building of the Rwandan development-oriented information society.

9.2 Opportunities

The President of Rwanda has been the driving force behind the implementation of the planning processes of NICI I and II and have strongly continued backing the realization of NICI II plan. ICT development efforts are now effectively linked to the Presidency Office. The availability of committed government policy and NICI II implementation plan have provided a platform to align

NICI II to the issue of mindset shift/change. NICI II has been made an integral part of Rwanda national development plans, including Poverty Reduction Strategies. It has integrated IT with broader national objectives and viewed IT as the means not the end. ICT development is now fully mainstreamed into strategies for the national development assistance. This provide an opportunity for a more effective donor assistance, information-sharing and co-ordination.

10. RECOMMENDATIONS

Key Recommendations

Recommendations for RITA

- In order to ensure continuous involvement of all stakeholders in the policy discussion and strategy implementation, it is necessary to build support and minimize resistance. It is recommended to institutionalize the process by establishing a national coordinating mechanism e.g. National ICT Council to facilitate implementation and drive its process. This mechanism may include establishing a steering committee, a task force for driving the process forward, sub-task teams to facilitate the implementation process.

- Enhance the administrative and management support to the Task Force through the implementation stage of NICI II by establishing a NICI Management Office headed by NICI co-ordinator to provide facilitation and project management support ensuring the development of risk management strategies, existence of clear goals and objectives, adequate day-today management, sufficient communication of partnership goals & objectives and efficient participatory and process-oriented monitoring and evaluation mechanisms complemented with results-oriented monitoring and evaluation approaches.

- Design and implement built-in methodology for self-correction to produce desired results. This calls for a need of inclusion for more participatory and process-oriented M&E approaches to complement efforts in result and impact measurement and to arrive at a more comprehensive understanding of critical success factors and failures.

- Build national facilitation skills (e.g., innovative & entrepreneurial skills, e.g., negotiation skills) for those who possess understanding of technical issues and the ability to converse easily with everyone from ministers, private sector, NGOs and other stakeholders.

- Build a wider partnership to implement NICI II and promote effective national dialogue by ensuring the involvement of a wider spectrum of stakeholders in the identification of problems, analysis and the planning and realisation of interventions and NICI II projects.

- For effective implementation, adopt a strongly participatory approach and give stakeholders the responsibility for the management and co-ordination of the partnership.

- In order to enable a platform for an integral and holistic discussion, a wide range of stakeholders needs to be involved recognizing the different types of power and/or resources of partners involved.

- Ownership for NICI II projects requires attention in terms of well planned implementation strategies as well as resources and time. It is necessary to organize national

- consultation arrangements to ensure appropriate buy-in and support ensuring the sustainability of implementation.
- For the sustainability of the WSIS process, establish a national implementation mechanism for the Geneva and Tunis Plans of Action with full & effective participation of civil society and business entities, based upon co-operation among governments and all stakeholders, with the overarching goal of helping Rwanda to achieve the development goals of the Millennium Declaration and promote implementation.
- At regional and international levels, further facilitation of Rwanda participation in WSIS follow-up conferences as well as other ICT-related regional events in order to exchanging information and best practices at the regional level, as well as organizing policy debate on the use of ICT for development. Consider a multi-stakeholder approach and the full and effective participation in national, regional and international activities by civil society and business entities to be essential.
- To follow up the implementation of the Geneva and Tunis outcomes, taking into account different national circumstances, a performance evaluation and benchmarking (both qualitative and quantitative) as well as a stocktaking of activities related to the implementation of the Geneva and Tunis outcomes could be a valuable source of information in the evaluation process.
- To ensure the sustainability of CICs, RITA needs to consider the availability of local and relevant content, training managers, staff and users, marketing and promotion of CIC.

Recommendations for UNDP
- In order to ensure continuous involvement of all stakeholders in the policy discussion as well as its implementation is necessary to build support and minimize resistance, support the Government of Rwanda to institutionalize the process by establishing a national coordinating mechanism e.g. National ICT Council to facilitate implementation and drive its process. This mechanism may include establishing a steering committee, a Task Force for driving the process forward, sub-tak teams to facilitate the implementation process in addition to establishing NICI Management Office headed by NICI co-ordinator to perform the facilitation function.
- Build a cadre of change agents/project managers to influence and facilitate the actions for NICI II roll-out by strengthening the local capacity and facilitation skills to facilitate the implementation/execution of NICI plans and activities, on-site coaching, realigning and follow-up and on-going monitoring and evaluation
- support partners to develop their capacity for meeting the challenges they face. Provide direct capacity development support to RITA particularly in project management,

monitoring and evaluation, in order to become the sustainable engine of on-going development, serving the needs of partners, particularly in project management, monitoring and evaluation. Strengthening RURA to support regulatory issues is required to complement RITA efforts. Also, address capacity issues in order to mobilize national human resources at all levels.

- Emphasize the need for continuous and substantial involvement of all stakeholders in implementing WSIS decisions on national, regional and international levels with the overarching goal of helping Rwanda to achieve internationally agreed development goals is a key of success.

- For the sustainability of CICs, Support RITA to improve the local capacity of managers, staff and users of CICs and provide local and relevant content, design and execution of a marketing and promotion strategy of CIC activities.

11. FUTURE FOLLOW-UP ACTIONS

- Establish a RITA NICI Management Office to provide facilitation and project management support ensuring the design and implementation of a result-based management system including process-oriented monitoring and evaluation mechanisms.
- UNDP and/or the Government need to consider how to build up the capacity towards building multi-stakeholders partnerships in the future, how to develop the necessary human resources needed for using ICTs in the public and private sectors, how to roll-out necessary infrastructure and promote innovative and affordable solutions to provide platforms for using ICTs particularly in rural areas, how to make ICTs provide information that meet the needs of local citizens and how to set-up a monitoring system necessary to measure the progress of NICI II implementation.

12. LESSONS LEARNT

- ICT development is fundamentally multisectoral and needs to involve wide stakeholders from private, public and civil sectors.
- Building stronger multi-stakeholder dialogue and partnerships as a platform for discussion and development of strategic development plans according to local contexts and processes is a promising approach to improve the enabling environment for social economic development and poverty reduction. The role of UNDP as an active UN body in Rwanda is required to promote this approach through extending technical assistance to support the facilitation process for planning and implementation of national strategies.
- Sustainability of development interventions improves through pooling of resources of different stakeholders, especially those resources that are locally available.
- Local level experiences are important base material to learn from and to extract elements for policy dialogue at higher levels. This requires facilitation mechanisms for contact and exchange with the local level.

13. APPENDICES

APPENDIX (13.1): DOCUMENTS REVIEWED

1. Support Project to the Ministry of Infrastructure (MININFRA) in Information Communication Technology (ICT) Policy & e-Government (2005-2006), UNDP
2. Project Progress Reports, MININFRA
3. The NICI-2010 Plan, The Government of Rwanda
4. The NICI-2005 Plan, The Government of Rwanda
5. The NICI-2005 Plan Review Final Report, The Government of Rwanda
6. Rwanda Vision 2020, The Government of Rwanda
7. WASIS Delegaes reports
8. Report on Mission to Tunis-WSIS Summit, MININFRA
9. Consultant's Terms of Reference.

APPENDIX (13.3): LIST OF INTERVIEWEES

No.	Name	Position	Organization
1	Eng. Albert Butare	Former Minister of State in Charge of Energy & Communications	Cabinet Minister
2	Prof., Dr. Silas Lwakabamba	Former RITA Director / WSIS Chairperson	Rector – National University of Rwanda
3	Col. Diogene Mudenge	Vice Chairman of the Regulatory Board & Ag Director General	RURA
4	David Mugume	Deputy IT Manager	MININFRA
5	Eng. Goerge Mulamula	Advisor – Office of the Minister	MININFRA
6	Grace Gastinzi	Director – Administration & Finance	RITA
7	Silas Vaahowka	Deputy Director – Administration & Finance	RITA
8	Allan Kabutura	Coordinator - NICI	RITA
9	Moses Turatsinze	NICI M&E Officer	RITA
10	Alphonse Zigira	Director – Rural & Community Access	RITA
11	Silas Udahemuka	Planning Officer	RITA
12	Moses Bayingam	Former Coordinator – NICI / Member of Technical WG	RITA
13	Salvator Niyibizi	Director – eGovernoment / Member of NICI Task Force & WSIS Delegate	RITA
15	Maureen Wanziga	WSIS delegate	KIST
16	Dr. Fred Mugisha	Consultant / Resource Person	National University of Rwanda
17	Emmanuel Hategeka	Secretary General	Private Sector Federation
18	Innoncent Benineza	Executive Secretary / NICI Task Force Member & WSIS Delegate	DUHAMIC-ADRI (NGO)
19	Thaddee Karekezi	Permanent Secretary	National Civil Society Platform
20	Richard Musinguzi	Program Manager	UNDP
21	Lindsey MacKinnon	M&E	UNDP

Terms of Reference

Ministry of Infrastructure

Consultancy (45818-0656)

Final Evaluation for the Support Project to the Ministry of Infrastructure in ICT Policy and E-Gov

1.   OBJECTIVE

The main objective of the assignment is to conduct a final evaluation of the achievements and impact of the Support Project to the Ministry of Infrastructure in ICT Policy and E-Government

2.   BACKGROUND

The Government of Rwanda recognizes the economic potential of Information and Communication Technology (ICT), which it mainstreamed in it's Vision for Rwanda 2020 (VfR-2020) and the ICT-led Socio-Economic Development Policy and Plans for Rwanda (NICI Plan I and NICI Plan II).

In 2000, the Government of Rwanda's cabinet adopted the National Information and Communications Technologies (NICI) Policy and Plan I. This distinguished the use of ICT as a mechanism for state transformation into an information rich knowledge based economy, which would prepare for future national ICT exploitation.

In 2005, with the support from the United Nations Development Programme (UNDP), a project to support the Ministry of Infrastructure (MININFRA) in ICT Policy and E-Government was formulated. The main aim of this project was to support MININFRA in the formulation of the National ICT Policy and Plan 2 (2006 – 2010). This project that has been entirely funded by UNDP from its core resources is scheduled to close in December 2007.

UNDP in collaboration with MININFRA and RITA wishes to procure services of a highly qualified consultant to conduct a final evaluation of the said Support Project to MININFRA in ICT Policy and E-Government.

3.   SCOPE OF WORK

The Consultant will report directly to the Director General of Rwanda Information Technology (RITA) and will be facilitated and supported by UNDP and MINIFRA during the assignment;

Overall Methodology

Become familiar with UNDP as well as and the Government of Rwanda requirements for Project Evaluations;

Review all the relevant documents including, Project Document, Log frames, Progress Report, Consultants Reports, Project Expenditure Reports and others;

Meet key stakeholders and partners (UNDP, MINIFRA, RITA and others);

Specifically, the consultant will:

Assess the impact against the project logical framework, focusing on the outputs, purpose and the original objectives of the project as stipulated in the project document

Review project expenditures for the project against the activities rolled out;

Assess the impact of Rwanda's participation in the World Summit of Information Society (WSIS) that was held in Tunisia in 2005;

Evaluate the extent to which the project has contributed in rolling out the NICI I planned actions;

Evaluate the extent to which the project has contributed to the rolling out of NICI II Planned Actions;

Evaluate the extent to which the project has contributed to the implementation of the Rwanda national e-government program;

Evaluate the contribution of the project in the establishment of the Public Information Kiosks (PIKs) and the Telecentres in Rwanda;

Evaluate the contribution of the project in broad terms to the achievement of ICT Development in Rwanda;

Evaluate the monitoring procedures used during the implementation of the project and asses their consistency with the requirements of UNDP and its partners in general, and the National Execution (NEX) Guidelines for UNDP Assistance Programmes in Rwanda;

Evaluate the appropriateness of the management arrangement(s) applied during the implementation of the project;

4. DELIVERABLES

During the Assignment, the Consultant will deliver:

A Final Evaluation Report for the Project;

Reporting Format

The final Evaluation Report for the Project will include, but will not be limited to the following:

a) A key findings of the project achievements, impact and contributions;
b) Challenges and lessons learnt;
c) Key recommendations and future follow up actions;
d) Relevant Annexes if any;

5. QUALIFICATIONS

Candidates must demonstrate the following qualifications and experience

An advanced degree in ICT, Project Management or any other related field [15 points for a Masters Degree, additional 5 points if one has a PhD,

Maximum 20 Points];
Demonstrated work experience of five (5) years experience in conducting project evaluations and/or assessments of a similar nature and magnitude in particular ICT projects [40 points];
Work experience in the Great Lakes Region and Rwanda in particular on projects of a similar nature [15 points];
Fluency in English and French [5 points for fluency in English, 5 points for fluency in French, Maximum 10 points]

6.   REMUNERATION AND OTHER CONSIDERATIONS

The successful consultant will start his/her assignment as soon as possible following the completion of the recruitment process

Submissions will be accepted from Individual Consultants only.
The Successful Result of this Process will be a Special Services Agreement (SSA):
Defining an overall period of twenty (20) working days, in particular the timeframe for the assignment will be as below: a) Three (3) working days - Desk Review; b) Ten (10) working days -Meetings, interviews and visits to the field; c) Four (4) working days -Preparation of report; d) One (1) working day -Debriefing and feedback meeting(s); e) Two (2) working days – Finalization of the report.
Terms of Payment for this consultancy will be as follows: a) Upon submission of Final Evaluation Report, 100% payment will be made;

7.   SUBMISSIONS

If you have the required qualifications and are interested in this consultancy, please submit:
Your CV with supporting attachments;
Other information which demonstrates your qualifications for this specific assignment;

Please note that Submissions by E-mail WILL BE ACCEPTED (see ANNEX I)

8.   SELECTION PROCESS

Submissions will be evaluated in consideration of the above mentioned <u>Qualifications</u>
In order to qualify for further consideration the Individual Consultant must accomplish a minimum score of 70 points.
<u>This Opportunity is open to male and female candidates. Applications from qualified female candidates are encouraged.</u>