



## OUTCOME EVALUATION FOR UNDP ENVIRONMENT PROGRAMME

REF. NO. EOI-46709-2010-015



Protected 50-metre shoreline of Lake Kivu in Rubavu District

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## Executive Summary

Rwanda is endowed with a large diversity of natural resources that support livelihoods in terms of food security and employment, and constitute the bedrock on which the national economy is anchored. Environment is one of the two pillars of United Nations Development Programme (UNDP) Rwanda interventions under the United Nations Development Assistance Framework (UNDAF). UNDP Rwanda having just completed two years into the 2008-2012 'Delivering as One' Programme is conducting this outcome evaluation on the impact of the Environment Programme on the result area *"Management of environment, natural resources and land is improved in a sustainable way"*. The purpose of the outcome evaluation is to measure UNDP's contribution to the UNDAF outcome with a view to providing forward looking and evidence-based recommendations for improvements and/or adjustments in the strategy, design and/or implementation arrangements as well as providing the most optimal portfolio balance and structure for the next programming cycle.

The overall objective of the outcome evaluation is to assess how UNDP's Environment Programme results contributed, together with the assistance of partners, to resulting outcomes. The specific objectives of the consultancy are to measure achievements and progress in the result area (environment, natural resources and land management); assess the underlying factors, including programme design, implementation and/or management capacities and stakeholder and partners involvement, influencing the outcome; establish a causal link between any changes observable in the development conditions of the target sectors and UNDP Environment Programme; assess the appropriateness and effectivity and contribution of the partnership strategy to the observed outcomes; assess the portfolio alignment and its relevance to the UNDAF and "Delivering as One" (DaO); and identify and establish lessons learnt, best practices and related innovation with particular consideration to relevance, efficiency, effectiveness and sustainability of the UNDP Environmental Program to Rwanda's current and future social, economic and political context.

Document review, consultation with key stakeholders, interviews and Focus Group discussions were used to collect primary data. The present study used a multi-staged methodology that includes the development of a Program Logic Model Matrix to depict problem statement, goal, rationale, projects, outputs, and outcomes. Triangulation Strategy was used to verify primary data that were obtained from various sources. The data were disaggregated by age, gender, socio-economic group and other variables. Critical analysis of available data with regards to the national guiding documents as well as the intended UNDP inputs to the projects provides linkage to the Government of Rwanda's interest to UNDP's programmes. The link between any changes discernable in the development conditions of the target and UNDP's programme interventions has been done following a Program Logic Model Matrix.

### **The main conclusions are:**

- The environmental priorities are drawn from the Rwanda Government Economic Development and Poverty Reduction Strategy (EDPRS) 2008 - 2012 and the country's Vision 2020; the latter identifies national priority objectives that need to be attained for Rwanda to become a middle-income country by 2020. Sectoral reforms in water, natural resources management, youth and gender involving policies and legal frameworks have been aligned to Vision 2020. UNDP Rwanda

has been able to steer the UN reforms and programming while the Minister of Economic Planning and Finance chairs the joint sessions of “UN DaO” thus providing the political guidance that the UNDP Environment Programme requires.

- UNDP Rwanda has delivered successfully in upstream policy advisory and capacity building in all projects on environment and sustainable natural resources management. Although policy is one area that is perceived to have little direct impact because the implementation of the policy is a downstream concern, PEI, SLM, NYEP and JYP demonstrate that policy, capacity building and accountability go hand in hand.
- The outcome evaluation has assessed the achievements and/or progress towards achievements, discussed the challenges as well as the approaches and capacities and relevance of the Environment Programme Unit. The success of UNDP’s current intervention in bringing about the targeted result can be improved to establish an optimal and healthy balance between knowledge management (PEI, PAB, CDM), policy support (PEI, SLM, Consolidated waste management), and grassroots implementation (JYP, NYEP, PEI, DEMP II, PAB, TPMP) for the next phase of the programme. Their execution rates vary due to a wide range of reasons including late disbursement of funds by the donor, delayed procurement, and delayed sourcing of consultants.
- Environment and natural resources management projects are cross-sectoral in nature and therefore attract many stakeholders. The number of stakeholders involved in a single project determined its execution rates; the latter defined as the level of utilization of funds and achievement of the planned work plan. In terms of implementation and impact, PEI, DEMP and PAB scored very high while NYEP and ODS scored above average. The scores arrived at independently by MINECOFIN regarding budget execution rating compares well with that computed during this evaluation. The total budget execution rate for the ENR sector for the period July 2009 to December 2009 was 44.7% based on internal financing. The average execution rate for all environment programmes for the period 2008-2012 is 50%. Consolidated Waste Management Project suffered because some actors, specifically the Kigali City Council was not able to implement their parts in the overall project.
- The outcome evaluation not only measures the changes in environment but also established that environmental interventions were partly responsible for the observed outcomes in other sectors of government including policies on decentralization, youth, institutional capacity development as well as community mobilization and initiatives such as establishment of Youth Associations, Cooperative Societies, and Youth Credit Societies.
- UNDP’s contribution in the environment portfolio is fairly significant (more than 65% of financial resources) compared to the other partners. But environment projects benefit from other projects in a manner that it is not possible to identify that the development change is attributable to what project, which policy or legislative instrument.

- UNDP disbursement is still cumbersome and sometimes delayed. Mechanism for follow up on requests for funds and delays in disbursements tend to disrupt smooth project implementation.
- PEI has built a series of knowledge assets and widened common understanding on the relationship between poverty and environment. A key to success has been PEI's ability to link with, and insert themselves in, other larger policy processes (in agriculture, natural resources, land management, biodiversity, etc), and to feed these processes with ideas, tools and opportunities.
- UNDP's has contributed to human and institutional capacity building of partner organisations thus contributed significantly to the achievement of the outcomes through related project outputs.
- The projects were monitored and quarterly and annual programme reports were submitted. Reports focused mostly on activities and outputs and least on progress towards realisation of the outcomes.
- UNDP is responsible, and to a large extent been able to mobilize resources from its partners. But UNDP has yet to define its resource mobilization strategy that would lead to an evaluation of its success or failure.
- Programme Officers are dissatisfied with frequent delays in transferring project funds occasioning delays in project implementation.
- The Team noted that there was limited sustained technical input in CDM and Waste management some programmes.
- The NGOs and other civil society organizations are participating in the Programme. The stakeholders participate at every stage of the programmes through transparent procurement arrangement, project interventions at grassroots level, and the annual High Level Government Dialogue.
- Communication between the UNDP Programme Unit Coordinator and Programme Managers, especially when there is no consultation, information sharing, no feedback on project implementation, delay of funds, budget cuts, and significant events taking place at the UNDP Country Office, or regular staff meetings and retreats are limited and tend to undermine the trust agreed upon in the partnership.

## **Recommendations**

### **Programming:**

- The success of UNDP Rwanda Environment Programme in engaging government, private sector and civil society organizations should continue to focus on upstream policy advisory support

services and capacity building at all levels. However if UNDP is to have environment as one of its core areas of focus, it will need to be a stronger advocate and provide more substantial support from its own core resources including increasing its professional staff.

- UNDP, in consultation with the Government of Rwanda should review ODS and CDM programmes that have incomplete logframes and unclear outcome indicators. The two programmes should be anchored in law both and policy.
- Strategic knowledge management is dependent on M&E, complementarity and internationalization of experiences and lessons learnt in project execution. The projects have benefited by being anchored on MEAs such as UNCBD, UNFCCC and UNCCD for scientific support. There is need therefore to expand environmental monitoring to ensure that environmental restoration goals are achieved besides improved quality of life.
- Climate change risk management is now a priority within the region. UNDP will need to invest in CC Risk management as this may greatly erode the gains made on economic development.

#### **Programme implementation:**

- There is healthy overlap and complementarity between JYP, NYEP and grassroots implementation of PEI. Other non-environment projects relating to Governance and Decentralization have contributed by enhancing public participation in the Environment Programme. The Environment Programme should facilitate knowledge sharing through annual Programme Managers' retreats and, to some extent also, exposure to similar programmes in the continent.
- Capacity build programme staff on M&E to improve quality monitoring information for tracking outcomes and impacts. Such support will also strengthen national capacities in evidence-based programming, monitoring and evaluation.

#### **Partnership arrangements:**

- UNDP should facilitate and promote South-South cooperation mechanisms among stakeholders, especially amongst representatives of the Youth programmes.

#### **Resource mobilization strategies:**

- UNDP should develop policy and strategy on which resources mobilization for the Environment Programme could be anchored.

#### **Programme Extension:**

- Some programmes are behind schedule and therefore should benefit from no-cost extensions, or the money could be spent in reformulation a related but up scaled programme.

## Acknowledgements

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## List of Acronyms

|           |  |
|-----------|--|
| AWP       | Annual Work Plan   |
| CBO       | Community Based Organization   |
| CDF       | Community Development Fund   |
| CDLS      | District AIDS Control Committee  |
| CEDAW     | Convention on the Elimination of All Forms of Discrimination against Women               |
| COD       | Common Operational Document  |
| CPAP      | Country Programme Action Plan  |
| CSO       | Civil Society Organization   |
| DaO       | Delivering as One  |
| DDP       | District Development Plan  |
| DEMP      | Decentralization and Environment Management Programme                                    |
| DIP       | Decentralization Implementation Programme  |
| DMTF      | Disaster Management Task Force   |
| DMU       | Disaster Management Unit   |
| EDPRS     | Economic Development and Poverty Reduction Strategy                                      |
| FAO       | Food and Agriculture Organization  |
| FBO       | Faith Based Organization   |
| FFRP      | Fédération des Femmes Rwandaises Parlementaires  |
| GLIA      | Great Lakes Initiative on HIV/AIDS   |
| GoR       | Government of Rwanda   |
| HIV/AIDS  | Human immunodeficiency virus /Acquired immune deficiency                                 |
| IATI      | International Aid Transparency Initiative  |
| ICT       | Information and Communication Technology   |
| IDP       | Internally Displaced Persons   |
| IGO       | Intergovernmental Organizations  |
| ILO       | International Labour Organization  |
| INGO      | International NGO  |
| IP        | Implementing Partner   |
| JP        | Joint Programme  |
| KM        | Knowledge Management   |
| LoA       | Letter of Agreement  |
| MDG       | Millennium Development Goals   |
| MEA       | Multilateral Environmental Agreement   |
| MINYOUTH  | Ministry of Youth  |
| MINISPOC  | Ministry of Sport  |
| MINAGRI   | Ministry of Agriculture and Animal Resources   |
| MINALOC   | Ministry for Local Government, Good Governance, Community Development and Social Affairs |
| MINECOFIN | Ministry of Finance and Economic Planning  |
| MINEDUC   | Ministry of Education, Science, Technology and Research                                  |
| MINELA    | Ministry of Environment and Lands  |
| MINICOM   | Ministry of Trade and Industry   |
| MINERA    | Ministry of Natural Resources  |
| MININFRA  | Ministry of Infrastructure   |

|           |  |
|-----------|--|
| MINISANTE | Ministry of Health                                 |
| MoU       | Memorandum of Understanding                        |
| MSME      | Small and Medium Enterprises                       |
| MTEF      | Medium-Term Expenditure Framework                  |
| NDIS      | National Decentralization Implementation Programme |
| NISR      | National Institute of Statistics of Rwanda         |
| NGO       | Non Governmental Organization                      |
| NYC       | National Youth Council                             |
| NEYP      | National Environment Youth Programme               |
| OGMR      | Rwanda Geology and Mines Authority                 |
| ODS       | Ozone Depleting Substances                         |
| OMT       | Operations Management Team                         |
| REMA      | Rwanda Environment Management Authority            |
| RIEPA     | Rwanda Investment and Export Promotion Agency      |
| SoE       | State of the Environment                           |
| SWAp      | Sector Wide Approach                               |
| ToR       | Terms of Reference                                 |
| UNCT      | United Nations Country Team                        |
| UNDAF     | United Nations Development Assistance Framework    |
| UNDG      | United Nations Development Group                   |
| UNDP      | United Nations Development Programme               |
| UNFPA     | United Nations Populations Fund                    |
| UNHCR     | United Nations High Commissioner for the Refugees  |
| UNICEF    | United Nations Children's Fund                     |
| UNIFEM    | United Nations Development Fund for Women          |
| UNRCO     | United Nations Resident Coordinator's Office       |
| WFP       | World Food Programme                               |
| WHO       | World Health Organization                          |



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**OUTCOME EVALUATION FOR UNDP RWANDA ENVIRONMENT PROGRAMME**  
**UNDP ENVIRONMENT UNIT**

**PART 1: BACKGROUND OF THE OUTCOME EVALUATION**

**1. Background of the UNDP Rwanda Environment Programme**

**1.1 Introduction**

Environment is one of the two pillars of United Nations Development Programme (UNDP) Rwanda interventions under the United Nations Development Assistance Framework (UNDAF)<sup>1</sup>. The environmental priorities are drawn from the Rwanda Government's Economic Development and Poverty Reduction Strategy (EDPRS) 2008 -2012 and the country's Vision 2020<sup>2</sup>; the latter identifies national priority objectives that need to be attained for Rwanda to become a middle-income country by 2020. For the period 2008-2012, as contained in UNDAF, UNDP supports the Government of Rwanda<sup>3</sup> in three areas, namely:

- Environmental management (policies, guidelines, regulations and standards for environmental protection);
- Improvement and sustainable management of natural resources through improved information management systems, capacity building for Rwanda Environmental Management Authority (REMA) and Ministry of Environment and Lands (MINELA); and
- Land management (ecosystems rehabilitation and waste management).

UNDP Rwanda having just completed two years into the 2008-2012 'Delivering as One' Programme conducted an outcome<sup>4</sup> evaluation on the impact of the Environment Programme on the result area *"Management of environment natural resources and land is improved in a sustainable way"*. The overall goal is to meet the EPDRS, Vision 2020 and the Millennium Development Goals (MDGs). Environmental mainstreaming in Rwanda's next EDPRS and policy frameworks formed the core of UNDP support until 2007. UNDAF identified three outcomes for achieving this overarching result area, namely:

- An enabling policy framework to support an effective system for environment management and ecosystem conservation established;
- Capacity at national, district and community level to restore and protect ecosystems of national and global importance against potential degradation strengthened; and
- Economic productivity enhanced using natural resources in an environmentally friendly way.

The outcome evaluation covers the basis, process and participation of UNDP Rwanda during the pre One Environment Outcome (2004-2008) and current UNDAF period 2008-2012, and specifically UNDP supported environment programme.

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<sup>1</sup> The other UNDP Pillar is democratic governance.

<sup>2</sup> Republic of Rwanda, Rwanda Vision 2020, Ministry of Finance and Economic Planning, Republic of Rwanda (ROR), Kigali

<sup>3</sup> UNDP Rwanda, 2008. One UN Programme, Common Operational Document 2008-2012.

<sup>4</sup> Outcomes are the intended or achieved short-term and medium-term effects of intervention's outputs, usually requiring the collective effort of partners. Outcomes represent changes in development conditions which occur between the completion of outputs and the achievement of impact.

The evaluation examine the extent to which progress has been made towards outcome, internal and external factors affecting the outcome, key UNDP contributions to the outcomes, and assessment of the partnership strategy.

## **1.2 Purpose and context of the Outcome Evaluation for UNDP Rwanda Environment Programme**

### **1.2.1 Purpose and context of the Evaluation**

UNDP Rwanda 'Delivering as One' (DaO) Programme for the period 2008-2012 has completed two years in operation delivering the UNDAF result area: *"Management of environment, natural resources and land is improved in a sustainable way"*. The purpose of the present outcome evaluation is to measure UNDP's contribution to the UNDAF outcome with a view to providing recommendations for improvements and/or adjustments in the strategy, design and/or implementation arrangements as well as providing the most optimal portfolio balance and structure for the next programming cycle. Specifically the outcome evaluation investigates the success of UNDP's current intervention in bringing about the targeted result, explores ways in which this can be improved. The outcome evaluation does not only measure changes in environment but also establishes that the environmental interventions caused those changes, i.e. causal links between the environmental intervention and the observed outcomes. For the Government of Rwanda (GoR), the evaluation will provide evidence on the relevance, effectiveness, efficiency and sustainability of the Environment Programme in order to inform GoR on how to enhance the role and contribution of the UNDP in its support to national policies and strategies towards the achievement of EDPRS targets and Vision 2020 goals.

### **1.2.2 Objectives of the Consultancy**

The overall objective of the outcome evaluation is to assess how UNDP's Environment Programme results contributed, together with the assistance of partners, to resulting outcomes. The specific objectives of the consultancy are to:

1. Measure achievements and progress in the result area (environment, natural resources and land management) and assess the underlying factors, including programme design, implementation and/or management capacities and stakeholder and partners involvement, influencing the outcome.
2. Establish a causal link between any changes observable in the development conditions of the target sectors and UNDP Environment Programme.
3. Assess the appropriateness and effectivity and contribution of the partnership strategy to the observed outcomes.
4. Assess the portfolio alignment and its relevance to the UNDAF and "Delivering as One" (DaO).
5. To identify and establish lessons learnt and best practices and related innovation with particular consideration to relevance, efficiency, effectiveness and sustainability of the UNDP Environmental Program to Rwanda's current and future social, economic and political context.

The Terms of Reference (ToR) are attached as Annex 1.

In order to meet these objectives the evaluation has been anchored on:

- a. Government policies, strategies and programmes relating to socio-economic development and its relevance to natural resource utilization and environmental management.
- b. Baseline information regarding status of environmental management in Rwanda including legal, regulatory and institutional arrangements.
- c. UNDP Country Strategy regarding environment and poverty reduction.
- d. Financial resources of development partners and public expenditure on environmental management in Rwanda.
- e. Civil Society Organizations and their involvement in environmental matters.
- f. Government coordination mechanisms in environmental management including minutes of meetings, Memorandum of Understanding (MoUs), etc.

### **1.2.3 Evaluation Scope**

The evaluation will cover pre- One UN Environment programme (2002-2006) and current UNDAF period 2008- 2010 and UNDP supported environment programmes in Rwanda. Part I of the report described the background of the Outcome evaluation including objectives and scope. Principally, Part II of the evaluation examines the extent to which outcomes have been achieved; assesses progress towards the outcome, the factors affecting the outcome, key UNDP contributions towards the achievements of the outcomes; and assesses the partnership strategy. The evaluation will also assess the portfolio alignment and its relevance to the UNDAF and “Delivering as One”.

Recognizing the ongoing reforms amongst the UN Agencies, Part III of the evaluation examines the distinctive characteristics and features of UNDP’s environment programme and how this portfolio has shaped UNDP's relevance as a current and potential partner. The overall goal of this part is to assist in strategic positioning of UNDP amongst the development partners as well as a leader of the “UN as One”. The Country Office (CO) position has been analyzed in terms of communication that goes into articulating UNDP's relevance, or how the CO is positioned to meet partner needs by offering specific, tailored services to these partners, creating value by responding to partners' needs, mobilizing resources for the benefit of the country, not for UNDP, demonstrating a clear breakdown of tailored UNDP services and having comparative advantages relative to other development organizations in the rule of law result area.

Partnership strategy has been implemented since 2008 and hence it is possible to determine its appropriateness and effectivity. Part IV examines the role of UNDP and the contribution of the partnership to the achievement of the two UNDAF environmental outcomes. The aim is to demonstrate the appropriateness and relevance of the environment’s outcome to the country’s needs and also to the partnership strategy, and hence enhancing development effectiveness and/or decision making on UNDP future role in environment. From these assessments, the evaluation will highlight lessons learnt and best practices and related innovative ideas and approaches in relation to management and implementation of activities to achieve related outcomes. The lessons learnt over the UNDAF cycle 2008-2012 shall be used to design a better assistance strategy for the next programming cycle.

Part V discusses the challenges as well as the approaches and capacities and relevance of the Environment Programme. Additionally, the report examines the underlying factors beyond UNDP's control that may have influenced the outcome; whether there were substantive design issues from implementation and/or management capacities and/or issues including the timeliness of outputs, the degree of stakeholders and partners' involvement in the completion of outputs, and how processes were managed/ carried out. The sixth and final part presents lessons learnt, conclusions and recommendations.

#### **1.2.4 Approach and Methodology**

The present consultancy is based on wide participation of relevant stakeholders including the UN, the Government of Rwanda (GoR) institutions, Civil Society Organizations (CSOs) as well as beneficiaries. A multi-staged methodology using a Program Logic Model Matrix to depict problem statement, goal, rationale, projects, outputs, and outcomes was adopted for the study. In addition, triangulation strategy using more than one method to gather data, such as interviews, observations, questionnaires, and documents have been used to improve reliability of data and information. The Inception Report was presented at a workshop on the 21<sup>st</sup> January highlighted and clarified issues of methodology and expected results.

Existing documents and materials such as support documents, evaluations, assessments, and a variety of project annual reports and focused publications were used to corroborate data from various sources. Reforms by the Government of Rwanda, ongoing reviews of policies, regulations and practices, such as performance contracts, Fund for Environment Initiative and other interventions were considered. Rwanda Environment management Authority (REMA) and particularly Programme managers provided reports and summaries that have been extensively examined in this study. The consultations with stakeholders were open-ended discussions around key questions, thus encouraging participants to comment as they saw fit on the responsiveness and performance of UNDP on the current Country Programme Action Plan (CPAP) and annual work plans (AWPs).

Primary data was collected through interviews, questionnaires and field visits. The structured questions are shown in Annex 2. Observations and Focus Group Discussions were held during the field work whose programme is attached in the Annex 3. Secondary data was collected from the existing information sources through a desk review that included the comprehensive desk review and analysis of relevant documents, information, data/statistics, triangulation of different studies, etc.

#### **1.2.5 Analysis, Validation Workshop and Reporting**

The data were disaggregated, whenever possible, by age, gender, socio-economic group and other variables. Critical analysis of the national guiding policy and strategic documents as well as the intended UNDP inputs to the projects provides linkage between the Government of Rwanda's interests to UNDP's programmes. Further links between any changes discernable in the development conditions of the target and UNDP's programme interventions has been done following a Program Logic Model Matrix described earlier. Reports of the Joint Sector Reviews by the GoR, the United Nations agencies and other bilateral development partners provides in depth and valuable self assessment of the Environment Programme.



Data analysis to determine the changes in development conditions involved:

- Carrying out assessment of development changes between pre “UN as One” and “UN as One” Environment programme analysis;
- Measuring extent of achievement of the desired outcome and identifying the challenges through Joint Sector Reviews Meetings and Reports;
- Examining the extent to which those outcomes are attributable to the intervention or to other factors or programmes;
- Evaluate effectiveness of the partnership strategies;
- Assess the portfolio alignment and its relevance to the programme; and
- Identifying the lessons learnt.

The data analysis regarding UNDP’s contribution to a specific outcome will depend on the:

- Project strategy adopted;
- Reference indicators and benchmarks, where relevant (previous indicators, national statistics, etc.);
- Geographical coverage of the project, i.e. the number of districts, or whole country, etc;
- Budget allocation and expenditure;
- Number of stakeholders/beneficiaries involved; and
- Extent to which the project influenced policy, law or regulatory mechanisms such as mainstreaming Environmental Impact Assessment (EIA), etc.

The Validation workshop including all stakeholders, (partners and beneficiaries) were necessary to validate the report and create ownership to the conclusions and recommendations made. In this manner, recommendations are more likely to be contextually relevant, realistically implementable, and with greater ownership by stakeholders. The workshop was organized by UNDP and Government of Rwanda. List of participants is shown as Annex 4.

The Outcome Evaluation has been done according to the UNDP published “Handbook on Planning, Monitoring and Evaluation for Development Results, 2009”.

## **2. Status of Environmental Management in Rwanda**

### **2.1 Geographical Setting**

At 26,338 km<sup>2</sup>, Rwanda is located in Central and East Africa. The watershed between the major Congo and Nile drainage basins runs from north to south through Rwanda, with around 80% of the country's area draining into the Nile Basin and 20% into the Congo Basin. Mountains dominate central and western Rwanda, with the Albertine branch of the Great Rift Valley running from north to south along the country's western border. The highest point Virunga Mountains is at 4,507 metres. The central part of the country is composed of predominantly rolling hills while the eastern border region consist of savanna, plains and swamps and support the highest population densities.

The country is endowed with a large diversity of natural resources – rich productive soils, diverse flora and fauna, natural forests and wetlands, unique landscapes, dense networks of surface and ground water, and valuable minerals, etc. Tourism, which is now the fastest growing economic sector, is largely based on wildlife protected areas. Similarly the arts and crafts products are dependent on biodiversity harvested from wetland ecosystems. With increasing land shortage and frequent droughts, wetlands are under pressure for conversion to crop production. Mining has been scaled-up and its contribution to foreign exchange earnings has also substantially increased over the last five years.

The economy and the livelihoods are dependent on the environment and natural resources. Water resources constitute a big potential for hydro-power generation to produce the much needed electricity; intensive and all year round agricultural production augmented by irrigation, and water supply for the expanding small and medium size industrial subsector. Forest and tree resources constitute over 97% of households sources of energy, industrial/ commercial and institutional users, and this situation is likely to substantially change with the exploration and development of gas and HEP generation. Over 87% of the population depends on subsistence agriculture for its livelihood<sup>5</sup>. Agriculture remains a major component of GDP and provides most employment<sup>6</sup> accounting for about 36.4%, second to the service sector that accounts for 43.8%, and the industrial sector accounts for 14.2 % of GDP<sup>7</sup>. The agriculture sector is still important as about 80% of employment for working adults comes from agricultural sector<sup>8</sup>. The government is currently undertaking investments to improve farm productivity and intensification of agriculture with increased use of improved seeds and husbandry practices. These socio-economic conditions have shaped UNDP's programmes and hence are pertinent to the outcome itself.

Increasing population pressure on land and forest resources, looming negative impacts of climate change and environmental degradation threaten livelihoods of many citizens. Rapid growth of population is one of the critical elements causing pressure on sustainable utilization of natural resources in Rwanda. Present population of approximately 11.1 million (2011)<sup>9</sup> is expected to reach 16 million by 2020<sup>10</sup>. The population density, at 408 inhabitants per km<sup>2</sup>, is amongst the highest in Africa. The population is predominantly rural with few large towns and dwellings evenly spread throughout the country. Presently Rwanda enjoys political and social stability thus permitting development of agriculture, roads, tourism, and mining industries.

The combined pressures of agricultural production, high population growth, economic expansion and rising energy needs are increasing the environmental stress in Rwanda (State of Environment (SoE))<sup>11</sup>. The key pressure points include land degradation resulting from overutilization and inappropriate cultivation of arable land; deforestation and wetland destruction to expand agricultural land; scattered

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<sup>5</sup> Republic of Rwanda, Economic Development & Poverty Reduction Strategy (2008 – 2012), September 2007.

<sup>6</sup> EDPRS, July, 2007

<sup>7</sup> EDPRS, July, 2007

<sup>8</sup> Integrated Living Conditions Survey, 2006

<sup>9</sup> Wikipedia on Rwanda

<sup>10</sup> Republic of Rwanda, Vision 2020.

<sup>11</sup> Rwanda State of Environment and Outlook: Our Environment for Economic Development, 2008; Republic of Rwanda, Economic Development & Poverty Reduction Strategy (2008 – 2012), Ministry of Finance and Economic Planning, Republic of Rwanda (ROR), Kigali, September 2007; Republic of Rwanda, Rwanda Vision 2020, Ministry of Finance and Economic Planning, Republic of Rwanda (ROR), Kigali

rural and urban informal settlements, culminating in poor land use and makes it difficult to extend services such as water and sanitation, exacerbate the problems of soil erosion and increase people's vulnerability to disasters such as landslides, floods, epidemic outbreaks; declining quantity and quality of water resources amidst increasing needs for domestic, agricultural, commercial and industrial use as well as ecosystem maintenance. These problems are exacerbated by high population pressure, lack of alternative livelihood sources, low literacy and awareness levels, inadequate applications of technology including agro-forestry and improved seeds, renewable energy and agro-processing. The programmes' goals were to halt the spiral towards environmental degradation and break the cycle of poverty. The present evaluation examines the extent to which such goals have been achieved.

## **2.2 Government Policies, Strategies and Programmes Relating to Socio-Economic Development**

### **2.2.1 GoR Socio-Economic and Environmental Policies**

#### ***Economic Development and Poverty Reduction Strategy***

Rwanda's current development trajectory is premised on two very important policy documents, namely EDPRS and Vision 2020. The EDPRS<sup>12</sup> delineates the entry points for the UN system's programmatic engagement with the GoR in the area of development assistance. The EDPRS sets out the country's objectives, priorities and major policies for the next five years and provides a road map for the government, development partners, the private sector and civil society actors to contribute to the realization of the strategy. It provides benchmarks for human development indicators on poverty levels, population growth rates, education and health. For a long time, environmental conservation in Rwanda has been impeded by inadequate and unclear long term strategies for environmental mainstreaming as well as inadequate capacity and a lack of a capacity development strategy within environmental institutions. The EDPRS<sup>13</sup> set the following targets and outcomes:

- a) Five critically degraded ecosystems to be mapped, assessed and rehabilitated from the current 50% to 80% in 2012 as part of the Integrated Management of Critical Ecosystems (IMCE) project. The overall goal of the rehabilitated ecosystems were to contribute to an increase in hydro-electric power generation as in the case of the Ntaruka station which is presently operating below capacity due to a drastic decline in water levels within the Rugezi wetland.
- b) Restore wetlands to provide water for irrigation, and both wetlands and protected forest areas, such as Nyungwe, were expected to promote income generation from tourism.
- c) Land use and management master plan to be developed by 2008.
- d) The proportion of protected areas for biodiversity preservation is planned to increase from 8% to 10% in 2012.
- e) Forest and agro-forest coverage is scheduled to increase from 20% to 23% of total surface land area, and annual wood consumption is due to be reduced by 30% from the 2002 figure.
- f) Soil erosion and soil fertility decline will be reduced by 24% over the EDPRS period."

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<sup>12</sup> Republic of Rwanda, Annual Progress Reports on the implementation of the Economic Development and Poverty Reduction Strategy (EDPRS) – 2008

<sup>13</sup> Government of Rwanda, 'Economic Development and Poverty Reduction Strategy, 2008-2012', Ministry of Finance and Economic Planning, Kigali, September 2007

Environmental disasters, including the degradation of ecosystems create additional burden to the economy as these may constitute significant challenges towards the achievement of the expected results as defined in the EDPRS. Environmental and land priorities involving ecosystems, the rehabilitation of degraded areas, through rational land use, soil and water conservation, reforestation, preservation of biological diversity and strengthening newly established central and decentralised institutions are core areas around which programmes by UNDP Rwanda has been developed.

### ***Vision 2020 Umurenge***

The Vision 2020 *Umurenge*<sup>14</sup> has very ambitious goal to accelerate the rate of poverty reduction by broadening community participation and promoting national pro-poor programmes. The Vision spells out the poverty reduction strategies and specific political, social and economic steps—in infrastructure investments, technical skills development, grass-root empowerment, land reform, modernization of agriculture, etc.—that must be pursued to transform Rwanda to a Middle Income Country (MIC) by year 2020. While recognizing that the high demographic pressure has increasingly led to the occupation of marginal areas and to the rapid and continuous soil degradation of the fragile ecosystems of the country, the Vision 2020 also notes the fact that for Rwanda to ensure sustainable development, it has to implement appropriate land and water management techniques, coupled with a sound biodiversity policy. The Vision envisages that by 2020, Rwanda will be a country where the natural resources are rationally managed and the land protected from erosion as well as any form of degradation thus providing one of the key environmental targets for UNDP Rwanda Environment Programme.

The country's transformation is predicated on three major flagships. The first flagship is sustainable growth for jobs and exports that is driven by an ambitious, high quality public investment programme aimed at systematically reducing the operational costs of business, increasing the capacity to innovate, and widening and strengthening the financial sector. The second flagship is by broadening community participation and promoting national pro-poor programmes. The third and final flagship is good governance which provides an anchor for social justice and economic growth. Vision 2020 and EDPRS have established benchmarks that constitute baseline information for the present outcome evaluation<sup>15</sup>.

### ***National decentralization policy***

The decentralization stresses the participation of the population in determining its political future and socio-economic welfare. It will allow for the establishment a structural organization that can help the Rwandan government and population to fight against poverty and achieve reconciliation by turning the grassroots population responsible. In that context, the youth will be appealed to more actively participate in the local development process planning and management. This objective will be shaped by the National Youth Policy and will easily be achieved because there are youth organization structures up to the level grassroots administration.

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<sup>14</sup> Republic of Rwanda (2000) Rwanda Vision 2020, Ministry of Finance and Economic Planning, Kigali.

<sup>15</sup> See for example Table 3.1 "progress against Vision 2020 targets and MDGs, in EDPRS

### ***National gender policy***

The term “gender” is a human development vision whose aim is to establish equality between man and woman. Gender-based partnership among men and women is necessary if sustainable and profitable development is to be achieved. In the strong efforts to reduce poverty, all actions should take into the necessity of reducing gender related imbalances.

### ***National Youth Policy***

The Rwandan youth is facing many challenges resulting from the current social and economic situation in the country. The situation is aggravated by the management of direct and indirect consequences of genocide, poverty, unemployment, HIV/AIDS, illiteracy and limited possibilities of accessing education. The Draft Youth Policy<sup>16</sup>, recognizing these shortcomings, aims to coordinate the development of national programmes for youth mobilization, training and catering as well as monitoring their evaluation, coordinate and monitor the development of IEC/youth health and follow up their implementation, supervise the identification of youth training needs and to develop training programmes and monitor their implementation, supervise the organisation of solidarity camps for youth or organise there-to related sports activities, and support youth organizational structures.

The general objective of the national youth policy is to promote the youth economic, social, cultural, intellectual and moral welfare. In the environment sector, the youth lack information as to the importance of environment; their role in environment degradation and hence the need to develop appropriate strategic programmes for environment protection and mobilize the youth as to creating environment-related sustainable. UNDP Environment Programme has tapped in to the Youth Policy for three of its current programmes.

## **2.2.2 Environmental Policy and Natural Resources Management**

### ***National Environmental Policy***

The Government of Rwanda (GoR) in the past has developed fairly robust environmental and natural resources policies to direct the utilization and development of its natural resources as well as ensuring environmental management. The National Environmental Policy<sup>17</sup> (NEP), enforced by the subsequent Organic Law no. 04/2005, emphasizes the need to integrate environment in the development process for sustainable development. The NEP sets out overall and specific objectives as well as fundamental principles for improved management of the environment, both at the central and local level. It lays a solid foundation for the establishment of a legal framework for improved management of the environment, as well as the right principles for the participation of the population in general, and women and the youth in particular. In addition, the GoR has established strategic environmental institutions including the Rwanda Environment and Management Authority (REMA) and the Rwanda Development Board (RDB) whose mandates include ensuring environmental compliance, advocacy, environmental mainstreaming, cleaner production, biodiversity, strategic conservation and climate change assessments.

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<sup>16</sup> ROR, Draft Youth Policy, Ministry of Youth, Sports and Culture, Kigali.

<sup>17</sup> ROR (2004). National Environmental Policy 2003. Ministry of Lands, Environment, Forestry, Water and Mines, Republic of Rwanda (ROR), Kigali.

### ***Land, Forest, Mining and Carbon Policies***

Other relevant sectoral and cross-sectoral policies do exist to guide sustainable utilization of natural resources in Rwanda. Land, water, forest and mineral resources are the key natural resources contributing to Rwanda's economy. Many of these policies are new or have been revised in the last decade. Of most relevance is the Land Policy of 2003<sup>18</sup>, which established a land administration and land use management system that guarantees secure tenure for all users, promotes productive and sustainable use of rural and urban land resources and ensures protection of the environment. The Water Policy, on the other hand, emphasizes equitable access to clean water by all; efficient and balanced use on economic production and ecosystem functioning. The Forest Policy's<sup>19</sup> overall mission is to develop forest resources, manage forests to optimize their ecological functions; promote a forest product based industry; and establish a strong institutional framework for technical support and supervision of forestry activities. The Mining Policy recognizes the need to work with other closely interfacing sectors namely lands, forests, water and energy and environment, thereby strengthening institutional synergies in natural resources management.

Rwanda has embarked on a green and low carbon sustainable development that seeks to see 30% of the country's total area covered by trees by 2013. Reafforestation is one policy for earning carbon credits<sup>20</sup>. In 1962, Rwanda boasted some 634,000 ha of forest cover. By 2004 this had fallen to 200,000 ha, according to government data. The quadrupling of Rwanda's population over the last 50 years has played a significant role in the deforestation. Recent years, however, have seen several reforestation programmes in Rwanda, and the government plans to ensure that 30 percent of land area is covered by forest by 2030. The CDM project is therefore located in the National Forestry Agency (NAFA) rather than energy department.

### ***Environment and Natural Resources and other sectoral strategies***

Environment and natural resources (ENR) has been managed in the past as one single sector. The Environment and Natural Resources Strategic Plan (ENRSP)<sup>21</sup> seeks to articulate the main priorities and strategies that will be undertaken by the ENR sector over the period 2009-2013, in order to contribute to the realization of the EDPRS goals. The ENRSP is formulated in the context of integrating/mainstreaming environmental sustainability into all development processes; ensuring coherent and coordinated ENR governance; deepening decentralization as the overall service delivery framework. By charting the course for the sector's contribution to national economic growth, the implementation of the ENRSP provides a homegrown attempt to manage environment in a multi-sectoral approach, an important learning lesson for the UNDP Environment Programme. In its midstream, the effective implementation of the ENRSP has required the participation of sectors that extend beyond the ENR sectors (environment, land, forestry, water resources and mines) to include Ministries of Agriculture, Energy, Industry and Health.

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<sup>18</sup> Republic of Rwanda, The National Land Policy, MINELA 2003.

<sup>19</sup> Republic of Rwanda, 2004. The National Forest Policy, MINELA, 2004.

<sup>20</sup> REMA, Carbon market and forestry in Rwanda

<sup>21</sup> Republic of Rwanda, 2009. Five-Year Strategic Plan for the Environment and Natural Resources Sector, 2009-2013, Ministry of Natural Resources.

### **2.2.3 Regional and International Commitment**

Rwanda has committed itself to regional and international treaties and protocols<sup>22</sup> that have bearing on environment and natural resources management. Being an upstream member of the 10-country Nile Basin Initiative (NBI), and with more than 80% of its population being located in the basin, the NBI's programmes and policies are invaluable to the country's development. Kigali is the regional headquarters of the NELSEC of NBI, and houses 8 programmes under Nile Equatorial Lakes Subsidiary Action Programme (NELSAP). These programmes significantly affect Rwanda's natural resources management framework, including management of transboundary environmental resources management.

Rwanda became a member of the East African Community (EAC) in 2006, consequently becoming a signatory to EAC treaties and protocols including the Lake Victoria Basin Commission (LVBC), an organ of the EAC that oversees development of Lake Victoria Basin which covers about 80% of Rwanda's territory. In addition, Rwanda is strategically located within the Albertine Rift part of the great western rift valley that is characterized by high biodiversity including the endangered Mountain Gorillas. It has recently signed and is currently hosting the Secretariat for a Trans-boundary Partnership Programme on biodiversity with the Democratic Republic of Congo (DRC) and Uganda. This partnership has been formed in the context of protecting and conserving the endangered Mountain Gorillas, whose habitat transcend the borders of these three countries, and a very important source of tourism revenue.

Rwanda has ratified and signed more than 10 multilateral environmental agreements (MEAs) but notable of these are the Convention on Biological Diversity (CBD), the United Nations Framework Convention on Climate Change (UNFCCC) and the Convention to Combat Desertification (UNCCD). As part of the implementation of the 3 Rio Conventions, the GoR developed National Strategies and Action plans for each convention including the National Biodiversity Strategy and Action Plan (NBSAP) 2003, National Plan of Action (NAPA) for climate change adaptation 2006, and National Action Plan (NAP) for combating desertification. These strategies and action plans reflect national priorities for ENR as well as EDPRS. The UNCCD, CBD, UNFCCC, the Stockholm Convention on Persistent Organic Pollutants, and other global environmental agreements have shaped priorities of programmes and leveraged funding for the environment. It will be important to evaluate whether the UNDP Rwanda programmes have benefitted from these MEAs by way of scientific or programmatic support.

### **2.2.4 The Millennium Development Goals**

Millennium Development Goals (MDGs) summarize the development goals agreed on at international conferences and world summits<sup>23</sup> during the 1990s and define the strategic operational objectives in the area of development, and constitute the basis for holding the UN system accountable for delivering results. Likewise, the UN-sponsored MDGs delineates 10 key policy goals covering, among others, poverty reduction, universal education, and gender equality, that must be pursued by all countries - with particular emphasis on the developing countries—in order to achieve sustainable human development.

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<sup>22</sup> See Annex 4: Status of International Conventions, Treaties and Protocols in Rwanda, in Footnote 15 above.

<sup>23</sup> Johannesburg Summit 2000; Millennium Summit in New York, September 2000.

At the end of the decade, world leaders distilled the key goals, 18 targets in the Millennium Declaration and over 40 indicators that have been adopted by the GoR.

Rwanda presents a unique case in its development and progress towards achieving the MDGs. Whereas many countries were on course to implement the MDGs in the 1990s and beyond, Rwanda had been recovering from the tragic and devastating genocide and civil war of 1994 dramatically reversed the MDGs below pre-summit 1990 levels<sup>24</sup>. Therefore, the "starting line" for working towards the attainment of the MDGs began much later, and much slower, than in many other countries. Such challenges have been taken in to account when benchmarking environment programme outcomes to the MDGs trend. For instance, the proportion of people living in extreme poverty in Rwanda was 47.5% in 1990, but this increased to 77.8% in 1995. However this figure had fallen to 60% by 2000, and is continuing to decrease to this day (see Table 1 below) and it expected to be 23.8% by 2015<sup>25</sup>. This ambitious direction is good fodder for PEI.

An assessment was made on the progress towards the attainment of the MDG Goal 7 by GoR in order to demonstrate the expected criteria for outcome evaluation for the present consultancy. The decision criterion on whether the project is on track or not is based on whether achievements such as law, policy or regulations are in place, beneficiaries have reported benefits from the project, or there is change in behavior. Such programmes are designated with symbol **green**. Other projects neither have insufficient monitoring data and information nor benefits to the beneficiaries and hence it is impossible to make an appropriate decision, or the assumptions and risks made were not taken in to account. Such a programme has been designated as **yellow** or *bikeneye gukurikiranwa*. Some projects have been designated as **red** because they are not on track.


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<sup>24</sup> Republic of Rwanda, Annual Progress Reports on the implementation of the Economic Development and Poverty Reduction Strategy (EDPRS), Ministry of Finance and Economic Planning, Republic of Rwanda (ROR), Kigali.2008

<sup>25</sup> UN Rwanda, Communication Strategy 2009/2010



**Table 1: Ensure Environmental Sustainability Scorecard**

| MDG Target  | Indicator(s)   | 2000 Baseline   | Target<br>s MDG<br>2012 | Latest<br>Value(2010<br>) | Progres<br>s to<br>Target* | Reason for<br>Trend   |
|---|--|---|-------------------------|---------------------------|----------------------------|---|
| Integrate the principles of sustainable development into country policies and programmes; reverse loss of environmental resources | Forested land as percentage of land area (%)   |   | 25.0                    |                           | Green                      | Resettlement law is in place, land use planning completed.  |
|   | Ratio of Area Protected to Maintain Biological Diversity to Surface Area (%)         |   | 10                      | 12                        | Green                      | Implements National Land Policy, 2004   |
| Reduce by half the proportion of people without sustainable access to safe drinking water   | Proportion of the Population with Sustainable Access to an Improved Water Source (%) |   | 82.0                    | 64.0                      | Yellow                     | Limited investment in water supply  |
|   | Proportion of the Population with Access to Improved Sanitation. (%)                 | <br>Launch Internet Explorer Browser.Ink |                         | 8.0                       | Red                        | Up take of sanitation technology very low. New strategy may be necessary.   |
| Achieve significant improvement in lives of at least 100 million slum dwellers, by 2020   | Most urban areas were predominantly slums.   |   |                         |                           | Red                        | No baseline data. Land reforms have both negative and positive outcomes. There is very little evaluation on the sector yet. |

\*Colour key for progress: **green** indicates that progress is on track; **red** signifies off track; and **yellow** means *bikeneye gukurikiranwa* - "it is too early to tell".

### 3. UNDP Country Strategy Regarding Environment and Natural Resources Management

Like many other development partners, the bulk of UNDP's contribution in Rwanda between 1994 and 2001 targeted Emergency Reintegration and Reconstruction Programme (ERRP). In the decades that followed, UNDP Rwanda developed their priorities from the first generation of Poverty Reduction Strategy Programme (PRSP) 2002-2005 which identified the key objectives for Rwanda's social and economic growth. The first UNDAF and Country Cooperation Framework (CCF) 2002-2006, UNDP focused on government programs that targeted consolidation and expansion of post-genocide gains particularly in capacity-building in government institutions, in democratization and good governance and in poverty reduction and development, with special attention to the needs of the most disadvantaged and marginal groups in the population.

Over the past several years, the GoR, in partnership with its development partners, made tremendous progress in advancing the Paris Declaration on Aid Effectiveness<sup>26</sup>. The objective of the UN working as One in Rwanda is to further improve the impact, coherence and efficiency of the UN system in Rwanda to enable it to better help the Rwandan people to meet the MDGs and achieve the targets of Vision 2020. Far-reaching reforms have been implemented that are beginning to demonstrate some tangible impact on key areas where the UN has a recognized comparative advantage<sup>27</sup>. These reforms will enabled the UN System in Rwanda to pursue strategic objectives; intervene at the right level; make optimal use of resources and position itself to maximize value added<sup>28</sup>.

UNDAF and the Country Operational Document (COD) 2008 – 2012 is a programmatic document with a description of the operationalisation of the UN One Programme, including the GoR's commitment to the One Programme and key activities supported by the UN<sup>29</sup>. The UN One Programme is aligned with national development and environmental priorities<sup>30</sup>. All the programmes are planned<sup>31</sup> and implemented as part of the One Programme and the Common Operational Document defines the UN system support to Rwanda. DaO has facilitated working together and eliminated duplication whilst creating synergies and efficiency in resource use. UNDP has been mandated to work as the administrative agent of the "One Fund".

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<sup>26</sup> The Paris Declaration included ownership, alignment, harmonization, results and mutual accountability as cornerstones of Aid effectiveness.

<sup>27</sup> REMA/UNDP, Economic Analysis of Natural Resources Management in Rwanda, REMA.

<sup>28</sup> United Nations Rwanda, One UN 'Delivering As One' in Rwanda Concept Paper, April 2007; Delivering as One Pilot: Rwanda

<sup>29</sup> United Nations Rwanda, UNDAF 2008-2012

<sup>30</sup> United Nations Rwanda, One UN Programme Rwanda, Common Operational Document (2008-2012)

<sup>31</sup> UNDP Annual Reports – 2008, 2009 and 2010

## PART 2: OUTCOME EVALUATION

### 4. Achievements and Progress in the Result Area of Environment, Natural Resources and Land Management

#### 4.1 Assessment of Environment Programme in pre “UN as One”

Over the past decade, the Government of Rwanda, in partnership with its development partners, has made already tremendous progress in advancing the Paris Declaration on Aid Effectiveness. The objective of the UN working as One in Rwanda is to further improve the impact, coherence and efficiency of the UN system in Rwanda to enable it to better help the Rwandan People to meet the MDGs and the objectives of Vision 2020<sup>32</sup>. Far-reaching reforms have been implemented to have tangible impact on key areas where the UN has a recognized comparative advantage. These reforms have enabled the UN System in Rwanda to pursue strategic objectives; - intervene at the right level; make optimal use of resources; and position itself to maximize value added<sup>33</sup>.

Rwanda became a One Pilot Country and one of the outcomes of this exercise is to demonstrate that the entire UN Agencies has “One Programme” which is aligned with national priorities<sup>34</sup>. All the programmes are implemented as part of the “One Programme” and the Common Operational Document (COD) defines the UN system support to Rwanda. Table 2 shows the UNDP Rwanda Portfolio. The portfolio balance shows that the proposed expenditure for Outcome 1: *An enabling policy framework to support an effective system for environment management and ecosystem conservation established* is US\$ 13.14 of which US\$ 8.5 (65%) is contributed by UNDP, while Outcome 2: *Capacity at national, district and community levels to restore and protect ecosystems of national and global importance against potential degradation strengthened* has a total budget of US\$ 17.85 of which UNDP contributes US\$ 12.5 (70%). UNDP’s contribution in the environment portfolio is fairly significant compared to the other partners. UNESCO, UNEP and UN habitat supported projects have deficits that have to be met through UN One Fund<sup>35</sup>.

Table 2 also shows some key environment related activities belonging to Outcome 3, namely, *Economic productivity enhanced using natural resources in an environmentally friendly way*. It has a portfolio of US\$ 6.3 of which one half is contributed by UNIDO. The programme activities also likely will impact on the environment in a similar manner as the other UNDP Environment Programmes. It should also be noted that immense capacity development support has been given to MINELA, REMA and to the districts by all UN agencies in the country. The interrelationship between environmental projects under One UN appears to be unavoidable.

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<sup>32</sup> United Nations Rwanda, One UN ‘Delivering As One’ in Rwanda Concept Paper, April 2007

<sup>33</sup> Delivering as One Pilot: Rwanda

<sup>34</sup> United Nations Rwanda, One UN Programme Rwanda, Common Operational Document (2008-2012)

<sup>35</sup> UNDP Rwanda, One UN Fund for Rwanda, Terms of reference, 071030 Final Version

**Table 2: Key Activities in the Environment Portfolio by all UN Agencies**

| <b>UNDAF Result 4: Management of environment, natural resources and land is improved in a sustainable way</b>   |               |  |   |                  |             |                 |                |
|---|---------------|--|---|------------------|-------------|-----------------|----------------|
| <b>Output</b>   | <b>Agency</b> | <b>Activities</b>  | <b>Implementing Partners</b>                                      | <b>Resources</b> |             |                 |                |
|   |               |  |   | <b>Total</b>     | <b>Core</b> | <b>Vertical</b> | <b>Deficit</b> |
| <b>Outcome 1. An enabling policy framework to support an effective system for environment management and ecosystem conservation established</b>                   |               |  |   |                  |             |                 |                |
| 1.1 Policies, regulations, guidelines and standards for environment protection developed and implemented at central and decentralized levels (UNDP, UNEP, UNESCO) | UNDP          | Technical support in research and assessment to the government in the establishment of the regulatory policy framework for environmental protection.   | MINELA  | 1.5              | 0.5         | 1.0             |                |
|   |               | Strengthen Capacity building in form of technical support to the national/local government institutions in the implementation of the regulatory policies frame works in environment.   | REMA<br>MINELA<br>REMA<br>Districts<br>REMA<br>Districts<br>NGO's | 1.0              | 0.5         | 0.5             |                |
|   |               | Empowerment and capacity development to government institutions in the advocacy towards harmonization of environmental protection and economic development.  |   | 1.0              | 0.5         | 0.5             |                |
|   | UNEP          | Capacity development through trainings, awareness raising and direct technical support of Key Ministries   | MINELA  | 0.1              | 0.1         |                 |                |
|   |               | Capacity Development of planners and district decision makers for policy and program formulation   | MINELA<br>REMA<br>REMA<br>MINELA<br>REMA<br>MINELA                | 0.8              | 0.8         |                 |                |
|   |               | Capacity Development in form technical support to key ministries and district officers for integrating environment into policymaking, planning and budgets.  |   | 0.2              | 0.05        | 0.15            |                |
|   | UNESCO        | Capacity Development for review, development and enforcement of regulations under the organic environment law and review and updating of sectoral laws.  | REMA<br>NGO's   | 0.1              | 0.1         |                 |                |
|   |               | Capacity Development to government institutions for policy and program formulation   |   |                  |             |                 |                |
|   |               | Research and Assessment on climate change mitigation, vulnerabilities and provide technical support in the development of response strategies  |   |                  |             |                 |                |
|   |               | Capacity building of key institutions and stakeholders in the application of guidelines and standards (Seville Strategy and Statutory framework) for the management of the Volcanoes Biosphere reserve by advisory services and training | MINELA<br>REMA<br>ORTPN<br>Districts<br>NGOs<br>Local             | 0.05             | 0.01        |                 | 0.04           |
|   |               | Capacity building of national authorities in water policies by improving the knowledge on water resources  |   | 0.03             | 0.005       |                 | 0.025          |

|  |        |   |  |   |  |                            |  |
|--|--------|---|--|---|--|----------------------------|--|
|  |        |   | communities<br>Private<br>sector, Min<br>Hydraulic   |   |  |                            |  |
| 1.2 Information management system for natural resources developed and operational (UNDP, UNEP, UNESCO)             | UNDP   | Capacity development in form of technical support to national and decentralized government institutions on the development and the operationalisation of information management systems for natural resources.  | MINELA<br>REMA<br>ORTPN<br>Districts<br>REMA<br>Districts<br>REMA<br>Districts<br>NUR/KIST | 0.6<br><br>0.3<br><br>0.6                           | 0.4<br><br>0.2<br><br>0.4                                | 0.2<br><br>0.1<br><br>0.2  |  |
|  |        | Capacity building through technical support to empower government institutions in the managing and operating the information system   |  |   |  |                            |  |
|  |        | Supply of equipment necessary for the system establishment and operation to government institutions.  |  |   |  |                            |  |
|  | UNEP   | Capacity Development to government institutions for monitoring poverty and environment linkages at both national and district level.<br>Capacity Development to Government institutions for integrated environmental assessment, reporting, outreach and communication to support decision making at national and sub national levels.<br>Capacity Development to government institutions for coordinated response to multilateral environmental agreements (MEAs) through integrated information system and clearing house mechanisms<br>Research and Assessment to government Institutions into the status, issues and the way forward for the environment and natural resource management at the national level (previously indicated as a Post Conflict Environmental Assessment) | REMA<br><br>REMA<br><br>REMA<br><br>REMA   | 0.128<br><br>541<br><br>0.120<br><br>0.150<br><br>1 | 0.128<br>5<br><br>541<br><br>0.120<br><br>0.150<br><br>1 |                            |  |
|  | UNESCO | Capacity building for key stakeholders in conservation of biodiversity and sustainable use of natural resources by knowledge based management through training and practioners networking<br>Research and assessment in the vulnerability of water resources to environmental changes by training, data collection and mapping<br>Research and assessment of water dependencies systems under stress and societal response by training and groundwater protection activities  | MINELA<br>MINRECH<br>REMA<br>ORTPN<br>Districts<br>NGOs, Local<br>communities              | 0.1<br><br>0.105<br><br>0.105                       | 0.01<br><br>0.005<br><br>0.005                           | 0.09<br><br>0.1<br><br>0.1 |  |
| 1.3 Capacity for coordination of REMA and MINELA in environment management and ecosystem conservation strengthened | UNDP   | Capacity Development through technical support to MINELA and Local Government institutions on environment management and ecosystem conservation.  | 1.5  | 1   | 0.5  |                            |  |
|  | UNEP   | Leadership, Advocacy and Policy Formulation to improve awareness and more effective participation of stakeholders in environmental policy and planning processes.<br><br>Capacity Development in form of technical support to REMA and MINELA staff (national and district level) for understanding and analyzing links   | MINELA<br>REMA<br>MINELA   | 0.153<br><br>622                                    | 0.153<br>6<br><br>622                                    |                            |  |

|  |           |   |   |   |  |                                    |                                       |
|--|-----------|---|---|---|--|------------------------------------|---------------------------------------|
| (UNDP, UNEP, UNESCO)   |           | <p>between poverty and the environment.</p> <p>Capacity Development in form of technical support to REMA to plan and monitor community based activities that support local livelihoods as well as conserving natural resources</p>  | REMA<br><br>REMA                                      | 0.445<br>180<br>0.160                         | 0.445<br>180<br>0.160                              |                                    |                                       |
| 1.4 Institutional capacity of REMA, MINELA and local Governments to monitor the quality of natural environment strengthened (UNDP, UNEP) | UNDP      | <p>Capacity Development through training workshops for REMA and MINELA staff</p> <p>Capacity development in form of technical support to national and local governments in order to monitor the quality of natural environment</p> <p>Capacity Development through Micro-grants projects for REMA</p>   | MINELA<br>REMA<br>MINELA<br>REMA<br>Districts<br>REMA | 0.8<br><br>1.2<br><br>1.0                     | 0.3<br><br>0.4<br><br>0.3                          | 0.5<br><br>0.8<br><br>0.7          |                                       |
|  | UNEP      | <p>Leadership, Advocacy and Policy Formulation to improve awareness and more effective participation of stakeholders in environmental policy and planning processes.</p> <p>Capacity Development in form of technical support to REMA and MINELA staff (national and district level) for understanding and analyzing links between poverty and the environment.</p> <p>Capacity Development in form of technical support to REMA to plan and monitor community based activities that support local livelihoods as well as conserving natural resources</p>  | MINELA<br><br>REMA<br>MINELA<br>REMA<br><br>REMA      | 0.153<br><br>622<br><br>0.445<br>180<br>0.160 | 0.153<br>6<br><br>622<br><br>0.445<br>180<br>0.160 |                                    |                                       |
| 1.5 Urban environment management strategy developed and implemented in all major cities (UN-HABITAT, UNEP, UNESCO)                       | UNHABITAT | <p>Research/assessment in form of technical support of the current condition of urban environment</p> <p>Capacity building assistance for establishment of management strategy and its implementation, and support of strengthening institutional capacities for more efficient urban environment management</p> <p>Support of formulation of urban environment management strategy (including strategies for improvement of the slum environment and for city development at the national and district levels) and of advocacy of the strategy in all major cities.</p> <p>Sustainable urban planning and shelter delivery of the secondary cities in western Province (Rubavu, Karongi, Rusizi)</p> | REMA<br><br>MININFRA<br><br><br>Cities                | 0.5<br><br>0.4<br><br>0.7<br><br>2.0          | 0.1<br><br><br><br><br>0.02                        | 0.2<br><br>0.2<br><br><br><br>0.02 | 0.4<br><br>0.2<br><br>0.5<br><br>1.98 |
|  | UNEP      | <p>Leadership, Advocacy and Policy Formulation: Support to public sensitization and formulation of standards to improve urban air quality through cleaner fuels and vehicles</p> <p>Capacity development in form of technical support for the Urban Authorities to prepare City/Urban Environment Outlook reports to provide baseline information for the city/urban development strategies</p>   | REMA<br>REMA<br>Districts<br><br>Urban cities         | 0.028<br><br>0.03                             | 0.018<br><br>0.03                                  |                                    | 0.01<br><br>0                         |

|  |        |  |   |                             |                             |                           |  |
|--|--------|--|---|-----------------------------|-----------------------------|---------------------------|--|
|  | UNESCO | Research and assessment of urban groundwater vulnerability   | REMA Districts  | 0.105                       | 0.005                       | 0.1                       |  |
| <b>Outcome 2. Capacity at national, district and community levels to restore and protect ecosystems of national and global importance against potential degradation strengthened</b> |        |  |   |                             |                             |                           |  |
| 2.1 Strategies and action plans for rehabilitation of critical ecosystems developed, operationalized and made available to local Governments (UNDP, UNESCO)                          | UNDP   | Capacity Building in form technical support to national and local government institutions in form of Research/assessment to the current strategies and plans for protecting ecosystems and their rehabilitation. Capacity building in form of technical support to government institutions for establishment of strategies/action plans and their operation for rehabilitating critical ecosystems<br>Support of formulation of strategies and action plans both at the national and decentralized levels and of advocacy towards protection and rehabilitation of valuable ecosystems   | MINELA<br>REMA<br>ORTPN<br>REMA<br>REMA<br>Districts<br><br>NGO's                           | 3.0<br><br>2.5<br><br>2.0   | 1.5<br><br>1.0<br><br>1.0   | 1.5<br><br>1.5<br><br>1.0 |  |
|  | UNESCO | Research and assessment for the rehabilitation of degraded ecosystems by scientific studies and research action activities<br>Capacity building of local government in the rehabilitation of critical natural habitats of Great Apes around the BR of Volcanoes by technical Support   | REMA<br>MINELA<br>REMA<br>Districts   | 0.1<br><br>0.5              | 0.01<br><br>0.05            | 0.09<br><br>0.45          |  |
| 2.2 Capacity of communities and local Government for ecosystem and land conservation and rehabilitation strengthened (FAO, IFAD, ILO, UNESCO)  | FAO    | Capacity development of districts and communities in some pilot areas in most threatened areas, through technical and financial assistance to MINELA and REMA, to conduct participatory ecosystems degradation assessments and development of sustainable ecosystems management and conservation investment projects, with the objective to scale up and scale out to similar areas<br>Capacity development in form of Infrastructure development in the selected, pilot Districts and communities with most threatened ecosystems, through financial assistance to MINELA and REMA, to implement ecosystems management projects, with the aim for scaling up and out to other threatened ecosystems.<br>Strengthen Capacity development of districts and communities through training-workshops-study tours etc... to develop and implement integrated land, forestry, water resources management plans and projects. | MINAGRI<br>MINELA<br>REMA<br>MINELA<br>REMA<br>Districts<br>Districts<br>NGO's<br><br>CBO's | 0.35<br><br><br><br><br>0.9 | 0.35<br><br><br><br><br>0.9 |                           |  |
|  | ILO    | Capacity development to decentralized structures through promotion of labour based approaches to environment conservation  | MINAGRI<br>MINELA<br>NGOs   | 1.1 0                       | 0.1                         | 1.0                       |  |
|  | UNESCO | Capacity building and empowerment of rural communities for knowledge based decision making on the use and management of RNR by training  | REMA<br>Districts<br>Communities  | 0.3                         | 0.005                       | 0.295                     |  |

|  |           |   |   |       |       |      |     |
|--|-----------|---|---|-------|-------|------|-----|
|  |           |   | s   |       |       |      |     |
| 2.3 Technical and operational capacity of districts for the management of wastes and contaminants developed (UNIDO, UNESCO, UN-HABITAT, UNDP)                                | UNIDO     | Capacity building through technical assistance for waste management to communities at decentralized level   | REMA, MINELA, MINICOM, MINALOC, PSF             | 0.9   | 0.9   |      |     |
|  | UNESCO    | Capacity building of districts in the management of wastes and contaminants by training and technical assistance for the development of waste management plan   | Districts                                       | 0.105 | 0.005 | 0.1  |     |
|  | UNHABITAT | Technical and operational capacity development assistance of district officials for the management of wastes and contaminants   | MINELA Cities<br>REMA                           | 0.2   | 0.2   |      |     |
|  | UNDP      | Technical and operational capacity development assistance in collaboration with UNIDO to local and decentralized government institutions for the management of wastes and contaminants  |   | 5     | 5     |      |     |
| <b>Outcome 3. Economic productivity enhanced using natural resources in an environmentally friendly way</b>  |           |   |   |       |       |      |     |
| 3.1 Innovative practices for environmental friendly income generation activities adapted to the local context, and available to local Governments (UNIDO, UNHABITAT, UNESCO) | UNIDO     | Capacity building through technical assistance for MININFRA to implement policies on rural energy for productive uses.<br>Capacity building through technical assistance for local communities and private sector in production of affordable and renewable energy for productive uses.               | MININFRA, MINALOC, PSF,<br><br>MINICOM          | 3.0   | 0.3   | 2.7  |     |
|  | UNHABITAT | Research and assessment in form of technical support for developing new environmentally friendly income generation activities.<br>Capacity building assistance for local government institutions in order to let them have abilities to coordinate the innovative practices generation and Management | MINELA<br>MINALOC<br>MININFRA<br>REMA<br>Cities | 0.5   | 0.3   | 0.5  | 0.3 |
|  | UNESCO    | Capacity development in quality economies based on local community action and entrepreneurship, sound science, public-private sector partnerships and networking  | REMA<br>MINRECH<br>ORTPN<br>Private sector      | 0.1   | 0.01  | 0.09 |     |
| 3.2 Industrial policies and practices that ensure environment  | UNIDO     | Capacity building mainly through technical assistance for enterprises to implement cleaner production processes.<br>Capacity Building through technical assistance for REMA in monitoring the implementation of cleaner production.   | REMA, PSF, MINICOM, MINELA                      | 0.9   | 0     | 0.9  |     |



|  |     |  |   |                            |                     |     |                      |
|--|-----|--|---|----------------------------|---------------------|-----|----------------------|
| protection developed and implemented (UNIDO)   |     |  |   |                            |                     |     |                      |
| 3.3 National forestry, water resources and land use master plans for effective agriculture and industrial growth developed and implemented (FAO, IFAD) | FAO | Capacity development of MINELA and REMA and some selected Districts, through technical and financial assistance, to improve skills for preparation of master plans for Water, Land and Forestry<br>Policy formulation to establish the National Forestry Master plan, through technical and financial assistance to MINELA, and NAFA for sustainable management of the forestry resources<br>Policy formulation of a Programme for the 'utilization of Wood for Energy' through technical and financial support to MINELA<br>Policy formulation to produce a Land use master plan through technical assistance to MINELA | MINAGRI<br>MINELA<br>UNIDO<br>Districts<br>Research<br>Institutions<br>MINAGRI<br>NGO's<br>REMA<br>MINELA<br>REMA | 0.1<br><br>0.29<br><br>0.1 | 0.1<br><br><br>0.05 |     | 0.29<br><br><br>0.05 |
|  | ILO | Capacity development through trainings for Small, medium enterprises and local communities based organizations to contract in the execution of labour intensive infrastructure projects  | MIFOTRA<br>MINALOC<br>DISTRICTS<br>NGOs<br>FBOs   | 1.1                        | 0.1                 | 1.0 |                      |

Reporting by GoR is done in terms of real achievements without specifying whether the result is due to UNDP or to other initiative. The total budget execution rate for the ENR sector in mini budget 2009 was 44.2 % based on internal financing. This represented a 68.3% execution of recurrent expenditure and 33.8% execution of development expenditure. The development budget supported a total of 14 projects for the ENR sector.

## **4.2 Baselines Indicators for Environmental Programmes**

### **4.2.1 Poverty-Environment Initiative (PEI)**

The overall goal is to enhance the contribution of sound environmental management to poverty reduction, sustainable economic growth and achievement of the MDGs. The achievements towards the outputs have progressed well with Output 1, namely, improved capacity within key government ministries and institutions to understand and analyse the links between poverty and environment into policymaking, planning and budgets, especially environmental mainstreaming into national planning, budgeting and investment procedures of the Government of Rwanda already achieved in many sectors of government. Output 2 on improved capacity at district level to understand and analyse the links between poverty and environment and to integrate environment into development planning is ongoing with impetus from the decentralisation policy. Output 3 on increased awareness and more effective participation of stakeholders in environment and development policymaking and planning processes at both district and national level, to a large extent has received support from the decentralisation policy. Output 4 on improved national funding levels through investing in environmental sustainability, supported by the MINCOFIN is on track. The budget for Environmental Protection has steadily increased between 2007 and 2010 from 4,958,823,196; 7,215,336,942; 12,727,367,386 and 17,364 097479<sup>36</sup>.

For output 5 on improved capacities for monitoring poverty and environment linkages at both national and district level. UNDP has supported REMA and African Environment Initiative Network (AEIN), carried out training of District and local staff up to *Umudugudu* levels; the activities are on track. PEI is programmed in the UNDAF, and included in the Thematic Working Group (TWG) on Environment which is co-chaired by UNDP Rwanda and UNEP. PEI being an active member of the TWG for Environment in collaboration with UNEP supports the coordination among UN agencies in the area of sustainable development. Budget delivery by UNDP, however, is one major constraints encountered in the past.

### **4.2.2 Biodiversity Conservation and Protected Areas**

Most of the programme documents had very clear objectives, outputs, activities and targets. In order to manage the environment and ensure optimal utilization of natural resources<sup>37</sup>, there are several environmental targets in the EDPRS and Vision 2020 that may be adopted for use where environmental data is insufficient. For example, a national target to demarcate, assess and rehabilitate five ecosystems from the current 50% to 80% by 2012 has been set. It has priority also to protect biodiversity and to reduce soil erosion and declining soil fertility<sup>38</sup>.

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<sup>36</sup> Ministry of Finance and Economic Planning Rwanda

<sup>37</sup> Republic of Rwanda, Economic Development and Poverty Reduction Strategy, 2008-2012, Ministry of Finance and Economic Planning, September 2007

<sup>38</sup> EDPRS, July 2007.

First, five critically degraded ecosystems were planned to be mapped, assessed and rehabilitated from the current 50% to 80% in 2012 as part of the Integrated Management of Critical Ecosystems (IMCE) project. Rehabilitated ecosystems will contribute to an increase in hydro-electric power generation as in the case of the Ntaruka station which is presently operating below capacity due to a drastic decline in water levels within the Rugezi wetland. Restored wetlands will provide water for irrigation, and both wetlands and protected forest areas, such as Nyungwe, will promote income generation from tourism. Moreover, a land use and management master plan was developed by 2008. The present outcome evaluation is therefore to examine the present results against progress made in these result areas.

On Sustainable management of ecosystems for income generation, Draft feasibility report on carbon credit and ecosystem services for Nyungwe National Park demonstrated potential for income generation and other environmental benefits through Payment of Ecosystem Services (PES); First Rapid biodiversity inventory was conducted on Lake Kivu island. Degraded areas inside Nyungwe NP were rehabilitated (approx.160 ha).

It is planned in the EDPRS that the prioritized interventions to increase the proportion of protected areas for biodiversity preservation from 8% to 10% in 2012. Forest and agro-forest coverage is scheduled to increase from 20% to 23% of total surface land area, and annual wood consumption is due to be reduced by 30% from the 2002 figure. Soil erosion and soil fertility decline will be reduced by 24% over the EDPRS period. Although not necessarily scientific, these benchmarks provide the proportional increase expected when other interventions of similar nature are carried out.

Contribution towards Forest resources managed for economic productivity and ecosystem services came through Reforestation of 5180.3 ha in Gatsibo, Kirehe, Ngoma, Gakenke, Rulindo, Gicumbi, Nyabihu, Rutsiro, Nyamasheke and Rusizi; 18 District (60 %) established seeds nursery bed; 1850 trees on free spaces of Amahoro National Stadium were planted; and 1500 ha of forest in buffer zone of Nyungwe National Park maintained.

Draft documents on Forestry Policy and Law that was available, 4 District forest management plans that were finalized and 2 DMFP initiated. For Forestry and Agro-forestry resources used efficiently to provide energy, generate income & support livelihoods, Bamboo processing and utilization training centre was installed at Kabuye/Gasabo district; Inventory of forest trees in buffer zone of Nyungwe National Park conducted; The shores and watershed of Nyabarongo starting in Nyamagabe and Nyanza District were rehabilitated (stabilized through local youth employment) with reeds over 6 km as well as 100 ha with terraces on the hills; Rehabilitation activities of the shores of Lake Muhazi launched on 2nd June 2009; and 30,000 improved cooking stoves were constructed and users trained in Nyamagabe and Nyaruguru Districts. The outputs streamlined for IWRM include the National Water resources (quality, quantity and water balance) assessment and monitoring enhanced.

The programmes on sustainable land management, ecosystems management and mining performances were on track while the sustainable management of forestry resources and integrated water resources management were affected in their performance by the extended delays in procurement, the fact that

National Forestry authority (NAFA) is in start-up stage and for the most part has been engaged in putting processes and guidelines in place with capacity constraints notwithstanding.

#### **4.2.3 Capacity for Sustainable Land Management**

The expected progress on environmental outcomes and benchmarks are from various programme documents and progress reports. Forestry coverage (in %) is expected to increase from 20 percent to 23.5 percent during the plan period.<sup>39</sup> On the other hand, land use master plans<sup>40</sup> were fully developed and operational to guide land use management decisions at national level by 2008, and were decentralized to the districts later in 2009. By 2010 existing land rights were secured through land tenure regularization for effective land administration and land use management. The GOR expects that land administration will be simplified to protect land rights and facilitate investments in land by the end of this year and the institutional framework established and operationalised in 2012.

These programmes and sub-programmes present a limited scope particularly in harmonizing with the EDPRS based outputs. During the year 2009 period, environmental education for sustainable development manual is available; police officers were trained on environmental crimes and law, and environment information system were established. Decentralization meant capacity building of local officials in Karongi District and Rubaya in Gicumbi District from district, Umurenge, Akagari and Umudugudu levels in environmental planning for development and poverty reduction, prioritization, data collection and application) and integrated environmental and poverty reduction demonstration activities. Compilation of an inventory on biodiversity in Lakes Kivu and Muhazi, rehabilitation and protection of degraded ecosystems and river banks were conducted. There were activities for rehabilitation of the shores and watershed of Nyabarongo in Nyamagabe and Nyanza District.

#### **4.2.4 National Environment Youth Project**

The National Environment Youth Project (NEYP) will aim at rehabilitating degraded lands, collection of rubbish and its consolidation in designated areas for soil composting and recycling of materials creating employment and generating income for the youth, removing the youth from crime, and eradicating poverty among the affected communities. It will not only enhance awareness of a wide range of environmental concerns, but will also demonstrate appropriate, practical and sustainable means of local self-help and community action.

##### **Project Components**

- (i) Building and strengthening capacity of Youth associations, CBOs/NGOs and other local entities to undertake conservation of The Nyabarongo River System
- (ii) Conserving and managing the Nyabarongo River System using appropriate technologies
- (iii) Waste management in Kigali and towns along Nyabarongo River System
- (iv) Support to livelihood activities through natural resources and environmental management
- (v) Project effectively managed, monitored, evaluated and reported.

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<sup>39</sup> EDPRS 2008-2012, p. 145.

<sup>40</sup> Republic of Rwanda, Economic Development And Poverty Reduction Strategy, 2008-2012, Ministry of Finance and Economic Planning, September 2007

The National Youth Environment Project (NEYP) (Figure 1) below has benefited from this fast tracked land use policy and regulation. The CDM Project Development

- a) To prepare/conduct the development of the national strategy for the implementation of the CDM in Rwanda
- b) To assure the progress of CDM project activities or programs of activities
- c) To create/maintain a DNA website
- d) To build in-country capacities for successful implementation of CDM
- e) To raise awareness among potential project proponents and decision-makers on CDM
- f) To establish a Rwanda CDM Manual
- g) To have Rwanda DNA members trained

#### **4.2.5 Decentralisation and Environment Management Project Phase II**

Decentralisation and Environment Management Project Phase II (DEMP II) aims at strengthening the capacity of REMA to fulfill its mandate, adopting collaborative planning and management of Lake Kivu watersheds and associated riverbanks and MUHAZI Lake and other critical ecosystems developed and operationalised and support to sustainable livelihoods by strengthening community based institutions and structures for natural resources management. Training and capacity building has proceeded well, rehabilitation of lake Muhazi shores and watersheds, and Lake Kivu watersheds in Rusizi, Nkombo sector.

#### **4.3 Outcome 1 Achievements: An enabling policy framework to support an effective system for environment management and ecosystem conservation established**

*Policies/regulations/guidelines/standards for environment protection developed and implemented at central/decentralized levels*

UNDP Rwanda supported the government in the development of enabling policy framework to support an effective system for environment management and ecosystem conservation. Environment mainstreaming in Rwanda's EDPRSP and policy frameworks formed the core of UNDP support<sup>41</sup>. UNDP progress reports of 2009 showed continued support to capacity building environmentally friendly income generation activities, capacity building of national and local government institutions and communities, policy making for biodiversity of protected areas, and land management strategy for utilizing natural resources and enhancing productivity in an environmentally friendly way; promotion of alternative energy sources that are economically viable and reduce usage of biomass; and policy advisory in the development of Environmental Strategic policies and tools<sup>42</sup> such as environmental impact assessments, policy on cleaner development mechanisms, etc. The flagship of these interventions was the PEI Programme.

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<sup>41</sup> One UN Rwanda Annual Report 2008

<sup>42</sup> Poverty-environment-energy linkages in Rwanda - Policy brief, UNEP, Sustainable Energy Africa, 2006

PEI especially addressed policy issues, assessed and addressed governmental, institutional, political contexts and capacity needs, established guidelines for mainstreaming environmental issues in sectoral planning thus creating awareness for a more effective participation of stakeholders in environmental policy and planning processes, including women and youth groups and other CSOs. Table 3 below shows Poverty and Environment – support promotion of knowledge of linkages and mainstreaming of environment at policy level was led by UNDP. As a result of these interventions, environmental standards for Air quality and effluents discharges developed and published in collaboration with the Rwanda Bureau of Standards; 7 EIA sector-specific guidelines finalized (100% achievement); 11 practical tools (practical guidelines) for environmental management in various sectors developed; technical assistance on best environmental management practices provided to various institutions, individuals and companies; 60 environmental inspections were conducted to prevent, control or stop environmental degrading activities; activities executed to control the use, manufacturing and importation of polythene bags within the country and at all borders including support to recycling initiatives; and facilitated MINICOM to conduct valuation of property in Gikondo to relocate operators to more appropriate locations. Law enforcement was facilitated and communication and transportation equipment provided to improve efficiency and effectiveness of inspections of pollution incidences.

**Table 3: Summary of Areas of Concentration of UNDP Environment Programme<sup>43</sup>**

| Area of Work  | Lead Agency | Partner agencies |
|---|-------------|------------------|
| Capacity development of REMA and MINELA: EIA, SEA and enhanced information system – data management                   | UNEP        | UNDP             |
| Improved water resource management  | UNESCO      | UNDP and UNEP    |
| Capacity development of REMA and MINELA: Environment management and ecosystem conservation                            | UNDP        | UNESCO           |
| Poverty and Environment – support promotion of knowledge of linkages and mainstreaming of environment at policy level | UNEP        | UNDP             |
| Support poor communities' access to improved services, including slum upgrading.                                      | UN-Habitat  | UNESCO           |
| Strategy for integrated waste management  | UNIDO       | UNDP, UN-Habitat |
| Forestry, wood and energy   | FAO         | UNDP             |

The draft National Land Use and Development Master Plan has been completed, a total of 1,527,626 parcels (19.3%) of land have been demarcated and adjudicated. UNDP technical support towards policy regulation to define the policies and strategic intervention areas in use and management of agricultural land in environmental sustainable ways in the form of financial and technical support in four districts, namely Ngororero, Musanze, Burera and Nyabihu to define the policies and strategic intervention areas in use and management of agricultural land in environmental sustainable ways as part of UNDP technical support towards policy regulation. There are teams in all 30 districts carrying out systematic land registration.

<sup>43</sup> Consolidated Annual Work plan, 2008

Table 4 traces the achievements of the outcome using the output indicators to demonstrate any progress made to date. Report on ODS consumption (2009) was submitted to UNEP and no more importation of CFCs and the equipment containing them. Six processing industries have converted their cooling systems to non ozone depleting systems while conversion going on for two more (2010). CDM is in its early stages of promoting an enabling policy framework to support an effective system for environment management and ecosystem conservation.

#### *Information management system for natural resources developed and operational*

Most notable in 2009 was the publication of the first Rwanda State of the Environment Report (SoE, 2009). In addition, the demand for effective engagement on international environmental commitments led to increased financing for environmental protection from 0.2% of the total national public expenditure budget in 2003 to 1.8% in 2008 by the Government of Rwanda<sup>44</sup>. Information regarding CDM is lacking in many African countries. REMA also developed statistical and geographical data tool “WISDOM” (Wood fuels Integrated Supply/Demand Overview Mapping) under the CDM with the aim of reducing the contribution of fossil fuels or reduction of methane gas emissions or improving land use patterns through reforestation.

Biodiversity management is important for Rwanda’s tourism industry. Nyungwe National Park Management established a data monitoring policy to facilitate information management and processing for prompt decision making. PEI also supported district level planning in environment mainstreaming, including training in environmental data collection and development of indicators<sup>45</sup>. Under PEI, key publications including Guidelines for mainstreaming environment in the economic development and poverty reduction strategy and pilot integrated ecosystem assessment of Bugesera<sup>46</sup>. Poverty-environment relations become embedded into governmental and institutional process.

UNDP support to the Government included financial and technical assistance to REMA to develop Environmental Impact Assessment (EIA) guidelines and policies; advocacy support on environmental awareness through training of teachers in the Southern and support for the conduct of Needs Assessment for environmental mainstreaming within the national education curricula. There was technical support to Government to conduct training on best carbonization practices for reduction of wood energy consumption, production and use of improved stoves resulting in the construction and distribution of 1500 wood stoves to vulnerable families in 6 districts. To this effect, 36 blacksmiths from 6 districts were trained on how to manufacture improved and alternative stoves.

Support for the conduct of a study on employment creation through labor intensive approaches in partnership with MINECOFIN and MINALOC. The recommendations are intended to help District Planning Officers expand employment creation opportunities in the areas of infrastructural development and environmental conservation among other identified areas for vulnerable groups including women

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<sup>44</sup> One UN Rwanda Annual report, 2009

<sup>45</sup> Poverty-environment indicators and strategy for monitoring them within the framework of the EDPRS, REMA, 2007

<sup>46</sup> RoR, 2007

and youth. Support validation workshops which provided valuable inputs that were incorporated into environment and Joint sector review document that was submitted to MINICOFIN-UNEP/UNDP.

The overall goal of ODA project is to review and enforcement of ODS regulations and customs officers training; training of refrigeration technicians in good practices, retrofits and hydrocarbon technology; monitoring of TPMP and reporting. UNDP is providing technical assistance and equipment programme for regional retrofit centres, and carry out end-user incentive programme.

For Table 4, the decision criterion on whether the project is on track or not is based on whether achievements such as law, policy or regulations are in place, beneficiaries have reported benefits from the project, or there is change in behavior. Such programmes are designated with symbol **green**. Other projects neither have insufficient monitoring data and information nor benefits to the beneficiaries and hence it is impossible to make an appropriate decision, or the assumptions and risks made were not taken in to account. Such a programme has been designated as **yellow** or *bikeneye gukurikiranwa*. Some projects have been designated as **red** because they are not on track.



**Table 4: Tracing Achievements of Outcomes of UNDP's Environment Programme**

| Project  | Outcomes   | Indicators  | Output Indicators   |  |                         | Reason for Trend   |
|--|--|---|---|--|-------------------------|--|
|  |  |   | Baseline 2008   | Target, 2012   | Progress towards Target |  |
| Capacity for sustainable land use <sup>47</sup>  | Analysis and preparation of an acceptable set of intervention techniques, for demonstration training programmes. | National development plans incorporate sustainable management principles. Increased awareness of SLM principles in decision making.   | 20% by 2000, 90% in 2020 <sup>48</sup> ; Agric land from 40% to 64% by 2012 <sup>49</sup> . | 4 out of 30 districts adopts with total of > 20,000 ha under sustainable use<br><br>SLM in 4 districts, capacity needs assessment, 4 demonstration sites in each district, with high chance of replication. Support for NAP of UNCCCD. Harmonization, alignment and coordination of ADA <sup>50</sup> national strategic planning framework completed. | Green                   | Successfully completed                                   |
|  | Monitor Land Degradation and device best practices   | National SLM Committee/Task Force embraces NAP investment plan and incorporates SCIF planning framework.                              |   |  |                         | Evidence that monitoring indicators have been concluded. |
|  | National Action Plan (NAP) via co-finance  | Decrease in soil erosion.   |   |  |                         | NAP has been completed                                   |
|  | NAP is supported by a credible MTIP and a broader CSIF process linked to Terrafrica                              |   |   |  |                         |  |
| Mainstreaming environment into Economic Development and Poverty Reduction Strategy (PEI) | Productive capacity of the poor being enhanced by sustainable use of natural resources                           | Environment and natural resources prioritized in EDPRS. Increase in budget allocation. 1 <sup>st</sup> SoE, report published in 2009. | Weak policy focus. About 6% in 2006   | Up to 10% of total budget. ENR SWAp developed. UNDP assisted environmental management tools and instruments such as EIAs and environmental   | Green                   | Completed .and scaling up is under way                   |

<sup>47</sup> UNDAF Outcome1: Policies, regulations, guidelines and standards for environment protection developed and implemented at central and decentralized levels.

<sup>48</sup> Republic of Rwanda, Vision 2020

<sup>49</sup> See also Strategic Plan for the Transformation of Agriculture (PSTA).

<sup>50</sup> Agricultural Development Authority

|                                    |   |   |   |   |       |  |
|------------------------------------|---|---|---|---|-------|--|
|                                    |   |   |   | mainstreaming guidelines.   |       |  |
| Biodiversity conservation capacity | <p>Improve systemic capacity within institutions and stakeholders at central, district and local levels provide the enabling framework for enhancing management effectiveness for NR in and around PA.</p> <p>Institutional capacities for PA management at local levels increased; with greater socio-economic benefits flow to local communities increased, with reduced illegal use of PA resources. Protected Area management and conservation of biodiversity at forest parks is expanded and reinforced through knowledge-based adaptive management practices and field demonstration.</p> <p>Project effectively managed, monitored, evaluated and reported.</p> | <p>At EOP there will be improved METT scores for both montane parks.</p> <p>ORTPN with approved business plan in place and functioning Business plans and other financial processes lead to increased tourism revenues to PAs.</p> <p>District development Plans have positive strategies for biodiversity conservation with stakeholder partnership.</p> | <p>NNP=54.3<br/>PNV=55.5<br/>No overall bus plan.</p> <p>Baseline (2004) tourism revenue was 16 mill. USD.</p> <p>No district with such plans</p> | <p>Improved scores &gt;80.</p> <p>Bus Plan in place</p> <p>50% of govt. target of 100 mill USD of tourism revenue</p> <p>At least one half of 14 target districts have s/h MOUs and at least 10 have BD issues in their District development plans.</p> | Green | <p>Rehabilitated degraded several ecosystems during the 2009<sup>51</sup>.</p> <p>MTR completed.</p>   |
| ODS Retrofitting <sup>52</sup>     | <p>Recycle and recover CFCs and other ODS; Rwanda becoming ODS-free.</p> <p>UNEP to implement (1) Review and enforcement of ODS Regulations and Customs Officers training; (2) Training of Refrigeration Technicians in good practices, retrofits and hydrocarbon technology; (3) Monitoring of TPMP and reporting.</p> <p>UNDP to implement 1 sub-project containing two subcomponents: (1) Technical assistance and Equipment Programme for Regional Retrofit Centres, and (2) End-user Incentive Programme.</p>  | Only output indicators are reported.  | <p>Baseline 2008</p> <p>All the remaining ODP refrigerant consumption by 2010.</p>  | <p>To phase-out remaining 15% of CFC consumption and achieve the Montreal Protocol 2010 phase out target; and,</p> <p>To sustain the achievements of previous projects.</p>   | Green | <p>About 100 customs and law other enforcement Officers in Rwanda on ozone issues and regulations in place to control such chemicals. 250 technicians in good refrigeration practices and retrofitting techniques.</p> |

<sup>51</sup> UNDP Annual Report, 2009

<sup>52</sup> TPMP did not have clear outcomes. The objectives are to ensure timely, sustainable and cost-effective CFC phase-out through an inter-linked combination of actions involving regulations, training of technicians and custom officers, use of existing CFC stocks, provision of recovery and recycling equipment and encouragement of best practices, provision of financial incentives,

|   |  |  |   |   |       |  |
|---|--|--|---|---|-------|--|
| National Environment Youth Project (NEYP) <sup>53</sup>             | <p>1. Capacity built in sustainable management of environment and natural resources.</p> <p>2. Nyabarongo river system (NRS) waters are clean and free from water hyacinth</p> <p>3. Kigali city and towns along NRS are clean through improved solid waste management.</p> <p>4. Youth and communities in the districts along the NRS have enhanced their livelihoods.</p> <p>5. Improved productivity restored to previously degraded land.</p> <p>6. Project effectively managed, monitored, evaluated and reported</p> | Output Indicators are clearly spelt out in terms of no. of youths, no. tree nurseries, youth associations formed etc.  | Covers River Nyabarongo Catchment area of 8,900 km <sup>2</sup> (16 districts). No baseline data available. | Terracing for management of soil conservation (ha). improved management of the river buffer zone forestation and rehabilitation of forests  | Green | Well funded, but expenditure not moving. Non quantifiable targets.   |
| Decentralization and Environment Management (DEMP II) <sup>54</sup> | Districts through collaborative planning are sustainable managing environment and natural resources of Lake Kivu, associated river basins, and islands, marginal and fragile ecosystems countrywide. DEMP Phase 1 best practices are being replicated in the remaining 23 districts.   | Districts through collaborative planning are sustainable managing environment and natural resources of Lake Kivu, associated river basins, and islands, marginal and fragile ecosystems countrywide. DEMP Phase 1 best practices are being replicated in the remaining 23 districts. | No baseline for 2008.   | <p>105 members of cooperatives trained.</p> <p>Environment mainstreaming within all these 30 schools and price related to land preparation are provided to schools.</p> <p>Rehabilitation of Lake Muhazi shores at around 100 km and 250 ha of progressives terraces have been made.</p> <p>Developing 2 sub projects in 2 Nyamasheke and Rutsiro districts</p> | Green | <p>At the end of the project 42 ha were rehabilitated.</p> <p>Rehabilitation of Nkombo Island watersheds by planting making 50 ha of progressive terraces and planting of 320,000 trees in order to prevent soil erosion on hills of the above District.</p> <p>Final approval of integrated management plans for all 5 districts bordering the Lake Kivu.</p> |

targeted dissemination of information, stakeholder involvement and management support as well as to meet the phase-out targets for CFCs as stipulated by the Montreal Protocol and national regulations.

<sup>53</sup> UNDAF Outcome: Management of environment, natural resources and land is improved in a sustainable way.

<sup>54</sup> UNDAF outcome: Capacity at national, district and community levels to restore and protect ecosystems of national and global importance against potential degradation strengthened.

|  |   |   |   |   |        |  |
|--|---|---|---|---|--------|--|
|  |   |   |   | out of 5 districts to start rehabilitation. Financial support and capacity building to 15 out of 21 cooperatives made by displaced families from the 50-metre shoreline of Lake Kivu in Rutsiro and Rubavu, Nyamasheke districts. |        |  |
| Consolidated waste management                                | 1. Condition of Kigali Landfill site improved<br>2. Production of high quality briquettes standardized.<br>3. Policies/Strategies and institutional framework for national/local waste management in Rwanda established.  | National and local waste management action plans established and implemented (baseline: 0 establishment (2008),   | 18 associations handling waste at Nyanza. | Target: action plans established and implemented at least in Kigali City and at the national level by 2012  | Green  |  |
| Joint Youth Project  | 1. Young people's participation in development processes and responsibility at national and decentralized levels, and in respect with gender equality and Human rights principles and standards, increased.<br><br>2. Protective behaviors and effective health care, nutrition and hygiene practices adopted and preventive services, including HIV prevention and youth reproductive and sexual services used and disseminated. | Young people's participation in development processes and responsibility at national and decentralized levels, and in respect with gender equality and Human rights principles and standards, increased.<br><br>Protective behaviors and effective health care, nutrition and hygiene practices adopted and preventive services, including HIV prevention and youth reproductive and sexual services used and disseminated. | Baseline 2008                             |   | Green  |  |
| Vulnerability to climate change, Early Warning <sup>55</sup> | An enabling policy framework to support an effective system for environment management and ecosystem conservation established.  | There were no outcome indicators  | Baseline 2008                             | National Disaster Management policy   | Yellow |  |

<sup>55</sup> UNDAF Result 4: Management of environment, natural resources and land is improved in a sustainable way.

|                                       |   |                                   |               |  |        |   |
|---------------------------------------|---|-----------------------------------|---------------|--|--------|---|
|                                       | Capacity at national, district and community levels to restore and protect ecosystems of national and global importance against potential degradation strengthened. Economic productivity enhanced using natural resources in an environmentally friendly way |                                   |               |  |        |   |
| CDM Project Development <sup>56</sup> | An enabling policy framework to support an effective system for environment management and ecosystem conservation established.  | There were no outcome indicators. | Baseline 2008 | <b>2011 target:</b><br>Upgrade DNA permanent secretariat capacity; Put in place a framework to run DNA after project<br><b>2010 Achievement:</b><br>DNA Project staff is able to select projects<br>DNA Project staff is able to assist CDM project developers<br>CDM project approval procedures now available<br>National Forestry Definition officially approved and communicated to UNFCCC and available for project developers. | Yellow | Slow start, budget, 1/20 <sup>th</sup> spent. |
|                                       | Capacity at national, district and community level to restore and protect ecosystem of national and global importance against potential degradation strengthened.   |                                   |               |  | Yellow | Very little monitoring data                   |

<sup>56</sup> UNDAF Outcome: Management of environment, natural resources and land is improved in a sustainable way.

**Table 5: Output Evaluation Logic Matrix for Environment Programme**

| Programme Outputs   | Output indicators, baselines and targets<br><i>(Baselines in italics; no targets)</i>  | Achievements*  | Reason for Level of achievement  |
|---|--|--|--|
| <b>Outcome 1. An enabling policy framework to support an effective system for environment management and ecosystem conservation established</b> |  |  |  |
| 1.1 Policies/regulations/guidelines/standards for environment protection developed and implemented at central/decentralized levels              | 1.1 Environmental policy priorities reflected in key sectoral annual Public Expenditure. Reviews <i>(0 - 2006)</i>   | Achievements observed in PEI, Biodiversity and DEMP programmes<br>PEI = DTOs trained; environment mainstreamed; increased budgetary allocation to environment and natural resources<br><br>Public expenditure review, environment fiscal reviews and EIAs at the sector level<br><br>140 DTOs trained; MINICON, MINAGRI, MINIITERE staff trained | Decentralized and grassroots support for the programmes<br><br>Projects were supported by policy and regulatory mechanisms i.e Institutional and policy frameworks for sustainable natural resources management and ecosystem conservation developed and implemented; Policies, strategies, regulations, guidelines and standards for environment protection, rehabilitation of critical ecosystems, climate change and urban environment developed and implemented<br><br>Strong political leadership |
| 1.2 Information management system for natural resources developed and operational   | 1.2 REMA mechanism for data collection and analysis developed<br><i>(Tracking system exists; data collection and analysis needed - 2006)</i><br>1.2 National Environmental Information Network established <i>(0 - 2006)</i> | REMA, SoE Rwanda,  | UNDP support to national institutions as REMA and Tourism Office in their efforts rehabilitate degraded critical ecosystems, with protection, conservation and management well-integrated and benefiting local communities.<br><br>Rwanda State of the Environment Report (SoE, 2009) was accomplished with support from the UN.<br><br>Establishment of a Statistical and geographical data tool "WISDOM" (Wood fuels Integrated Supply/Demand Overview Mapping)                                      |

|   |   |   |  |  |
|---|---|---|--|--|
| 1.3 Coordination of REMA/MINELA in environment management strengthened  | 1.3 Annual integrated report on multinational environmental agreements (0 - 2006)   |   | Environment and Natural Resources (ENR) Sector Wide Approach (SWAp) developed.   |  |
| 1.4 Capacities of REMA/MINELA and local governments to monitor the quality of environment strengthened  | 1.4 % technical staff at decentralized level trained and equipped in basic tools for environment monitoring (To be decided)<br>NGOs, Private sector, Ministries National Environmental Information Network established (0 - 2006) | New CDM project approval process communicated to CDM potential project developers.<br>National forestry definition put in place and communicated to UNFCCC  | MINELA, REMA and District Planning Teams (DPTs) and other NGOs capacity on the environmental assessments and management and the CDM is also ongoing.   |  |
| <b>Outcome 2.Capacity at national, district and community levels to restore and protect ecosystems of national and global importance against potential degradation strengthened</b> |   |   |  |  |
| 2.1 Strategies and action plans for rehabilitation of critical ecosystems developed, operationalized and made available to local governments  | 2.1 Number of action plans for each identified critical ecosystem implemented with community participation (1 pilot project in Western Province - 2007)   | Comprehensive cost-benefit survey for all commercial structures in Gikondo-Nyabarongo wetland system to guide expropriation of Gikondo industrial park and surrounding areas has been conducted to avoid future environmental degradation<br>Biodiversity inventory on 1 island of lake Kivu conducted<br>2 islands have been already inventoried | An action plan developed for each year (2009-2011) by each of the 15 targeted Districts for the development of youth through sports, leisure and cultural activities, and integrated into DDP<br><br>Institutional capacity of the national and district levels to mainstream youth issues in all national development policies and programmes, advocate for investing in adolescents and youth, coordinate interventions, set in place an RB planning, monitoring and evaluation, and leverage disaggregated data for evidence, strengthened. |  |
| 2.2 Technical and operational capacity of districts for the management of wastes and contaminants developed   | Technical and operational capacity of districts for the management of wastes and contaminants developed. 3 regional service centres set up for domestic refrigeration for recovery and reuse of CFC-12.                           | 15 future trainers<br>300 refrigeration technicians trained.<br>Refined training curriculum developed<br>Association of refrigerator technicians established  | 5400 youth (boys and girls) in 15 targeted districts trained and gained skills in areas favored by the youth (based on the job market results) by the end of 2011.<br><br>15 youth projects and IGAs have been established in each of the 15 districts with the support of strong partnerships between the centres, local authorities and the private sector   |  |

Table 5 Traces the achievements of outcomes of UNDP's Environment Programme and Table 6 should be studied together with Figure 3. It can be seen that all the output indicators demonstrate good progress towards achieving the outcomes.

#### *Coordination of REMA/MINELA in environment management strengthened*

Environment mainstreaming in Rwanda's next EDPRS and policy frameworks formed the core of UNDP support<sup>57</sup>. UNDP has also supported national institutions as REMA and Tourism Office in their efforts fight degraded critical ecosystems, with protection, conservation and management well-integrated and benefiting local communities. Effective legal, regulatory and policy systems and institutional frameworks for management, protection and conservation of the environment and natural resources have been implemented and the process is ongoing.

The reinforcement of REMA capacity on the environmental assessments and the Clean Development Mechanisms (CDM) is also ongoing and these have increased REMA/MINELA capacity to coordinate environmental management in Rwanda. It is expected that the CDM and ODS projects may not progress at the same rate, possibly due to the different nature, scope and complexity of each project across a range of focus areas and differences in funding levels<sup>58</sup> but essentially these projects have increased REMA's capacity and knowledge base in environmental management.

**Figure 1: Nyabarongo River work done by Youth Cooperative in Mushishiro sector in Muhanga District**



**Source:** The Evaluation Team. River bank stabilization and land use control in riparian areas is discontinuous and less effective as noted from the turbidity of the river water.

<sup>57</sup> One UN Rwanda Annual Report 2008

<sup>58</sup> UNDP Annual Reports – 2008, 2009 and 2010



The 10m of the buffer zone from the Nyabarongo River System have been rehabilitated on 413 kms stretch by planting reeds, agro forestry trees and bamboos in 10 Districts and 1200 youths trained in 12 Districts. 50 ha of Lake Kivu watershed and Nkombo Island in Rusizi District were protected by progressive terraces as well as 320.000 agro-forestry trees.

UN supported the MINELA to develop the Environment and Natural Resources (ENR) Sector Wide Approach (SWAp). The ENR SWAp serves as a collaborative mechanism bringing together all relevant national stakeholders and development partners to develop and coordinate a coherent support to environment programmes. It reflects the desire of the GoR and its partners to ensure that all resources are utilized in a coherent manner with clear objectives, relevant vision, policy and strategy thus maximizing the development outcome. PEI has enhanced this integration process by building sound environmental management at the local, district, and national levels that has led to SWAp.

Environment and Natural Resources Strategic Plan (ENRSP) was supported by UNDP lays down strategies that to be undertaken by the ENR sector over the period 2009-2013, in order to contribute to the realization of the EDPRS goal on strengthening of environmental management in Rwanda. The overall goal of strengthening management of environment and natural resources is upheld.

REMA and RDB developed a revenue sharing policy ploughing back tourism revenue to local communities through UNDP technical advice and support.

#### *Capacities of REMA/MINELA and local governments to monitor the quality of environment strengthened*

Table 2 demonstrates that while UNDP may contribute substantial resources for the Environment Programme, but according to table 3 above, UNDP leads capacity development for REMA and MINELA in environment management and ecosystem conservation only. UNEP contributes US\$ 3.59 million and leads capacity development of REMA and MINELA in EIA, SEA and enhanced information system – data management and Poverty and Environment – support promotion of knowledge of linkages and mainstreaming of environment at policy level. UNESCO contributes US\$ 3.1 million to the entire portfolio. But it is the manner in which UNDP provides capacity development to key ministries, district teams, CSOs and private sector in CDM, DEMP II, SLM and ODS projects that improves the long term outcome of sustainable environmental management.

The Environment and Forestry sector has witnessed rapid progress of reforms. In 2008 the Ministry began distribution of environmental inspection checklists to cell level in all districts, and by the end of that year, the National Forestry Plan and forestry legislation were adopted, capacity building was complete, and the National Database of all regulated substances were updated and made accessible to public. This cleared the way for development and implementation of national programmes for reforestation, forestry management and wood. By 2010, 10 out of 16 Environmental Regulations and Guidelines were functioning at both central and decentralized institutions to facilitate private sector involvement. Five degraded ecosystems (Gishwati, Mukura, Rugezi, Kamiranzovu, Nyabarongo – Akagera network including Gikondo) were planned to be mapped, assessed and rehabilitated during the course of 2011. It is anticipated that the number of projects compliant to National Environmental Standards will

increase to 95% approval rating for EIA certification and comprehensive impact evaluation of forest strategies and programmes will be completed by 2012.

Notably the creation of the Program Planning and Oversight Committee (PPOC) to coordinate and oversee the implementation of the “One Program” is a significant milestone and indeed a breakthrough in the Delivering as One process in Rwanda. The PPOC plays a key role as the inter-agency and multi-disciplinary ‘think-tank’ for the One UN and provides the relevant technical oversight as well as strategic policy advice to the UNCT in support of DaO.

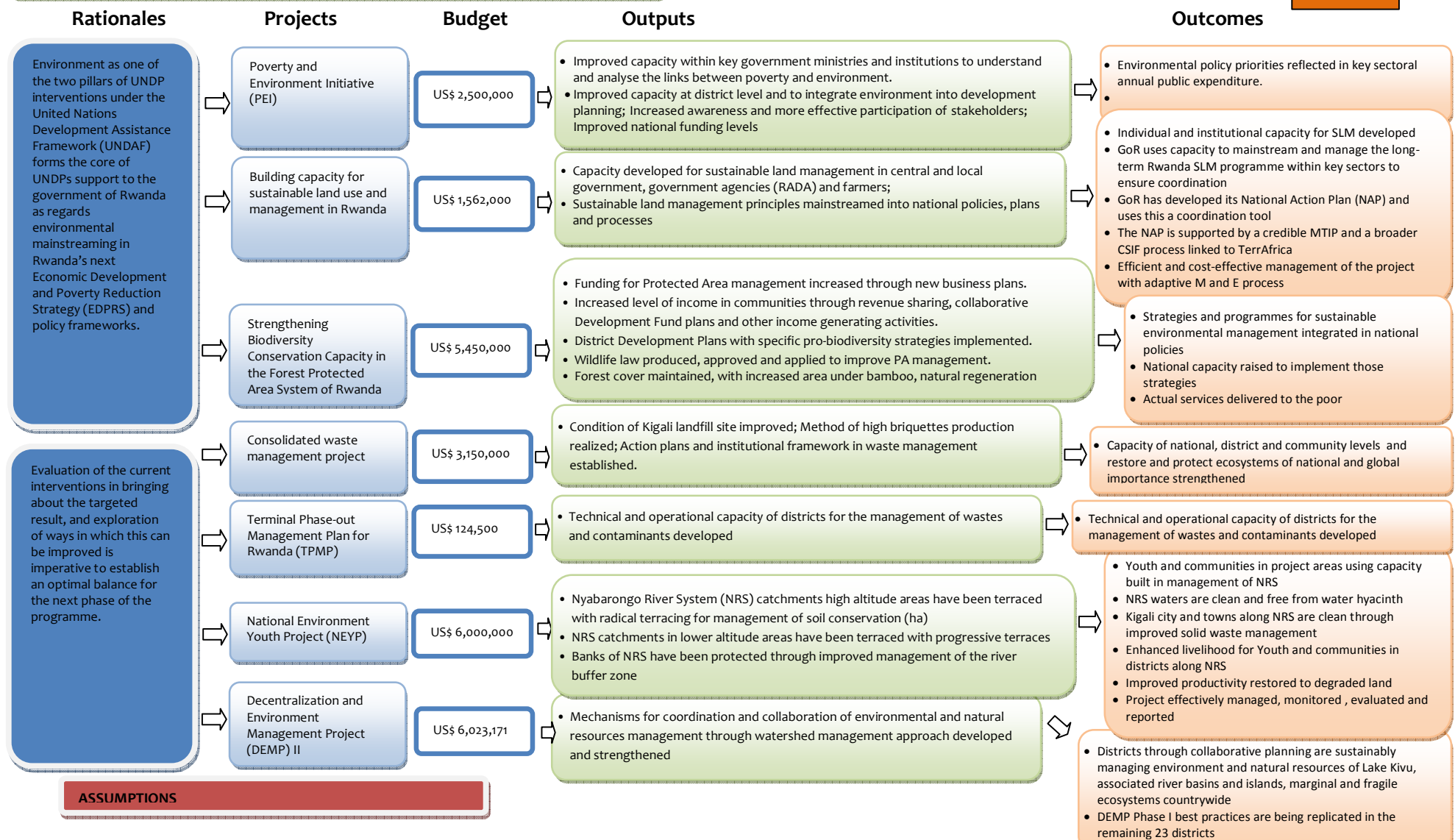
**Figure 2: Problem Logic for UNDP Environment Programme**

**Problem Statement**

Increasing population pressure on land and natural resources places biodiversity under threat with potentially adverse impacts on the Rwandan economy

**Goal**

Management of environment natural resources and land is improved in a sustainable way



## **Outcome 2.Capacity at national, district and community levels to restore and protect ecosystems of national and global importance against potential degradation strengthened**

### *2.1 Strategies and action plans for rehabilitation of critical ecosystems developed, operationalized and made available to local governments*

UNDP continued to provide capacity support at national, district and community level to restore and protect ecosystem of national and global importance against potential degradation. The national capacity level was raised to implement those strategies and programmes for sustainable environmental management integrated in national policies and actual services delivered to the poor.

UNDP has supported community-based pilot projects to promote more energy efficient cooking stoves, agro-forestry and improved soil management in three districts of the western province. The improved stoves are in use in 95 percent of households in these districts, where they have resulted in 50 percent reductions in fuel wood consumption<sup>59</sup>. It is expected that the projects may not progress at the same rate, possibly due to the different nature, scope and complexity of each across a range of focus areas and differences in funding levels. Similarly there will be challenges such as counterpart capacity and limited financial resources for operations.

The National Biodiversity Strategy and Action Plan (NBSAP) and the Organic Law on the Environment in National Biodiversity Strategy and Action Plan (NBSAP) were developed and are mainstreamed at national and decentralized levels with the primary objective of strengthening ecosystem conservation) through UNDP support to the Rwanda Environmental Management Agency. NEYP project supported the Youth and communities in project areas using capacity built in management of NRS, enhanced livelihood for Youth and communities in districts along NRS, improved productivity restored to degraded land and project effectively managed, monitored, evaluated and reported

Consolidated waste management project has increased stakeholders' awareness to realize a comprehensive institutional framework, develop action plans at local, district and national levels on waste management and produces high quality briquettes from organic waste. Besides minimizing pollution of the air, river water and groundwater, the project mitigates against climate change through reducing dependence on fossil fuels, control of methane gas that may be produced from aerobic processes and built capacity of communities to manage waste. UNDP has also supported community-based pilot projects to promote more energy efficient cooking stoves, agro-forestry and improved soil management in three districts of the Western Province.

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<sup>59</sup> Consolidated Annual Work Plan (CAP) 2008, 2009

## *2.2 Technical and operational capacity of districts for the management of wastes and contaminants developed*

UNDP continued in 2010 to provide capacity support to the national and decentralized leadership and institutional frameworks to manage climate change risks, policies and opportunities in an integrated economic development.

Integrated waste management project developed technical and operational capacity of districts, local authorities, youths and private sector for the management of wastes and contaminants. The NEYP enhanced NRS waters are clean and free from water hyacinth and Kigali city and towns along NRS are clean through improved solid waste management.

## **4.4 Overall Progress to Development Results by UNDP Rwanda Environment Programme**

Regarding the public administration and decentralization, local budgeting and local administration have improved significantly, namely through progressive localization of part of central budgets and the institutionalization of performance contracts (in line with vision 2020) in all districts. Institutional and individual levels performance contracts have been extended to central administration as well.

UNDP Rwanda has continued to provide support to nationally-led aid coordination and management, with a focus on policy advice and technical assistance, targeting the implementation of the international aid effectiveness agenda at the country level. UNDP's support to aid coordination and especially in the development of Sector Wide Approaches (SWAp) in key sectors highlighted the importance and relevance of UNDP's support in the development and implementation of a nationally-led vision for aid and its effectiveness. UNDP later established new partnerships with civil society organizations, aiming at improving transparency and accountability in aid management processes and the national development policy dialogue.

The Environment Theme Group has members from UNDP, UN-Habitat, UNEP, UNIDO, FAO, ILO and UNESCO, co-chaired by UNDP and UNEP. Each agency has its own comparative advantage and mandate, however it is recognized that several areas are very closely related and there are activity areas where collaboration is encouraged. Additionally there is an expressed feeling within the UN reforms to collaborate and coordinate activity implementation. The result is that the areas of synergy are explored and implementation streamlined during joint planning to ensure optimal use of resources. This approach supports the underlying principles of the "One UN – Delivering as One", and all involved UN agencies in Rwanda are committed to the present arrangement. Other specific measures include convening a high level forum for Government-donor coordination activities, the Development Partners Cooperation Group (DPCG), the clarification of the mechanisms for sectoral consultation, an annual Development Partners Meeting between Government and headquarters representation, and mobilization of resources for the activities via a trust fund.

UNDP co-chairs the Environment and Natural Resources Sector UNDP provided technical and financial support to the GoR in the development of the Environment and Natural Resources Sector Wide Approach, a collaborative mechanism that brings together all development partners in a coherent support to environment programmes

UNDP Rwanda provided technical support towards the recovery of chlorofluorocarbons (CFC) and other Ozone Depleting Substances (ODS) in meeting the Montreal Protocol goal through support to the Recycle and Recovery Centre in Kigali.

**Figure 3: Shoreline rehabilitation. The rehabilitated portion with terraces and the area under construction of terraces**



Rehabilitation of Lake Muhazi was done with a 50m buffer zone from the lake shores on a stretch of 114 km by planting trees (forestry trees, agro forestry trees and fruits trees).

A field visit in Kabeza village (*Umudugudu*), Nyamiyaga parish, sector Rubaya, Gicumbi district illustrates the point of upstream policy impact and grassroots action. The Project constructed 43 houses for the poorest people in the sector. The selected was done in an open and transparent manner and the PEI gave each family a house in the *Umudugudu*. Before the construction of these houses for these families they used to live in the valley and during rainy season experienced floods and soil erosion which would destroy their crops. Floods used to take away their ramshackle houses or thatched houses. Famine was order of the day as floods used destroy their crops and harvest nothing.

In another site where environmental restoration was done, solutions by PEI included construction of wells that all water used to flood was directed to those wells, 15 water wells were built or constructed and this water is used by citizens who live in the *Umudugudu* for other domestic works like construction and brick making and other kind of work. Additionally the construction of rain water harvesting tanks is



almost over. That water collected will help them to have water for their cows that PEI is going to give them, 'one cow one family'. Currently construction of biogas tanks is also in progress.

**Figure 4: Rain Water Harvest Tank**



UNDP's approach to planning, monitoring and evaluation ensures an objective basis for performance assessment during planning and design. More specifically:

- Programmes and projects have clear and unambiguous objectives.
- For programmes and projects with several objectives, a clear articulation of the cause-and-effect relationships that link the objectives.
- Performance indicators that provide a valid, reliable and practical basis for judging whether each objective has been met.
- Precise targets that define expectations of quantity, quality and timeliness for each indicator. Realistic plans for collecting baseline and performance data for each performance indicator.

Productive capacity of the poor being enhanced, for example, in biodiversity programme is immeasurable and has no outcome indicators. Similarly for programmes that target capacity development is enhanced as outcomes are dependent on other factors far beyond the programmes and even when identified are not attributable to the programme. The characteristics of a good outcome indicator are its evaluability. Evaluability can be defined by clarity in the intent of the subject to be evaluated, sufficient measurable indicators, accessible reliable information sources, and no major factor hindering an impartial evaluation process. The monitoring of activities has been very good, partly because of the requirements of performance contracting<sup>60</sup>. These are good outputs but they do not address programme outcomes or impact.

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<sup>60</sup> Ministry of Agriculture and animal Husbandry (MINAGRI), 2009

The UNDP is best placed to emphasize upstream policy work such as advisory services, advocacy and capacity building and should focus less on the implementation of programmes and projects with limited development impact where possible. Evidently, as part of reform efforts, the UNCT in Rwanda has been able to emphasize its comparative advantage in policy strengthening. Successful projects are those that have been proposed within the context of an already designed national programme (such as EDPRSP, UNDAF or Country Programme).

**Table 5: UNDAF Outcome Status**

| Outcome <sup>61</sup>   | Indicator(s)   | 2008 Baseline | Targets Outcome 2012 | Latest Value(2010) | Progress to Target* | Reason for Trend <sup>62</sup>                                  |
|---|--|---------------|----------------------|--------------------|---------------------|---|
| An enabling policy framework to support an effective system for environment management and ecosystem conservation established;                                    | Forested land as percentage of land area (%)   |               | 25.0                 |                    | Green               | Greatest UNDP strength is upstream policy arena.                |
|   | Ratio of Area Protected to Maintain Biological Diversity to Surface Area (%)         |               | 10                   | 12                 | Green               |   |
| Capacity at national, district and community level to restore and protect ecosystems of national and global importance against potential degradation strengthened | Proportion of the Population with Sustainable Access to an Improved Water Source (%) |               | 82.0                 | 64.0               | Yellow              | Monitoring data unavailable.                                    |
|   | Proportion of the Population with Access to Improved Sanitation. (%)                 |               |                      | 8.0                | Red                 | Previous data shows negative trend. Presently data unavailable. |
| Economic productivity enhanced using natural resources in an environmentally friendly way.  |  |               |                      |                    | Red                 | Data unavailable  |

While planning has focused on nationally owned development priorities and results, and reflected the guiding principles of national ownership, capacity development and human development, monitoring and evaluation has not received the same emphasis. Baseline information, which generally exists for the entire country or applicable to very few programmes, further investments need to be focused on monitoring of restored habitats, best practices and lessons learnt. The programme has not continuously tracked the achievements towards outcome indicators.

<sup>61</sup> Defined as “short- to medium term change in development situation. Also means “first, positive result or immediate result, prerequisites, short and medium- term results”.

<sup>62</sup> Assessed according planning (risks and assumptions), stakeholders (marginalized groups, poor rural communities, minority groups) analysis, Implementation modalities, management capacities, financial flows, etc.



## PART 3: CHARACTERISTICS OF UNDP'S ENVIRONMENT PROGRAMME

### 5. Characteristics of UNDP's Environment Programme

#### 5.1 Distinctive Characteristics and Features of Programmes

In strategic orientation, it is possible to examine who we are, what we do, and where do we want to go so that we may define strategy appropriately. Table 6 below shows the characteristic features of UNDP's Environment Programme.

**Table 6: Characteristics and Features of UNDP's Environment Programme**

| Project   | Distinctive characteristics and features   | Role as Partner <sup>63</sup>   | Performance   | Reasons for performance   |
|---|--|---|---|---|
| Capacity for sustainable land use and management  | Rwanda ratified UNCCD on 22/10/1998 and is eligible for funding from GEF. Strengthens budgeting process                      | UNDP; GOR ministries, CSOs <sup>64</sup> , private sector, Funds from GEF.  | Capacity developed in 4 districts; 4 demonstration sites in each district; NAPA completed; Facilitation for MoAgri. | Benefits from PEI; NBI-NTEAP, Kagera Trans-boundary Agro-ecosystem management Programme (TAMP)                |
| Rwanda Poverty and Environment Initiative (PEI)   | Involves policy and budgeting (capacity as well as resource mobilization) for environment                                    | UNDP, UNEP, MINELOC, MINECOFIN,   | Environment mainstreamed 140 DTOs, budgeted, and planned at district level <sup>65</sup> .                          | Excellent achievements. Excellent media communication; Empowers community.                                    |
| Strengthening Biodiversity conservation capacity in the Forest Protected Area System                  | Adopted from ratified MEA; Works with several CSOs covering biodiversity, community-related issues, forests and environment. | CSOs Funding half of all co-finance from GEF and MINELA   | DEMP provided a model for natural resources management at community levels.   | Empowers community  |
| Technical Assistance and Equipment Programme for 3 Regional and Recovery/Recycling Centers ODS (TPMP) | Involves regulation, capacity development, investment and awareness  | UNEP; UNDP  | Performance at 44% (MINFICOM)   | Programme is on course to meet the 85% reduction target set for 2007. Complete phase out by 1st January 2010, |
| National Environment Youth Project (NEY <sup>66</sup> )   | Income generating environmental activities targeting the youth   | Rwanda Environment Management Authority (REMA), Ministry of Natural Resources (MINIRENA) and the National Youth Council <sup>67</sup> | Implements National Youth Policy Targets 17 districts   | Why so much success and yet there are so many stakeholders  |
| Decentralization and  | Capacity at all levels to  | UNDP, MINIRENA, REMA,   | National Policy for Soil  | DEMP 1 best practices   |

<sup>63</sup> This evidence was deduced from Project Documents from Stakeholders' Analysis.

<sup>64</sup> Includes Helpage, DUHAMIC-ADRI, CRS, CARE, German Agro-Action

<sup>65</sup> Between 2008 and 2009, environment-poverty-development links were explored and analyzed, mainstreaming tools were tested and shared, and action plans developed for mainstreaming across DDPs in MININFRA, MINAGRI. MINERA, MINICOM and MINALOC.

<sup>66</sup> Complimentary projects include DEM, PEI, GEF Small Grants Programme and PA projects.

<sup>67</sup> Other stakeholders include MINIREMA, REMA, MINAGRI, RARDA, RADA, MINALOC, MINECOFIN, Local NGOs and CBOs, Youth Association and UNDP

|   |   |   |  |  |
|---|---|---|--|--|
| Environment Management Project (DEMP II)            | restore and protect ecosystems of national importance against potential degradation strengthened. | MINAGRI, RADA, MINIFRA, MINICOM, RIEPA, ORTPN   | Management and Conservation 78 projects funded in 7 districts.   | being replicated in 23 districts <sup>68</sup> . Empowers community. |
| Consolidated Waste Management Project <sup>69</sup> | Involves policy, institutions and regulation change (waste separation, EIA). New technology.      | WHO, UNIDO, UN-HABITAT, UNESCO, City of Mainz in Germany                                  | Collaborates with City government.                               | Limited funding available.   |
| Joint Youth Project <sup>70</sup>                   | Ministry of Youth Affairs   | UNDP, WHO, UNESCO, UNIFEM, WFP, UNHCR, UNAIDS, UNOP, UNV, UNFPA, UNICEF, ILO, UN Habitat, | Not performing well. Overlaps with the NEYP Targets 15 districts | Limited budget. Lack of ownership.                                   |

UNDP's support focuses on provision of qualitative advisory services and building synergies from different environment-related sectors. From the table above, emphasis was placed on enhancing effectiveness and capacities of key national institutions mandated to promote environmental governance, state responsiveness and transparency. The UNDAF outcome is on course and several projects will be able to contribute to the outcome, a demonstration that integration and coherence is beginning to be achieved. Although it was meant to eliminate fragmentation, improve coherence and effectiveness at country level in the form of "One Identity", "One Leader" and "One Programme", several environment projects are still being implemented outside the UN system.

## 5.2 Programme Relevance

UNDP's support is relevant to Rwanda's sustainable development agenda and environmental priorities as articulated in the EPDRS and UNDAF and the long term Vision 2020 as well as those that are currently being developed. Through participatory processes, the relevant stakeholders formulate and implement their agreed programmes. The programme were country-owned and signed off by government ministries and coordinated by Ministry of Finance<sup>71</sup>.

There is good progress towards the achievement of the UNDAF environment programme outcome. The UN reforms have influenced the relevance of UNDP support to the environment sector to the Government of Rwanda because UNDAF is a contract between the UN Agencies and the government.

<sup>68</sup> Takes advantage of decentralization, say with MINALOC

<sup>69</sup> It is estimated that between 125 to 200 tonnes of solid waste is collected in Kigali daily and dumped at Nyanza dumping area

<sup>70</sup> The environment components of both National Environment Youth Project (NEYP) and the Joint Youth Program (JYP), where all relating UN Agencies are going to participate under One UN framework in order to support healthy youth development comprehensively including the environmental aspect, have the same goal to achieve environmental sustainability through participation of the youth.

<sup>71</sup> The "One UN" Steering Committee consists of 4 representatives of the Government of Rwanda, including a representative from the Ministry of Finance and Economic Planning (designated chair); - 4 representatives of the UN System in Rwanda including: two representatives from the Executive Committee Agencies and two representatives from UN Specialized Agencies; - 2 representatives of the development partners/donor community; - the UN Resident Coordinator.

The joint programmes, within the context of UNDAF, are being pursued to advance common objectives. National execution will continue to serve as the main execution modality. The Harmonized Approach to Cash Transfer will serve as a common operational framework for the country team to transfer cash to government and non-government implementing partners. UNDP will seek to apply programme based approaches and government led pool funding mechanisms in line with Paris Declaration principles. The country office will further reinforce the use of its integrated management system (Atlas).

### **5.3 Programme Efficiency**

UNDP has taken up UN and donor coordination under “One UN” due to its multilateral nature and perceived neutrality and technical and normative role of its specialized agencies. Its main focus is in policy advocacy and resource mobilization, and technical cooperation and capacity development. UNDP employs the highest amount of financial resources and effort to manage the environment portfolio. The potential advantages include reducing donor duplication, creating a basis for a frank and constructive dialogue between government, development partners and other stakeholders, establishing a shared evidence-based framework for analysis, strengthening government ownership of aspects of the agenda, and agreeing on arrangements for joint performance monitoring. A recent baseline study carried out by the External Finance Unit of MINECOFIN, for instance, showed UN agencies run up to 30 parallel Project Implementation Units (PIU), 2/3 of all PIUs, and that the vast majority of its resources come in the form of stand-alone projects (only 15% of UN resources are on budget and aligned with national priorities)<sup>72</sup>.

UNDP Environment Programme is presently manned by one Programme Officer and two Programme Associates. Plans are under way to recruit some UN Volunteers. The office manages 7 programmes. Project management has proven very time consuming for the small environment team, who have consequently had less opportunity to focus on more follow up, strategic or policy-related issues. Inefficient administrative systems within UNDP have led to significant delays in processing transactions and transferring funds, causing considerable frustrations among project partners and stakeholders. The programme managers have been obliged to focus more on project procedures and mechanisms than on working closely with grantees and executing agencies to enhance impacts and results.

The projects are scattered in many districts also seem to lead to a risk of overlap with other donor initiatives. Execution rates were discussed with both programme managers and beneficiaries. PEI had the highest score of more than 95%, DEMP and PAB 81%, NEYP 54%, ODS 44%. MINECOFIN budget execution report indicates that the total budget execution rate for the ENR sector for the period July 2009- December 2009 was 44.7% based on internal financing. The current MINECOFIN budget execution report does not disaggregate recurrent and development budget execution rates for the period under review. The ENR Sector is executing 17 projects of which six (6) are internally financed and eleven (11) externally financed. The total execution rate for the period under review is 50%. MINECOFIN budget execution evaluation report ranks DEMP at 81%, PAB 62%, NEYP 54%, PEI 53% and ODS 44%.

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<sup>72</sup> One UN Concept Paper, 2008

There are high levels of dissatisfaction among programme officers due to:

- Frequent funding delays,
- Frequent and sudden shifts and turns, for example, in budgets and reporting requirements,
- Lack of sustained technical input, and

Poor communications between UNDP and Programme managers on significant events taking place in the country office, or regular staff meetings and retreats.

These challenges undermine the trust agreed upon in the partnership, such as little or no feedback on progress, no discussion or information on budget cuts, etc

#### **5.4 Effectiveness, Results and Sustainability**

Aid effectiveness by the UN system still falls far short of the targets set by the Paris Declaration. There are weaknesses in providing consistent and quality data regarding programme activities, as well as the slowness, multiplicity and complexity of UN procedures. In addition, UNDP uses the National Execution (NEX) as compared to agency execution in all its programmes. For effectiveness, capacity development depends on accountability, ownership, learning-by-doing and the experience of national participants. National execution covers a large portion of activities national authorities are responsible for the management and implementation of UNDP-supported projects and programmes. The advantages of national execution vary from programme to programme, but in all, there was a sense of national ownership, not only amongst programme managers but also amongst the beneficiaries that were field visited. National execution opens up opportunities for local people to gain experience and will ensure also a greater technical continuity after programme is ended. The UNDP Environment Unit benefited greatly from the decentralized approach to management which ensured greater responsiveness to local conditions. However, project success depended also on broader issues of salary and staff levels, availability of financial resources and political conditions.

Several UN agencies have overhead costs in excess of 50% of total programme costs. The UN system currently has more than 400 staff in Rwanda, for a total budget of US\$30 million in 2005. UN system's efficiency and adequate positioning for upstream policy advice, since close to half of the staff is engaged in General Services, and only 10% is at high position<sup>73</sup>. The creation of the PPOC has proven to be an innovation that has enhanced the quality of planning and implementation of the One Programme. More emphasis has been placed on promoting more Joint Programming through joint interventions. To this effect, the UNDAF theme groups have been empowered and encouraged to develop more joint interventions to be funded using the One Fund.

UNDP Rwanda's support is majorly focused on capacity development, advocacy on environmental/natural resources issues and policy advisory services. The programmes promote government control, use local knowledge and community participation and, because of multi-stakeholders, forge linkages amongst the various actors and levels of national programmes, groups and organizations. A cross-

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<sup>73</sup> Concept Paper 'One UN' in Rwanda Signed on 5 April 2007

sectoral strategy for poverty reduction, sustainable livelihoods, environmental sustainability and gender mainstreaming is made operational through processes based on partnerships with development partners, government and civil society. In this respect, UNDP has responded as a coordinator and facilitator of development assistance in ways that leverage scarce resources, react to changing needs of the Government, focusing on activities where it has comparative advantage and global experience based on its networks in 166 countries.

UNDP's capacity development will be sustainable because the programmes reflect the political and socio-economic imperatives such as:

- Responsive to the needs of people and stakeholders, and as articulated in national policy.
- Participatory decision making in formulation and implementation of the programme.
- Transparent and without suspicion by any quarter, there is free flow of information.
- Equal access to opportunities and assets to both men and women.
- Accountable so that the political leadership, decision makers in government, the private sector and civil society are accountable to the public as well as to institutional stakeholders.
- Community-driven consultations and consensus amongst differing interests.
- Effective and efficient-individuals, processes and institutions produce results that meet those needs, while making the best use of resources.
- Strategic-based on long-term societal vision, viz, Vision 2020, EDPRSP, etc and reflecting analysis of full range of opportunities and strengths in the country.

The projects have promoted effective community-based Natural Resources Management in Rwanda. Communities have formed cooperatives and associations and quite promising in terms of sustainability. Democratization, informalisation and decentralization in governance are forcing a rethink of natural resources management, a process that is rapidly gaining credence in Rwanda. National ownership and execution is reducing the need for donors to be directly involved in programme and project implementation. A broader, more complex view of capacity development is thus emerging. It goes far beyond training or systems and structural improvements of formal organizations. It means a society-based approach, building consensus around national goals and programmes, using existing capacities, focusing on people and incorporating characteristics of good governance, while taking the larger policy-related enabling environment into account and placing technical cooperation and official development assistance in a supportive role. These all underpin UNDP's approach to the development and improved use of existing capacity. The existence of a wide range of stakeholders involved in environmental management (development partners, NGOs, Private Sector, decentralized government structures, public and private institutions) is a very good opportunity for the management of natural resources in Rwanda.

Sustainability hinges on human and sustainable financial resources. The extent to which UNDP established mechanisms to ensure sustainability of the environment interventions is through participatory approach in designing and implementation of the projects. For example by controlling soil erosion, agricultural productivity is restored, but the river banks of Nyabarongo River System are stabilized also. Such an integrated approach has been adopted to ensure that the youth and small scale

farmers undertake income generating activities to improve their livelihood and to be able to continue performing after project completion. The Youth have opened savings accounts and many are investing in micro-enterprises through the Rwanda Development Bank. Additionally there is income generating activities in the buffer zone zero grazing associated with Government sponsored “One Cow Initiative”.

The NEYP has benefitted from linkages with other related projects from which lessons are learnt and synergies are built, and linkage with other policy and strategic developments in environment sector. However, the long time sustainability of the project depends on the ability of the youth and farmers to pay for the costs and make profit and savings to continue their activities and for further investments in soil conservation activities, farming and waste management activities and related businesses.

There are incremental benefits that are adding value from project implementation. The project is, therefore, beneficial to the farmers and the youth and a profitable venture. The rural communities (farmers) will have funds not only to pay back the micro grants they will be getting from the project but also to sustain the conservation activities and farming after the completion of the project. The rural youth managing the river banks and cleaning the rivers of water hyacinth will also have adequate funds to be able to sustain their activities after project completion. Environment portfolio can most effectively continue to support appropriate central authorities, local communities and civil society in improving environmental protection and natural resources management efforts in a long term perspective. The Youth are registering as cooperatives or associations that make them legal entities.

## **PART 4: PARTNERSHIP DEVELOPMENT AND STRATEGY**

### **6. Partnership Strategy**

#### **6.1 UNDP’s Strategic Partnerships**

The pursuit of “Development Effectiveness” is now, squarely, at the centre of the development discourse. Various initiatives have enjoined the major international actors—donor governments, national partners and multilateral agencies—in a search to improve aid efficiency through better harmonization, alignment and coordination. These include the Monterrey Consensus (2002) resolutions, the Rome Declaration on Harmonization (2003), the Strategic Partnership with Africa, and the Multilateral Development Banks’ Joint Memoranda on Managing for Development Results (2003, 2004). The UN-Delivering as One has formed a strategic partnership between the UN Agencies and the Government, with the Ministry of Finance and Economic Planning providing overall coordination, and other stakeholders. All ministries of the Government are partners in the activities planned in the UNDAF, as are all relevant NGOs. The partnerships also extend to bilateral and multi-lateral donors who – like the UN – are organized around the EDPRS and Vision 2020 to ensure harmonization and alignment of development efforts<sup>74</sup>.

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<sup>74</sup> UNDP Rwanda, 2008. Common Operational Document for the UN in Rwanda

The partnership is appropriate and has four key characteristics, namely:

- Through this partnership, the Government and the UN Agencies are seeking to address the development vision, goals and aspirations of the people of Rwanda as expressed in Vision 2020 and the EDPRS 2008-2012.
- The Partnership apportions implementation responsibilities to the Government as well as to the UN Agencies and the present agreement runs from January 1st 2008 to end December 31st 2012, which is the same period as the UNDAF and the EDPRS.
- The Common Operation Document (COD) operationalizes the UNDAF and it represents a contractual agreement on the key activities to be undertaken during the five year period to fulfill the UNDAF results as well as GoR vision and aspirations.
- Operational modalities governing the relationship between the Government and the UN Agencies including financial, technical or material support to the Government have been discussed in a transparent manner and agreed upon.
- While the existing cooperation agreements between the Government and the different UN Agencies will continue to apply, those UN Agencies which do not have an agreement yet the cooperation agreement of UNDP will apply.

UNDP is one of the implementing agencies of the Global Environment Facility (GEF) administering full and medium-size grants and also has administrative oversight of GEF's Small Grants Program. UNDP GEF's Small Grants program supports civil society organizations' (CSOs) initiatives in natural resource management and sustainable development as a strategic approach of fighting against poverty and promoting local governance. The focus area includes biodiversity, climate change, international waters, land degradation, persistent organic pollutants (POPs) and climate change adaptation. Biodiversity projects, the majority of the cases funded, support or promote the conservation and sustainable use and management of biodiversity in ecosystems. Additionally, UNDP provides the team to coordinate the Equator Initiative, which awards the Equator Prize<sup>75</sup>. Table 7 below provides the types of partnerships that UNDP currently has with various UN Agencies, CSOs and community groups and the contribution towards achievement of outcomes.

The present M&E simply tracks activities and outputs; hence outcome evaluation cannot support assertions of causality or explain why a certain level of outcome was achieved. For this reason, outcomes barely are measured; partly due to lack of data caused by the weak system of data collection in the sub sector of environment. Where data exists, their credibility and quality are doubtful. Poor mainstreaming of environment in other sectors which contributes to environmental degradation as a result of actions by these sectors are hardly reported, partly because of weak coordination of the sector activities including collection of data from stakeholders. Weak integration of environmental indicators in NISR data collection and analysis processes are still to be addressed based on results of PEI project.

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<sup>75</sup> The Equator Initiative is a partnership of UN agencies, national governments, and other organizations to support local approaches for poverty reduction and biodiversity conservation. The Equator Initiative awards the Equator Prize for innovative biodiversity conservation to multiple recipients on a cycle of every two years.

**Table 7: Partnership Arrangements and Management of Environment, Natural Resources and Land**

| Types of partnerships  | Role of UNDP  | Appropriate and effective   | Contribution to the achievement of the outcome           | Overall performance <sup>76</sup>  |
|--|---|---|--|--|
| UN and GoR   | Leadership, with the MINFICON   | Based on GOR policies and strategies; UN agency's comparative advantage.  | Flexible for other UN agencies, Accountability improved. | SWAp performance improved; Budgetary allocation for environment increased;                                       |
| Partnership among UN Agencies and other donor organizations (environment)                                      | Leadership  | EDPRS 2008-2012; Vision 2020  | Management and accountability arrangements are in place; | Collecting and compiling information which contributes to the annual Human Development Report; worldwide network |
| Multilaterals and bilateral;   | DFiD, SIDA, Netherlands,  | MDGs; Vision 2020   | Improved decision making mechanisms                      | Donor coordination   |
| Relevant NGOs  | Provides grants to CSOs   | GEF has an NGO Forum that discusses funding and governance issues.  | Support through GEF's Small Grants Programme.            | Funding is at decentralized level.   |
| Stakeholders' participation through decentralized system   | MoUs with the districts, i.e. NEYP  | Vision 2020; Benefit from UN Task Forces  | Diversity of skills in the UN agencies                   | Very responsive to the beneficiaries.  |
| Partners planning strategies (focus group discussions) and achievements with regard to the environment outcome | Joint planning and signing of the project document.<br><br>MoUs used with CSOs. | Ministries and Government departments participate in consultative processes as a part of the decentralization policy. |  | Awareness about the projects high. But beneficiaries seem not to be aware of the role of UNDP in the project.    |
| Knowledge and information management   | Knowledge networks, global info networks, etc                                   |   | Played a big role in policy and regulatory mechanisms.   | UNDP in 166 countries, working with them on their own solutions to global and national development challenges    |
| Resources Mobilization   | Resources mobilization; "One  |   |  | No resource mobilization strategy.   |

<sup>76</sup> This will also aim at validating the appropriateness and relevance of the environment's outcome to the country's needs and the partnership strategy and hence enhancing development effectiveness and/or decision making on UNDP future role in environment.



|                           |   |   |                                     |  |
|---------------------------|---|---|-------------------------------------|--|
|                           | UN Fund for Rwanda”; SWAPs, Donor coordination meetings, etc                |   |                                     | Better coordinated funding arrangements                      |
| Monitoring and Evaluation | Office of RC produce a consolidated Annual Report on the Planning Documents | Data harmonized, capacity developed through <i>RwandaInfo</i> , Aligned fully to EDPRS systems and controls <sup>77</sup> | Flexible for individual UN Agencies | Extent of M&E contribution to increased programme efficiency |

## 6.2 Strategic Positioning of UNDP

UNDP was designated the Lead UN agency for UNDAF Result 1 related to good governance enhanced and sustained; UNDAF Result 4 on Environment; administrative agent of the One UN Funds; and chair of the UN operations Management Team (UNOMT). The Vision was *“to provide quality advisory services, and contributes to the development of national capacities in order to achieve Rwanda’s development goals”*. The vision is well aligned to UNDP’s portfolio. The mission was *“UNDP Rwanda, through the UN delivering as One process, will contribute to providing effective and efficient support to the Government of Rwanda in achieving the MDGs as well as in the areas of Governance and Environment.”*

Good communication results in strong stakeholder buy-in and mobilization as well as building a knowledge management base for the Environment Programme. Additionally, communication improves clarity on expectations, roles and responsibilities, as well as information on progress and performance thus facilitating scaling up of successful practices. This clarity helps to ensure optimum use of resources. For the foregoing reasons, the Office of the Resident Coordinator requires strengthening with a communication specialist to be working in close collaboration with the agencies’ Communication Officers. Essentially there is no communication strategy in general and specifically regarding the services and products of the Environment Unit. Little information is available on benefits, progress and continuous engagement between the stakeholders on projects in the Environment Programme Unit. Project fliers were neither obtainable from the UNDP offices nor at REMA. Additionally, there has been little communication demonstrating a clear breakdown of tailored UNDP services and having comparative advantages relative to other development organizations in the environment result area.

Table 8 examines the key functions/result areas, criteria of assessment and evaluation of areas of UNDP’s Environment Programme Unit. Key areas of strength is the quality u/s advisory services on environment to the government, management of environment programmes and supervision of environment teams, building strategic partnerships and support in resources mobilization, contribution to delivering as one initiative and facilitation of knowledge building and management.

<sup>77</sup> Done through GOR collaboration with UN Agencies to produce National Human Development Reports, UNGASS Reports and MDGs Reports

**Table 8: Key Functions/Result Areas, Criteria of Assessment and Evaluation**

| Key Functions   | Criteria  | Achievement  | Reason for Achievement   |
|---|---|--|--|
| Quality upstream advisory services on Environment to the Government       | Research and analysis, emerging issues, and identification of entry points for UNDP, innovative areas and proposals   | Wide range of advisory services about issues and programmes, relevant to land, environmental strategies, EIA, climate change (CDM), disaster management. | UNDP will continue to serve as the Nile Basin Initiative/GEF/Small Grants programme partner. Highest achievements in upstream policy advice <sup>78</sup> .  |
| Management of environment programmes and supervision of environment teams | Quality control, effective application of RBM tools, strategic oversight, M&E and audits.   | COD and AWP's accomplished.  |  |
| Building strategic partnerships and support in resources mobilization     | Promotion of partnerships on resources mobilization and programming. Meets partner needs by offering specific, tailored services to these partners; Mobilizes resources for the benefit of the country. | Global Environment Fund (GEF) for protected areas; Resource mobilization lackluster; no strategy on resources mobilization                               | Other programmes support private sector and CSOs in environment and governance projects;   |
| Contribution to Delivering as One Initiative                              | Contribution to other themes; Joint interventions; Participates in M&E within DaO framework; Preparation of other documents   | Joint programmes with good governance, gender and youth.   | UNDP collaborates with other UN organizations to carry out evidence based policy formulation on pro-poor, environment, and gender issues; Collaborates with UNAIDS to support national and decentralized institutions in coordinating and mainstreaming the HIV/AIDS response; Strengthens existing partnerships and forge new ones. |
| Facilitation of knowledge building and management                         | Facilitating creation of awareness on Environment, advocacy and synthesis of lessons learnt, capacity building and knowledge sharing culture.   | Capacity and practical skills training, waste management technology,   | Adequate evidence-based programming; weak monitoring and evaluation; support scaling up of the most promising practices and successful projects.   |

### 6.3 Critical Elements in delivering as one UN

The UNDP applies its procedures and uses national execution, which often is Government ministry or department. The aim is to enhance Government ownership and contribute to the sustainability of national systems but this can lead to serious delays. The UNDP works closely with its partners at every stage to ensure compliance with national procedures in the most efficient way. Evidently, community managed programmes involving diverse stakeholders will depict its own hitches at times. At the end of the accounting year in 2008, all programmes reported over 90 percent execution except TPMP that experienced under expenditure of US\$ 124,500 and spent a paltry US\$ 2, 814.04 only.

<sup>78</sup> See Biodiversity Programme, Disaster management policy, involvement in decentralization policy implementation.

**Table 9: Evaluation of delivering One UN<sup>79</sup>**

| <b>Objective: To improve the impact, coherence, efficiency and positioning of the UN system in Rwanda to enable it to better help Rwanda meet the MDGs and Vision 2020.</b>                       |   |   |  |
|---|---|---|--|
| <b>Characteristics of delivering One UN</b>   | <b>Extent Achieved</b>  | <b>Reason for Performance</b>   | <b>Comments</b>  |
| 'One Programme' as defined in the UNDAF.  | UNDAF/ COD completely aligned with the national objectives as defined in the EDPRS and Vision 2020.   | Supporting national policies and strategies are in place.<br><br>Strong leadership by MINIFIN   | Role of Communication critical to the success of the programme<br><br>Allow for a better alignment of its programme on national priorities.  |
| One Budgetary Framework including core resources and vertical funds both aligned to UNDAF. The responsibility for mobilizing and allocating rest with the UN Resident Coordinator <sup>80</sup> . | Additional resources mobilized by RC through Pooled Fund Allocation based on performance, and adherence to One UN framework   | Each UN agency pursued independent fund-raising strategies.<br><br>The UN RC through UNCT coordinates fund mobilization for 'One Programme' and allocates resources mobilized for funding gap | Inter-agency competition, overstepping of mandates and excessive focuses on projects.<br><br>Donor priorities and visibility concerns with insufficient regard for alignment with high level strategic objectives or opportunity cost. |
| 'One Leader' under the Steering Committee; "One UN Pilot" the UN Resident Coordinator   | RC responsible for ensuring implementation of One UN<br>- UNCT responsible for achievement of UNDAF Results.<br>-An integrated communication strategy for the UN system | Communication strategy not in place   |  |
| "One Office": All UN Agencies to improve efficiency and reduce transaction costs, by opting for pooled support services and by harmonizing procedures,  | - Efficiency gains through pooled support services<br>- Lower transaction costs by harmonizing procedures<br>- Common premises for One                                  | The 'One United Nations' programme to guide resource mobilization activities, focus on building and maintaining partnerships. RC to provide leadership in                                     |  |

<sup>79</sup> The UN System in Rwanda comprises 10 agencies (UNDP, UNICEF, WFP, UNFPA, FAO, UNHCR, WHO, UNAIDS, UNECA, UNIFEM) with physical in-country presence, four agencies with in-country representation through UNDP (UNV, UNIDO, UN Habitat and UNCDF) and four non-resident agencies (IFAD, UNESCO, UNEP and ILO). In addition, the UN Country Team comprises two Bretton Wood Institutions (WB and IMF), as well as two non-development agencies (MONUC and ICTR), which are not part of the 'One UN' Pilot.

<sup>80</sup> DFID, Norway, Spain and Sida have given meaningful contributions to the One UN Fund in 2008.

|  |                               |  |  |
|--|-------------------------------|--|--|
| reporting requirement and simplifying interactions with government and development partners. | UN to facilitate integration. | mobilizing funds for the 'One United Nations' programme activities. Guide for financial disbursements. UNDP shall focus assistance on improving capacities and supporting the national decentralization process. |  |
|--|-------------------------------|--|--|

A SWG has the benefit of the following:

- Overcome fragmented project based management in the ENR sector in favour of a coherent programme and budget framework that is aligned with the ENR Sector Strategic Plan (SSP);
- Scale-up the resources available to the sector through the development of programme areas and clear articulation of sector-wide priorities;
- Increase the level of integration of environmental issues in other sectors at both policy and operational levels including a coordinated monitoring and evaluation framework; and,
- Engage new partners in sector to achieve environmental objectives.

The overall goal of the ENR SWG is to ensure the sound management of Rwanda's environment and the sustainable use of its natural resources. The overall approach of the ENR SWG is to engage a wide range of the development partners involved in the ENR sector through regular meetings, and *ad hoc* meetings, initiatives such as field trips that facilitate assessments for monitoring progress as required to meet the objective

## **PART 5: PROGRAMME CHALLENGES, APPROACHES CAPACITIES**

### **7. Government Coordination Mechanisms in Environmental Management**

The pursuit of "Development Effectiveness" is now, squarely, at the centre of the development discourse. Various initiatives have enjoined the major international actors—donor governments, national partners and multilateral agencies—to improve aid efficiency through better harmonization, alignment and coordination. These include the resolutions of the Monterrey Consensus (2002)<sup>81</sup>, the Rome Declaration on Harmonization (2003)<sup>82</sup>, the Strategic Partnership with Africa (SPA) Mission To Rwanda: October 2002 Harmonization of Budget Support for the Poverty Reduction Strategy<sup>83</sup>, and the Multilateral Development Banks' Joint Memoranda on Managing for Development Results (2003, 2004)<sup>84</sup>. Through the delivery of key outcomes, outputs, and activities Environment Programme is expected to result in improved aid efficiency in support of poverty reduction.

<sup>81</sup> UN, 2002. Monterrey Consensus of the International Conference on Financing for development, Monterrey, Mexico, 18-22 March 2002

<sup>82</sup> Partner countries were asked to design country-specific action plans for harmonization and the bilateral agreed to support such harmonized plans.

<sup>83</sup> [www.spa-psa.org](http://www.spa-psa.org)

<sup>84</sup> Reports of the Working groups of the Multilateral Development Banks on coherence and aid effectiveness

The questions for the present evaluation are whether transaction costs for Government-donor interaction resulting from i) efficiency savings from a reduction in duplicative activities; ii) increased delivery rates and; iii) rationalization of certain donor processes, where possible through aligning them behind Government systems have decreased or eliminated altogether.

Rwanda and development partners have embraced localized versions of the Paris Declaration and Accra Agenda for Action which includes context-specific goals, priorities and definitions, and detailed implementation plans. Since 2004, donors, through the Development Partners Coordination Group (DPCG), the Budget Support Harmonization Group (BSHG), and Sector and Cross Sector Clusters engaged the GoR in preparatory consultations and Joint Sector Review Meetings of the implementation of the EDPRS<sup>85</sup> through the biannual joint budget support reviews. Such coordinated actions fostered complementarities among donors in their support for the implementation of the EDPRS. In addition, Rwanda's Aid Policy<sup>86</sup> provides a framework for a strong partnership between the Government of Rwanda (GoR) and donors. An effective donor coordination arrangement, under the auspices of the Budget Support Harmonization Group (BSHG) is in place.

An annual Development Partners Meeting (DPM) between GoR and headquarters representation has been going on since 1995 Rwanda's development programme has been based on sustainable development; the annual meetings have subsequently been focused on dialogue between the GoR and its Development Partners (DP) on policies, strategies, and development programmes for which necessary funds could be mobilized. The main objectives of the DP are to provide a forum for:

- Policy dialogue between the GoR and its Development Partners. The Government openly engages in dialogue with donors on major policy issues and the strategic orientation of their partnerships.
- The GoR to showcase its major achievements and constraints in implementing its development programmes.
- The GoR to present its policies and strategic priorities for national development.
- Open discussion with regard to the management of external aid.

The 8<sup>th</sup> meeting of the DP emphasized the need for strong partnerships to implement the EDPRS to achieve sustainable economic growth and poverty reduction. The importance of three key areas of action emerging from Accra, namely, the need for donors to increase their efforts to align to country priorities; the need for joint work to promote mutual accountability and north-south partnerships, and the importance of open political dialogue. There is tremendous progress made to date by Rwanda in the implementation of its development vision, and in the strength of partnerships developed in the face of global challenges.

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<sup>85</sup> Joint Sector Review Summary report for DCPETA Sector Working Group, 20<sup>th</sup> April, 2010

<sup>86</sup> Government of Rwanda, 2006. Rwanda Aid Policy, Cabinet, July 26, 2006.

UNDP has supported GoR by strengthening its capacities by providing a technical assistant to and Programmatic Approach for planned 2009 capacity development in the Ministry of Economic Planning (GoR). As a result MINCOFIN assumed full responsibility of procurement of large contracts. The ministry also developed Development Assistance Database (DAD) and Donor profile module. The public administration and decentralization have been reformed in regards to local budgeting and local administration. The decentralization is being done through progressive localization of parts of central budgets and the institutionalization of performance contracts in line with Vision 2020 in all districts. Performance contracts to institutional and individual levels have been extended to central government administration as well.

The UN continues to play a pivotal role in aid coordination and management, supporting the Government of Rwanda in better harmonizing donor's interventions and strengthening the coordination framework under the leadership of the MINCOFIN. The aid effectiveness agenda has been broadened since the Accra High Level Meeting held in September 2008 calling for more responsive programming in light of the new aid environment. Under this aegis, the GoR and UNDP became the founding members of the International Aid Transparency Initiative (IATI) and jointly organized and hosted the first IATI. Establishment of an Office for Development Partnerships responsible for the following tasks:

- Support to the Development Partners Cooperation group and related donor-Government consultative mechanisms, including the establishment of an associated web site.
- Development of a technical working group for the Harmonization and Alignment for Programmes and Projects and associated activities, including initiating the development of indicators and pilot reviews for coordination in specific sectors.
- Establishment of a multi-donor basket fund for Aid Coordination, Harmonization and Alignment.

Rwanda's Aid Policy is the guiding framework which sets out how the GoR wishes to see the country's aid architecture develop. The policy was predicated on the fact that foreign aid has not always been provided in a way that enhances national ownership of development activities. The GoR is very clear in its priorities and principles, and seeks to ensure that all aid is used to maximize the benefits, make aid more effective, and in line with national priorities, simplify procedures, and enhance local ownership of development activities. The Policy was approved by the Cabinet on 26 July 2006<sup>87</sup>. The Aid Policy is clear that more aid needs to be made available to Rwanda in the form of grants. The GoR will accept aid whose costs are too high, insufficiently aligned to its priorities, or if there are excessive conditions tied to receiving the aid. It promises that donors and the GoR will work together to avoid duplication or crowding in certain sectors and sub-sectors.

## **8. Challenges and Risks to UNDP's Response**

The nature of the environment and natural resources management is that they are cross-sectoral in nature and therefore attract many stakeholders. The greatest challenge remains the utilization of natural resources to promote economic growth on the one hand, while simultaneously conserving

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<sup>87</sup> Republic of Rwanda, Rwanda Aid Policy, 2006. <http://www.devpartners.gov.rw/rap.php>.

natural resources, preventing soil erosion, deforestation and environment degradation on the other when majority of the population derive livelihoods from natural resources. There is need for enhanced collaboration of the sector (forestry, agriculture, energy, water, etc) as a whole.

Secondly, the environment and natural resources portfolio includes areas where there have been and continue to experience too many reforms at the same time in Rwanda, partly as a result of partly due to political expediency. The recent split of the ministries tends to disrupt reforms. There will always be reforms, and so, one must track them for their implications on budgeting and expenditure. Frequent split of ministries, changes in strategies and programmes, and delays in appointment of Project Manager lead to significant delays in project implementation. For example CDM policy is in National Forest Authority (NAFA) which limits its scope and visibility to the industrial players. Moreover, climate change policy and strategy, although is in REMA, receives very little attention. With these advantages, there will be need of additional incentives to the industry to adopt CDM.

The environment portfolio experiences still too much expenditure outside budget to other ministries, CSOs, CBOs as well as private sector. For example protected areas are under scrutiny of research institutes and foundations. MINECOFIN is increasingly bringing all expenditure on budget, development expenditure through CEPEX not aligned to functions of government. MINECOFIN is revising the Planning, Budgeting, and MTEF Guidelines to improve reporting on effectiveness. Public expenditure review (PER) for environment will require special attention because of its cross-sectoral nature which calls for inter-sectoral coordination.

Mainstreaming environment has equally been a challenge because other sectors are yet to appreciate the role of environmental management. There are inadequate national environmental accounting skills for environmental services as well as unreliable sources of funds for environmental management programs. UNDP is helping with capacity development of key national stakeholders (line ministries, national NGOs, the private sector, community groups) in support of nationally driven, high-leverage efforts. Integration of the four thematic focus areas is a key objective; developing capacities in one area is an entry point to address other focus areas. For example, poverty could include developing capacities to empower women and marginalized groups by decentralizing public services and by providing access to productive assets, new skills, credit, land, to market information and legal protection. PEI addresses key upstream issues (such as policy, regulatory frameworks and management of change) and provides downstream support, including catalytic demonstration projects and capacity development of high-leverage areas which will improve the impact of overall systems. Each programme may also be linked to improving the overall enabling environment.

Ethnic tensions rise, leading to hostilities particularly against minorities may be considered a significant risk to the programmes and ongoing reforms. However after the last elections, it appears that democracy is becoming more entrenched. The other risk has been the result of local government elections that may lead to withdrawal of political support for the decentralized environmental natural resources management regimes. The formation of cooperatives and community association will ensure resilience and sustainability of the programmes.

The Consolidated Waste Management Project has witnessed slow start, hiccups in implementation due to lack of resources, and delays in engaging consultants. The first activities such as awareness raising, media training, amongst many actually went on very well. The Government may have not been prepared adequately to deal with the results, i.e. need for provision of land for a new landfill site, or other complementing processes that did not take place as planned. The project requires review because of the time it has taken to implement as well as little or poor ownership.

**Table 10: Assumptions and Risk Management**

| Identified Risks   | Evaluation Response      |        | Response   |
|--|--------------------------|--------|--|
|  | Likelihood of Occurrence | Impact |  |
| Slow acceptance for environment and natural resources reforms                    | Medium                   | High   | Consensus building and clarity on reform process   |
| Inadequate resources for collaborative and/or joint interventions                | High                     | High   | High quality of programme/ project formulation   |
| Delays in procuring consultants and establishing PMUs                            | Medium                   | High   | Adequate upstream planning was necessary   |
| Institutional changes and some policy reforms for PEI                            | High                     | High   | Lack of consistency in sector representation and follow up of meetings and workshops, attendance of meetings/workshops by low ranking personnel who have limitations in influencing decisions. |
| Sudden change of local government priorities following elections.                | Medium                   | High   | Reallocation of resources  |
| Multiplicity of stakeholders in the environment and natural resources management | High                     | High   | Joint programming by UNDP/REMA/government.   |
| Reduction in government expenditure in environment and natural resources         | Low                      | Low    | Economy dependent on natural resources   |
| Partnership with the Government of Rwanda and bi-lateral and multilateral donors | High                     | High   | Dependent on the current political leadership.   |

In April 2009, the Environment and Natural Resources sector approved the sector strategic plan that was designed to support the implementation of the EDPRS. Presently, the ENR sector is engaged in a Sector Wide Approach (SWAp) development process whose ultimate goal is to create partnerships and commitments towards enhanced financing of the sector which will likely see improvements in sector performance. The development of the SWAp is being supported by “unpacking the Environment and Natural Resources Sector Strategic Plan (ENRSP)” into sub-sector strategic plans which will further refine the focus and therefore relevancy for effective implementation of the ENRSP. SWAp has the advantage that it brings together several development partners to develop one Action Plan for implementation.



## **PART 6: LESSONS LEARNT, CONCLUSIONS AND RECOMMENDATIONS**

### **9. Lessons Learnt**

- Successful projects are those that demonstrate high ownership, both in depth and breadth, in their formulation and implementation, and have immediate benefits to the communities (see for example NEYP).
- NEYP and Joint Youth Programmes are transforming the youth's lives through savings with MFI's in rural areas and engaging in income generating activities.
- United Nations Country Team (UNCT) continued support to GoR has enhanced ownership, harmonization, alignment and managing for results through mutual accountability.
- Strategic support given to the GoR to design and implement the proposed division of labor for development cooperation taking into consideration the comparative advantages of other development partners for effective donor coordination.
- Decentralization as a GoR policy has propelled most of the UNDP projects further than expected and needs to proceed so that the projects may have MoUs with the districts.

### **10. Conclusions**

- The UNCT will continue to focus more on upstream policy advisory support services and capacity building at all levels including in the private sector and civil society.
- UNDP's contribution in the Environment portfolio, representing the level of commitment, is fairly significant (more than 65%) compared to the other partners. Environment figures prominently in the new UNDAF where UNDP is the lead.
- UNDP Rwanda's internal capacity to provide technical support and have an authoritative voice in environment related policy dialogue remains inadequate due to limited human resources needed to play a consistently prominent role in the national dialogue on environment and give substantive technical support to the environment portfolio.
- Limited budget allocations coupled with delays in funds disbursements.
- The Environment programmes have value addition as a result of widening stakeholder involvement and extent of service management.
- PEI has built a series of knowledge assets and widened common understanding between poverty and environment. A key to success has been PEI's ability to link with, and insert themselves in, other larger policy processes, and to feed these processes with ideas, tools and opportunities.
- The Environment programmes have achieved more than 50 percent of targets.
- Where there are several funding agencies such as JYP, there is need to harmonize reporting arrangements.

- CDM lacks grounding in policy and legal framework. It is currently not integrated into national development plans and programmes.
- Quarterly and annual programme reports are focused mostly on activities and outputs and not on progress towards outcomes.
- UNDP's contribution to human and institutional capacity building of partners guarantees sustainability beyond UNDP interventions. In various degrees, UNDP has significantly contributed to the achievement of the outcomes through related project outputs.
- UNDP Rwanda has delivered successfully in upstream policy advisory and capacity building in all their environment and sustainable natural resources management and proved direct impact because the implementation of the policy is a downstream concern. However the PEI, SLM, NEYP demonstrate that policy, capacity and accountability go hand in hand.
- The UNDAF outcome is on course and several projects will be able to contribute to the outcome, a demonstration that integration and coherence is beginning to be achieved under "DaO".

## **11. Forward Looking Recommendations**

### **Programming**

- Review programmes that do not have complete logframes and clear outcome indicators. CDM in particular lacks any anchoring in law or policy.
- There is need to formulate more programmes that have a slant towards national reconciliation and healing as this is a contribution to Vision 2020. The projects could involve sharing of natural resources, learning from one another or joint district/sector efforts.
- There is need to expand capacity in environmental monitoring to ensure that environmental restoration goals are also achieved and measured.

### **Implementation**

- Facilitate knowledge sharing through annual programme managers' retreats and exposure to similar programmes in the continent.
- Capacity build programme staff on M&E to improve quality monitoring information for tracking outcomes and impacts. Such support will also strengthen national capacities in evidence-based programming, monitoring and evaluation.

### **Partnership arrangements:**

- UNDP should facilitate and promote South-South cooperation mechanisms among stakeholders, especially amongst representatives of the Youth programmes.

**Resource mobilization strategies:**

- UNDP should develop policy and strategy on resources mobilization to raise funds that are required to implement the Environment sector of the EDPRS and Vision 2020.

**Programme Extension:**

- Some programmes are behind schedule and therefore should benefit from no-cost extensions, or the money could be spent in reformulating a related but up scaled programme.

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## ANNEXES

### Annex 1: Terms of Reference

#### TERMS OF REFERENCE

##### Outcome Evaluation for UNDP Rwanda Environment Programme

#### 1. Introduction

UNDP Rwanda has just completed two years into the 2008-2010 Delivering as One Programme. One of the UNDP key programmes is the Environment Programme. To measure the impact of this programme, UNDP Rwanda has decided to carry out an outcome evaluation based on the result “Management of environment natural resources and land is improved in a sustainable way”.

Environment is one of the two pillars of UNDP interventions under the United Nations Development Assistance Framework (UNDAF). UNDP supports the Government of Rwanda in environmental management, improvement and sustainable management of natural resources and land in an improved and sustainable way towards meeting the EPDRS, Vision 2020 and the Millennium Development Goals. Environmental mainstreaming in Rwanda’s next Economic Development and Poverty Reduction Strategy (EDPRS) and policy frameworks formed the core of UNDP support.

#### 2. Scope and Focus of the Outcome Evaluation

The overall objective of the outcome evaluation will be to assess how UNDP’s environment programme results contributed, together with the assistance of partners, to a change in development conditions. The purpose of the proposed evaluation is to measure UNDP’s contribution to the outcome outlined above with a view to fine-tune the current UNDP environment programme, providing the most optimal portfolio balance and structure as well as informing the next programming cycle.

##### 2.1 Evaluation Scope

The evaluation will cover pre- One UN Environment programme and current UNDAF period 2008- 2010 and UNDP supported environment programmes in Rwanda. It will examine the extent to which outcomes have been achieved. This outcome evaluation will assess progress towards the outcome, the factors affecting the outcome, key UNDP contributions to outcomes and assess the partnership strategy. The evaluation will also assess the portfolio alignment and its relevance to the UNDAF and Delivering as One.

**Outcome status:** Determine whether or not the outcome has been achieved and, if not, whether there has been progress made towards its achievement, and also identify the challenges to attainment of the outcome. Identify innovative approaches and capacities developed through UNDP assistance. Assess the relevance of UNDP outputs to the outcome.

**Underlying factors:** Analyze the underlying factors beyond UNDP’s control that influenced the outcome. Distinguish the substantive design issues from the key implementation and/or management capacities and issues including the timeliness of outputs, the degree of stakeholders and partners’ involvement in the completion of outputs, and how processes were managed/ carried out.

**Strategic Positioning of UNDP:** Examine the distinctive characteristics and features of UNDP's environment programme and how it has shaped UNDP's relevance as a current and potential partner. The Country Office (CO) position will be analyzed in terms of communication that goes into articulating UNDP's relevance, or how the CO is positioned to meet partner needs by offering specific, tailored services to these partners, creating value by responding to partners' needs, mobilizing resources for the benefit of the country, not for UNDP, demonstrating a clear breakdown of tailored UNDP services and having comparative advantages relative to other development organizations in the rule of law result area.

**Partnership strategy:** Ascertain whether UNDP's partnership strategy has been appropriate and effective. What were the partnerships formed? What was the role of UNDP? How did the partnership contribute to the achievement of the outcome? What was the level of stakeholders' participation? Examine the partnership among UN Agencies and other donor organizations in the relevant field. This will also aim at validating the appropriateness and relevance of the environment's outcome to the country's needs and the partnership strategy and hence enhancing development effectiveness and/or decision making on UNDP future role in environment.

**Lessons learnt:** Identify lessons learnt and best practices and related innovative ideas and approaches in incubation, and in relation to management and implementation of activities to achieve related outcomes. This will support learning lessons about UNDP's contribution to the environment outcome over the UNDAF cycle so as to design a better assistance strategy for the programming cycle.

The consultants will pay particular consideration to the following:

**a) Relevance**

- Extent to which UNDP support is relevant to Rwanda's sustainable development agenda and environmental priorities as articulated in the EPDRS and the UNDAF and those that are currently being developed
- Relevance of programme and project design in addressing the identified environmental priority needs in pre-One UN period and 2008 – 2010.
- extent of the progress towards the achievement of the environment programme outcome
- Extent of UN reforms influence on the relevance of UNDP support to the environment sector to the Government of Rwanda?
- Extent of UNDP'S contribution to environmental mainstreaming in national programmes.

**b).Efficiency**

- How much time, resources and effort it takes to manage the portfolio and where are the gaps if any.
- More specifically, how do UNDP practices, policies, decisions, constraints; capabilities affect the performance of the Portfolio?
- Extent of M&E contribution to increased programme efficiency.
- Roles, engagement and coordination among various stakeholders in the Environment Sector, One UN
- Programme in project implementation
- Synergies and leveraging with other programmes in Rwanda
- Extent of synergies among UNCT programming and implementation.

- Synergies between national institutions for UNDP support in programming and implementation including between UNDP and donors

#### **c).Effectiveness, results and sustainability**

- Extent of UNDP's effectiveness in producing results at the local levels in alignment to UNDPF, EDPRS, and MDGs Effectiveness of UNDP support in producing results at the aggregate level
- Extent of UNDP support towards capacity development, advocacy on environmental issues and policy advisory services in Rwanda
- Extent of UNDP's contribution to human and institutional capacity building of partners as a guarantee for sustainability beyond UNDP interventions
- Contributing factors and impediments and extent of the UNDP contribution to the achievement of the outcomes through related project outputs;
- Assessment of the capacity and institutional arrangements for the implementation of the UNDP
- Environment portfolio in view of UNDP support to the GoR and within the context of Delivering as One.
- Extent to which the portfolio projects promoted effective community-based Natural Resources Management in Rwanda
- Extent of UNDP partnership with civil society to promote environmental awareness in Rwanda

#### **d) Sustainability**

- Extent to which UNDP established mechanisms ensure sustainability of the environment interventions
- Extent of the viability and effectiveness of partnership strategies in relation to the achievement of the outcomes.
- Provide preliminary recommendations on how the Environment portfolio can most effectively continue to support appropriate central authorities, local communities and civil society in improving environmental protection and natural resources management efforts in a long term perspective
- Provide with participatory recommendations for improvement of the Environment portfolio for the remaining UNDAF period and Terms of References for the required staffing.
- Assess possible areas of partnerships with other national institutions, CSOs, UN Agencies, private sector and development partners.

Based on the above analysis, provide recommendations on how UNDP Rwanda Country Office should adjust its programming, partnership arrangements, resource mobilization strategies, working methods and/or management structures to ensure that the Environment portfolio fully achieves its outcomes achieved by the end of the UNDAF period and beyond.

### **3. Methodology**

The Outcome Evaluation will be carried out through a wide participation of all relevant stakeholders including the UN, the GoR institutions, CSOs as well as members of donor community, private sector representatives, multilateral and bilateral donors, and beneficiaries. Field visits to selected project sites; and briefing and debriefing sessions with UN and the Government officials, as well as with donors and partners are envisaged. Data collected should be disaggregated (by sex, age and location) where possible.



Based on the objectives mentioned above, the lead consultant will propose a methodology and plan for this assignment, which will be approved by UNDP senior management. A design matrix approach relating objectives and/or outcomes to indicators, study questions, data required to measure indicators, data sources and collection methods that allow triangulation of data and information often ensure adequate attention is given to all study objectives. However, it's recommended that the methodology should take into account the following, namely;

### **3.1. Desk Review**

- a) UNDAF and the COD (Country Operational Document) for a description of the intended outcome, the baseline for the outcome and the indicators and benchmarks used. Obtain information from the country office gathered through monitoring and reporting on the outcome. This will help inform evaluation of whether change has taken place.
- b) Examination of contextual information and baselines contained in project documents, the EDPRS, Vision 2020, UNDAF, COD and other sources. These documents speak to the outcome itself, as opposed to what UNDP is doing about it, and how it was envisaged at certain points in time preceding UNDP's interventions.
- c) Validation of information about the status of the outcome that is culled from contextual sources such as the COD or monitoring reports. To do this, consultant(s) may use interviews or questionnaires during the evaluation that seek key respondents' perceptions on a number of issues, including their perception of whether an outcome has changed.
- d) Probing the pre-selected outcome and output indicators, go beyond these to explore other possible outcome indicators, and determine whether the indicators have actually been continuously tracked.
- e) Undertake a constructive critique of the outcome formulation itself (and the associated indicators).

This is integral to the scope of outcome evaluation. The consultants can and should make recommendations on how the outcome statement can be improved in terms of conceptual clarity, credibility of association with UNDP operations and prospects for gathering of evidence.

- a) Desk review of existing documents and materials such as support documents, evaluations, assessments, and a variety of temporal and focused reports. In particular it will review mission, programme/project reports, the annual reports and the consultant's technical assessment reports.
- b) Interviews with key informants including gathering the information on what the partners have achieved with regard to the outcome and what strategies they have used including focus group discussions.
- c) Field visits to selected sites; and briefing and debriefing sessions with UNDP and the Government, as well as with donors and partners.
- d) Review and analysis of relevant documents including the GoR programmatic documents & reports, UNDP and UN Rwanda programmatic documents & reports, recent studies and research reports, developmental and social report( under suggested references)
- e) Critical analysis of available data with regards to the national guiding documents as well as the intended UNDP inputs to the GoR.

### **3.2. Primary Data collection**

Data will be mainly collected from the existing information sources through a desk review that will include the comprehensive desk review and analysis of relevant documents, information, data/statistics, triangulation of different studies etc. This phase will be comprised of:

- Interviews with all Key Informants and Players
- Questionnaires where appropriate
- Field Visits to project sites and partner institutions
- Participatory observation, focus groups, rapid appraisal techniques
- Validation workshop including all stakeholders, (partners and beneficiaries)

### **4. Outputs/Deliverables of the Evaluation**

1. Initial Work Plan (to be submitted with EOI)
2. Inception Report
3. Draft Environment Outcome Evaluation Report Validation Workshop Facilitated Workshop
4. Final Environment Outcome Evaluation Report. (. Evaluation Report Outline in review Handbook and ASRO-ESA Evaluation Advisory Services)
5. Expertise and Qualifications of the Evaluation Team

The Evaluation Team will be composed of an independent international team leader and one national who are knowledgeable and experienced in conducting outcome evaluations and have strong background on environmental issues. Gender considerations will be taken into account. The team members must have at least 10 years' experience in evaluation/research. At least one team member should have expertise in evaluations of Environment portfolios and on cross-cutting issues (gender equality and human rights).

#### **5.1. Specific Qualifications:**

- The team leader will be an International consultant with a strong background in participatory evaluation of development programmes
- Have sound knowledge and practical experience in programme development, planning and implementation, including experience in the UN development cooperation system
- Have several years' experience in working in developing countries, preferably in Africa
- Have strong communication, facilitation and management skills
- Have good team work experience and skills
- Experience in the application and implementation of gender-sensitive programmes as well as human rights-based approaches will be an added advantage
- A thorough understanding of RBM for programme development

The National Consultant must:

- Be Rwandan citizen
- Have at least 5 years' experience in evaluation process and techniques
- Have strong communication skills
- Have good experience in working in UN agencies will be an added advantage
- Have excellent reading and writing skills in English, French and Kinyarwanda
- Have a strong understanding of the development context in Rwanda and preferably understanding of the strategic environmental issues within the Rwanda context.

## **5.2. Roles and responsibilities of the Evaluation Team**

### **Evaluation Team's responsibility**

- Organizing the work and preparing an evaluation plan for the team; conducting briefing and debriefing; and facilitating productive working relationships among the team members
- Consulting with MTR Technical Committee and related partners to ensure the progress and the key evaluation questions are covered
- Assuring the draft and final reports are prepared in accordance with these Terms of Reference, especially the checklist for the assessment of evaluation report (annex 3)
- Facilitating the meeting to present the main findings and recommendations of MTR, and discussing the proposed action plan to implement recommendations including changes in contents and direction of the programme.

### **Specific tasks of the team leader**

- Taking the lead in contacting Technical Committee regarding the Outcome evaluation related issues
- Organising the team meetings, assigning specific roles and tasks of the team members and closely monitor their work
- Supervising data collection and analysis
- Consolidating draft and final Outcome Evaluation Report and a proposed action plan with the support of the national consultant.
- Completing the final Outcome Evaluation with incorporated comments of the Technical Committee and key stakeholders,
- Submitting the draft and final Outcome Evaluation report and a proposed action plan to the Resident
- Representative, the Country Director and the Technical Committee on schedule
- Presenting the Environment Outcome Evaluation results and facilitating the meeting
- Specific tasks of the team member
- Following the tasks assigned by the team leader and defined in Outcome Evaluation working timetable
- Data collection and analysis
- Providing written and verbal inputs to the Team Leader for the development of the Outcome Evaluation Report
- Participating in the process of writing the Outcome Evaluation reports assigned by the team leader
- Participating in all meetings needed
- Collecting all comments on the Outcome Evaluation report and participating in the report revision process

## **6. Duration and Work Schedule of the Evaluation**

The consultancy will be conducted for a period of thirty five (35) working days in the months October-November 2010

## **Activity Deliverable**

- Evaluation design, methodology and detailed work plan
- Inception Meeting Initial briefing Report
- Documents review and stakeholder consultations Draft Evaluation
- Field Visits Report
- Data analysis , debriefing and presentation of draft Evaluation Report
- Validation Workshop
- Finalization of Evaluation report incorporating additions and comments provided by all stakeholders and submission to UNDP and GoR
- Final Environment Evaluation report

## **7. Management Arrangements**

The Evaluation Team will report to the Evaluation Steering Committee composed of one Government of Rwanda Representative, one UNDP representative, one UN representative and one partner NGO representative.

The Environment Programme Manager will manage the evaluation and provide logistical support. The M&E Advisor will provide technical guidance on evaluation and ensure independence of evaluation process, that policy is followed.

### **Annex: Suggested Reference Documents:**

1. Republic of Rwanda, Rwanda Vision 2020 Republic of Rwanda, Economic Development & Poverty Reduction Strategy (2008 – 2012), September 2007
2. Republic of Rwanda, Annual Progress Reports on the implementation of the Economic Development and Poverty Reduction Strategy (EDPRS) – 2008
3. Republic of Rwanda, Rwanda Aid Policy, 2006
4. United Nations Rwanda, One UN 'Delivering As One' in Rwanda Concept Paper, April 2007
5. United Nations Rwanda, UNDAF 2008-2012
6. United Nations Rwanda, One UN Programme Rwanda, Common Operational Document (2008-2012)
7. Consolidated Annual Work Plan (CAP) 2008, 2009
8. UNDP Annual Reports
9. UNDP progress reports
10. UNDP Annual Work Plans
11. UNDP Handbook on Monitoring and Evaluating for Results
12. Ethical Code of Conduct for UNDP Evaluations;
13. Guideline for Reviewing the Evaluation Report;
14. UNDP Results-Based Management: Technical Note
15. Project Documents and relevant reports
16. Other documents and materials related to the outcomes to be evaluated (from the government, donors, etc

## Annex 2: UNDAF Results Matrix 2008-2012

National Priority: Optimal use and sustainable management of environment and natural resources  
2012 UNDAF Outcome: Management of environment, natural resources and land is improved in a sustainable way

| Agency Outcomes   | Outputs   | Role of the Partners   |
|---|---|--|
| <b>Outcome 1.</b> An enabling policy framework to support an effective system for environment management and ecosystem conservation established | 1.1 Policies, regulations, guidelines and standards for environment protection developed and implemented at central and decentralized levels (UNDP, UNEP) | <ul style="list-style-type: none"> <li>- UNDP to facilitate donor coordination, fundraising, and support to project implementation</li> <li>- UNHABITAT to support urban environment policy, planning and project implementation</li> <li>- UNEP to provide policy advice, financial and technical support to projects</li> <li>- NGOs and Private sector to provide technical inputs</li> <li>- MINECOFIN to coordinate fund mobilization and allocation to</li> <li>- Ministries/sectors</li> <li>- MINELA/REMA to develop policies and regulations and coordinate activities during implementation and conduct M&amp;E</li> <li>- MININFRA/MVK to develop policies and coordinate urban environment activities.</li> <li>- MINALOC/Districts to coordinate and implement projects.</li> <li>- MINICOM/RBS/RIEPA/RFPS to develop policies and standards and coordinate their implementation.</li> <li>- MINIJUST and MINELA to provide modalities for ensure security and conflict resolution.</li> <li>- UNIDO to support the establishment of Rwanda Cleaner</li> <li>- Production Centre (RCPC). Bilateral donors to provide financial support</li> </ul> |
|   | 1.2 Information management system for natural resources developed and operational (UNDP, UNEP, UNESCO)  |  |
|   | 1.3 Capacity for coordination of REMA and MINITERE in environment management and ecosystem conservation strengthened (UNDP, UNEP)                         |  |
|   | 1.4 Institutional capacity of REMA, MINITERE and local Governments to monitor the quality of natural environment strengthened (UNDP, UNEP)                |  |
|   | 1.5 Urban environment management strategy developed and implemented in all major cities (UNHABITAT, UNEP, UNESCO)   |  |
| <b>Outcome 2.</b> Capacity at   | 2.1 Strategies and action plans for rehabilitation  | <ul style="list-style-type: none"> <li>- MINECOFIN: resources mobilization</li> </ul>  |

|  |  |   |
|--|--|---|
| national, district and community levels to restore and protect ecosystems of national and global importance against potential degradation strengthened | of critical ecosystems developed, operationalized and made available to local Governments (UNDP)   | frameworks <ul style="list-style-type: none"> <li>- Districts: Use and management plans and implementation</li> <li>- MINELA: Enhance plans on wastes and contaminants.</li> <li>- MINAGRI: Support to control of pesticides and enhance natural fertilizers</li> <li>- ORTPN/REMA/Forest Office: implementation and monitoring&amp; evaluation</li> <li>- Donors (Netherlands, EU, WB, AfDB, IFAD, ) NGOs and</li> <li>- Projects: Technical and financial supports</li> <li>- Districts: water resources plans and management</li> </ul>  |
|  | 2.2 Capacity of communities and local Government for ecosystem and land conservation and rehabilitation strengthened (FAO)   |   |
|  | 2.3 Technical and operational capacity of districts for the management of wastes and contaminants developed (UNIDO, UNESCO, UNHABITAT, UNDP)                         |   |
| <b>Outcome 3.</b> Economic productivity enhanced using natural resources in an environmentally friendly way  | 3.1 Innovative practices for environmental friendly income generation activities adapted to the local context, and available to local Governments (UNIDO, UNHABITAT) | <ul style="list-style-type: none"> <li>- MINECOFIN to coordinate fund mobilization and allocation to</li> <li>- Ministries/sectors and resources mobilization for productivity</li> <li>- ORTPN to implement and ensure close monitoring</li> <li>- National and International NGOs : advocacy, implementation and resources mobilization</li> <li>- MINAGRI: Advise and support based natural resources</li> <li>- Productivity</li> <li>- Donors (Netherlands, EU, WB, ADB, IFAD, DFID) NGOs and Projects: Technical and financial supports</li> <li>- Districts: Awareness on natural resources productivity management</li> </ul> |
|  | 3.2 Industrial policies and practices that ensure environment protection developed and implemented (UNIDO, UNEP)   |   |
|  | 3.3 National forestry, water resources and land use master plans for effective agriculture and industrial growth developed, implemented (FAO)                        |   |
| Coordination Mechanism and Program Modalities  |  |   |

### Annex 3: Programme Profiles and performance ratings based on self Evaluation

| Project No. | Project Name   | Relevance/Linkage to priority                                      | Flow of funds                                       | Efficiency/Timely Execution                               | Effectivity/results/benefits and sustainability  | Self Rating | Overall Rating |
|-------------|--|--|---|---|--|-------------|----------------|
| 00044067    | Building Capacity for sustainable land Use   | Yes  | Delayed   |   | Effective in policy formulation and capacity development   |             | 60%            |
| 00046709    | Rwanda Poverty and Environment Initiative (PEI)  | Yes; ownership very high;  | Excellent; s/t delayed but resources available      | On time; very good media communication;                   | Impact already felt; pending evaluation in March.  | 80%         | 53%            |
| 00050174    | Strengthening biodiversity conservation Capacity in the Forest Protected Area System of Rwanda (PAB) | Yes  | Excellent   | On time, probably ahead of delivery                       | Impact already noticeable; MTR done;   |             | 62             |
| 00060325    | Terminal Phase-out management Plan (TMTP) Project  | Not yet understood; not well linked to priority;                   | Delayed   | Average; Delayed recruitment of staff                     | Evaluate and re-design project   |             | 44             |
| 00060880    | National Environment Youth Project (NEYP) <sup>88</sup>  | Yes  | Delayed; only ¼ spent midstream.                    | Average; update logframe; all funds spent by end of 2010  | Impact already noticeable; redesign and upscale;   | 78-80%      | 54             |
| 00060895    | Decentralization and Environment Management Project Phase II (DEMP II)                               | Yes  | Delayed   | Good; delayed staff recruitment and tendering procedures; | Impact already felt  | 81%         | 81             |
| 00070583    | Consolidated Waste Management Project  | Yes, priority project for RoR; poor (depth and breadth) ownership; | Limited; not forthcoming; no project coordinator;   | Delayed due to procurement; no project staff;             | Considered problematic; no waste management policy/frameworks; improvements at Nyanza landfill; redesign |             | 55%            |
| 00071981    | Joint Youth Programme Project in Rwanda <sup>89</sup>  | Average; limited (depth) ownership; 67% of population              | Delayed; budget too little pending to be mobilized; | All budgeted funds spent by end of 2010.                  | Redesign; unclear doc; mismatch of activities  |             | 78%            |
| 00062338    | Support for Clean Development Mechanism (CDM) Project <sup>90</sup>                                  | Average; redesign; manage from RDB/commerce                        | Delayed   | Delayed; recruitment of staff; low visibility             | Carbon policy in 2 <sup>nd</sup> draft; great potential for resources mobilization.                      |             | 68%            |

<sup>88</sup> NEYP is the most difficult project to rate. In 2009, the project completion rate was between 0% and more than 600%, demonstrating how multi-stakeholder programme can swing back and forth. Funds spent was 50% of the budget.

<sup>89</sup> JYP has several UNDAF outcomes and several Programme outcome. Very difficult to assess.

<sup>90</sup> DNA and Permanent Secretariat reinforced and operational, capacity of DNA to promote CMD promoted, capacity of s/h in project formulation built. Carbon policy in draft 2.