UNDP Rwanda: Governance outcome evaluation

Final report

Updated 2013



Contents

Acro	onyms2
Exec	cutive Summary3
1	Introduction6
2	Context9
3	The UNDAF11
4	Governance in Rwanda13
5	Outcome 1: rule of law17
6	Outcome 2: decentralisation, accountability and transparency21
7	Outcome 3: participation25
8	Outcome 5: evidence-based policy-making
9	Challenges29
10	Lessons learned31
11	Conclusions and recommendations33
Ann	ex 1: Terms of Reference46
Ann	ex 2: Analysis Matrix54
Ann	ex 3: References56
Ann	ex 4: Interviews59
Ann	ex 5: Aid architecture and DP profiles in governance62
Ann	ex 6: UNDAF Outcomes and Outputs and the proposed structure



Acronyms

AG	Auditor General
COD	Common Operational Document
CPAF	Common Performance Assessment Framework
CSO	Civil Society Organisation
DAD	Development Assistance Database
DoA	Deliver as One
DoL	Division of Labour
DP	Development Partner
DPAF	Donor Performance Assessment Framework
EDPRS	Economic Development Poverty Reduction Strategy
GBV	Gender Based Violence
GDP	Gross Domestic Product
GMO	Gender Monitoring Office
GoR	Government of Rwanda
IATI	International Aid Transparency Initiative
IP	Implementing Partner
JADF	Joint Action Development Forum
JGA	Joint Governance Assessment
JRLOS	Justice, Reconciliation, Law and Order Sector
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MP	Member of Parliament
MDI	Media Development Index
MHC	Media High Council
MINECOFIN	Ministry of Finance and Economic Planning
MINAFFET	Ministry of Foreign Affairs and Cooperation
MINALOC	Ministry of Local Government, Good Governance, Community Development
	and Social Affairs
NEC	National Electoral Commission
NHRC	National Human Rights Commission
NWC	National Women's Council
NURC	National Unity and Reconciliation Commission
00	Ombudsman's Office
PAC	Public Accounts Committee
prodoc	programme document
PSGG	Programme to Strengthen Good Governance
RCSP	Rwanda Civil Society Platform
RNP	Rwanda National Police
RPA	Rwanda Peace Academy
ROAR	Results Oriented Annual Report
Rwamrec	Rwanda Men Resource Centre
SWAp	Sector Wide Approach
ТА	Technical Assistance
UNCT	UN Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme



Executive Summary

Introduction

The report summarises the findings, conclusions and recommendations of an Outcome Evaluation of the governance programme in Rwanda, one of six pillars of the United Nations Development Assistance (UNDAF) framework. The UNDAF is aligned with the national plans of Rwanda and the Millennium Development Goals. The evaluation team used 35 person-days to review documents, carry out interviews with more than forty implementing and development partner representatives and data analysis. The summary findings, conclusions and recommendations were presented to the stakeholders and feedback incorporated. Further feedback was received from the Evaluation Steering Committee and incorporated wherever possible. The format of this report is in line with relevant UNDP guidance.

Evaluations such as this are heavily reliant on the available information: where that information is comprehensive, the analysis is robust. However, where the information available was incomplete or focused on the description of activities, the analysis is weaker. Few of these projects had been evaluated: the level of evidence available to show the contribution of UNDP to higher level outcomes across partners was weak. Attribution is therefore difficult in all but the most general terms.

The UNDAF

The UNDAF outlines the integrated response to national needs, highlighting 6 key areas for UN support. This is also in line with the Deliver as One programme which ensures common planning, implementation and monitoring. In governance, the UNDP supports key institutions to deliver on their mandates under 5 agreed outcomes. The projects of UNDP are mainly grouped under the first, second and third outcomes, with no specific projects under gender equality and one under the fifth: the spread of projects is uneven.

Governance in Rwanda

Rwanda has made good progress on many fronts in addressing the consequences of its turbulent history. The national development plan, the Vision 2020 has an explicit commitment to good governance, supported by the medium-term framework for implementation, the Economic Development and Poverty Reduction Strategy (EDPRS). Governance is prioritised as one of the three flagship programmes, broken down into elements related to reconciliation, transitional justice and the promotion of reconciliation and recovery. These are underpinned by an overall commitment to efficiency, transparency and accountability in public service. Significant support is available from Development Partners (DPs). In 2012/13, it is planned that donors will raise aid by 7%, to 298 billion Rwanda francs out of a total budget of around 1.4 trillion francs¹. Rwanda is now widely recognised as a model of good practice in aid effectiveness.

Outcome 1: Rule of Law

Progress against the EDPRS has been impressive. The overwhelming majority of targets have been met or exceeded (85%). The reduction of the backlog has exceeded the targets, the crime rate has reduced, prison overcrowding has been reduced and human rights' reporting has improved, although progress has not been consistent across years. However the trends are positive² and most indicators (9/14) score green, with plans in place to address the 3 red scores. Support to the Supreme Court has contributed to a reduction in the backlog of 80%. This has been shown through increase citizen satisfaction and a decrease in complaints. Specifically in Gacaca courts, training was extensive to ensure knowledge of the law. Training was also carried out by the Rwanda National Police on community policing resulting in increased confidence of the public in that institution. The National Unity and Reconciliation Commission has facilitated the formation of

¹ Reuters, May 22, 2012

² Justice, Reconciliation, Law & Order Sector, Joint Sector Backward Looking Review, FY 2010/11



hundreds of clubs and peace camps held in schools and universities across the country. These activities have been enabled by more strategic thinking and greater staff capacity within the NURC. The National Human Rights Commission has missed targets on case resolution and implemented activities but leaders in key target groups have been trained on Human Rights with follow-up showing that around 80% of trainees improved their knowledge.

Outcome 2: Decentralisation, accountability and transparency

In the area of decentralisation, two-thirds of districts achieved at least 80% of their service delivery targets. For the EDPRS overall, more than four-fifths of the targets set were met or exceeded, with the governance sector performing particularly well – 91% of targets achieved. The Ombudsman's Office exceeded its target of complaints resolved by a factor of three and complaints forwarded to the relevant body by a factor of twenty. Almost all civil servants completed asset declarations on time (98%) and targeted sensitisation was carried out. These activities should continue to address the limited positive perception shown in the Reconciliation Barometer.

Similarly, reforms and strengthened legal frameworks relating to the media and the Media High Council (MHC) should further improve the freedom of information, public perceptions of media freedom and the standing of the MHC. This will build on the achievements to date including the National Media Dialogues, radio programmes broadcast and tools for assessing media development which have been put in place.

Support to aid effectiveness has resulted in increased aid transparency through the Development Assistance Database, the finalisation of the Aid Policy Manual. This can be seen through the increased number of Sector Wide Approaches being used, and the increased volume of sector budget support. Rwanda was recognised as demonstrating good practice in Busan in 2010 and has hosted several visits from countries keen to learn.

Outcome 3: Participation in Democratic governance

UNDP provided support to Parliament including the establishment of a research unit, improvement of systems (e.g. a legislative drafting manual) and field visits which has contributed to better evidence in policy-making through research improved scrutiny and oversight and the capacity to draft legislative bills has improved. The National Women's Council aims to increase participation through improved strategies and communication. They have already exceeded targets in perception of empowering women (90% against 80% target) and mainstreaming of gender (80 organisations against target of 35). The women parliamentarian's forum has ensured participation in law-making specific to the protection of women and children's rights.

Outcome 5: Evidence based policy making

The National Institute of Statistics Rwanda played a significant role in the production of statistical data for effective policy making. The technical capacity of staff was enhanced and new publications developed.

, ,	findings	conclusions	recommendations
UNDP builds good relationships	IPs see: • Mutual trust • Respect • Alignment	UNDP has credibility and thus influence – vital in the sensitive area of governance	 Nurture the relationship Leverage, increasing advocacy on key issues
UNDP is a long-term partner	Most relationships are long- term, most with government bodies	Benefits include efficiency and ease of working, longer-term goals. This is seen as good practice, especially in governance. Risk is limited innovation.	 Keep the long-term nature Add specific focus to encourage innovation Expand CSO partners

Conclusions and recommendations

An analysis of the findings, together with the associated conclusions and recommendations is given below:



	findings	conclusions	recommendations
UNDP is often inefficient	 Funding delays Planning periods are out of sync Steering Committees too operational Procedures unclear/onerous 	 Funding gaps cause activity gaps and limit impact Missed opportunity to focus on results, be more strategic Risk that lack of predictability limits partner effectiveness Resources and goodwill can be wasted 	 Align years, streamline procedures, communication to IPs Improve induction for new IP Set target levels of service offered to IPs and monitor Clarify ToRs & guidance to Steering Committees to address strategic issues.
UNDP is flexible	UNDP has responded to individual requests for funding from partners	Adhoc requests for funding that fall outside of this programming framework limit effectiveness.	Clear communication of policies for more systematic adherence to procedures, workplans
UNDP data management is weak	 Hard copies rather than database Incomplete files Inconsistent titling 	Data is difficult and time- consuming to retrieve. This resource is being under-utilised.	Design, implement and monitor use of simple database. Stronger M&E + compliance with the knowledge management policy
Partner coordination is sub optimal	Partners rate coordination highly Opportunities exist for IPs to meet but limited opportunities for peer to peer learning	Opportunities for peer-to-peer learning and sharing experiences and good practice are not being maximised.	Use meetings to share learning, within themes and annual reviews to share good practice Update reporting templates to incorporate good practice
Portfolio is too wide	UNDP has many partners and programmes in governance	Many IPs and other stakeholders think this approach results in UNDP being "spread too thin"	Rebalance to increase impact: more money in fewer places. Use programme approach forimpact
Capacity development approach to be deepened	Approach is valued: includes training, equipment, systems UNDP is not keeping up with the pace Agenda for change in Rwanda is ambitious	Approach is appreciated but mechanistic Partners are maturing, needs are changing – the time is ripe for a new approach	Change approach from capacity building to capacity development (leadership, attitudes) plus outward focus (networks, relationships)
Understand and communicate gender success Use the Unique Selling Point	Few project documents state explicit approach to gender No partner mentioned gender Government has clear priorities and positive policies UNDP has important role in high level influencing Seen by many as a broker (govt,	There are examples of good tools, good practice and results that are not being shared between partners, despite the drive for high performance in this area There is real opportunity to use this advantage – do more and better	Gender should be explicitly included in design document, implementation and monitoring, with systematic sharing of good practice Maintain USP, but use more (e.g. AE, enabling environment, SWGs) Align internal systems to support
Improve M&E capacity of partners and UNDP systems Understand and	DPs) – vital role in governance Design (prodocs) do not adequately address M&E Wide range of partner M&E capacities Reporting habit is around activities, short-term and the focus finance (reports, audits) Good approaches in place (e.g. phasing, piloting, capacity	Partners – and thus UNDP have limited understanding of their real achievements Attribution of results is difficult Missed learning opportunities UNDP skills often substitute for partner skills This is vital to success yet under- reported	this (e.g. staff motivation) Each prodoc needs M&E framework and timeframe Results Based Management as part of capacity development Improve templates and reporting Invest more in evaluation Implement recommendations Exit strategies standard part of design, progress monitored in
communicate sustainability approach	building) Little explicit mention of sustainability in design	Little sharing of good practice	standard annual report Opportunities for sharing experience created in line with knowledge management policy.



1 Introduction

The purpose of this document is to outline the findings, conclusions and recommendations of the Outcome Evaluation of the Governance Programme in Rwanda for the United Nations Development Programme (UNDP). The bulk of the work was carried out over thirty-five person days in 2012 by two consultants of Delta Partnership (www.deltapartnership.com) and was further updated and revised in 2013.

Governance is one of six pillars captured in the United Nations Development Assistance Framework (UNDAF) 2008-2012, and is nested within the Government of Rwanda's (GoR) national development plans. These include the Vision 2020 and the Economic Development Poverty Reduction Strategy (EDPRS). The programme also contributes to the achievement of the Millennium Development Goals (MDGs).

a) Purpose

This evaluation was planned to fulfil multiple purposes. First of all, to understand the impact of the programme – the intended, medium-term changes at the institutional level, together with changes in group or individual behaviours that have been caused as a result of the programme. This information can be used by UNDP and other stakeholders as a tool for accountability and also to provide input to the future direction and approaches of UN and other programmes. More broadly, the results of this evaluation will be used for organisational learning, to improve understanding of what works and what does not and why that is so.

As well as analysing the outcome status and underlying factors, the evaluation assesses the strategic position of UNDP – what makes it distinctive as a stakeholder, what value it adds – as well as the strategy and tactics used in relationships with partners.

b) Methodology

The analysis carried out as part of this evaluation is based on the information available: secondary sources of data only were used.

In putting together this analysis, the consultants used a combination of techniques, including:

- document review, particularly:
 - programme design documents
 - o performance reports, particularly the 2011 annual report
 - reviews and evaluations carried out on the programmes, such as Output to Purpose Reviews and End of Programme Evaluations
 - $\circ~$ background documents on the situation of governance in Rwanda, including the Joint Governance Assessment (JGA) of 2008
 - \circ national development plans and policies including the Vision 2020 and the EDPRS
 - UNDP analyses of performance such as the UNDAF 2008-12, 2010_CAPs and Deliverables Analysis, the MTR 2010
 - UNDP Rwanda ROAR
- interviews using a Semi-Structured Questionnaire with over forty stakeholder representatives including:
 - o partners of relevant programmes (see annex for full programme/ project list)
 - o other Development Partners active in governance in Rwanda

The methodology is informed by key UNDP guidance, specifically the "Handbook on Planning Monitoring and Evaluation for Development Results" and "Outcome Level Evaluation: a companion guide to the Handbook on Planning Monitoring and Evaluation for Development Results" – see www.**undp**.org/



The findings, conclusions and recommendations were presented to stakeholders and a plenary discussion was held. Feedback from that session was incorporated in a draft report. Feedback on that draft was received from the Evaluation Steering Committee and used to update the contents of a further version. After receipt of further reports (particularly on performance of the programme), this final report was completed.

c) Caveat

There are real limitations in this analysis, and all data should be read with these limitations in mind.

It was difficult to get copies of reports from the partners, who referred us back the UNDP office, where data managements systems are not strong. Further analysis of these constraints and recommendations to address them are contained in this report. However it is vital to raise the issue in the introduction to bring out the limitations of the analysis which follows.

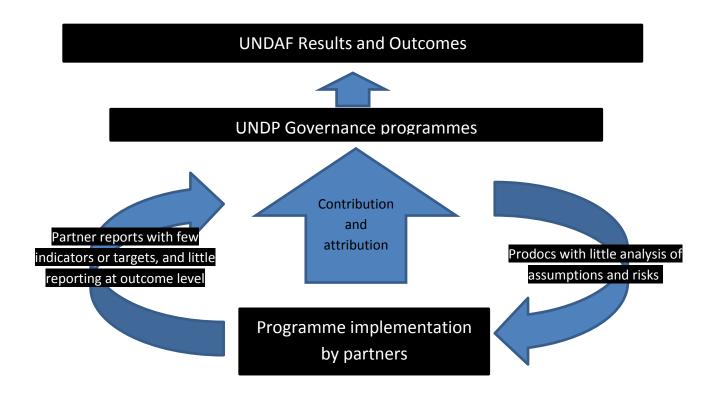
The way the current reporting system is set up, the data received from partners does not facilitate analysis at the outcome and impact level. Findings at this level were only available where an external evaluation had been carried out. Such evaluations have not been completed for all partnerships and the quality of impact analysis contained in the evaluations is not consistently strong. With weak and limited project evaluations, a full outcome evaluation would have required much greater resources than were available for this assignment.

Furthermore, in programmes with partners, there are few targets set, indicators are not robust severely limiting the ability to carry out an attribution analysis.

The work of UNDP clearly contributes to the overall progress in improving governance in Rwanda, as evidenced through measurement against selected indicators. However, closely linking the two elements, that is, analysing the degree to which the broader changes can be attributed to the specific support of UNDP is possible only in the broadest terms. A specific analysis of attribution would require more precise indicators and targets to be set at the programme and partner level. Addressing this is a recommendation contained later in the report (see conclusions and recommendations starting on page 33).

The diagram below illustrates the weaknesses in the current cycle. Because of these constraints in both planning and reporting, a "leap of faith" is required to link the UNDP supported programmes and the broader progress in governance in Rwanda. Where available, performance against targets is given. The data given is summarised from progress reports, evaluations (available for some programmes) and interviews with partners. Wherever given, information on outcomes is used, otherwise the analysis is on outputs. Furthermore, because of those different sources, the depth and quality of analysis varies across partner, with evaluations providing the best quality analysis.





Following this introduction, the context of governance in Rwanda is described, with a description of the UNDP's response. An analysis of performance in the area of governance in Rwanda follows, outcome by outcome, linked to the specific achievements and the contribution of partners. These findings are then analysed further in the last chapter and tied to specific conclusions and recommendations.



2 Context

a) The governance situation in Rwanda

The history of Rwanda is well documented and analysed³. The 1994 genocide, killed upwards of a million Rwandan citizens within 100 days. Up to two million people left Rwanda and went into refugee camps in neighbouring countries. The population was severely traumatised, infrastructure destroyed, and the Gross

Rwanda: Key statistics Population (2010): 10.6M GDP (2010): \$5.63 BN. Growth is forecast at 6.5% in 2012 and 7.8% in 2013 Infant mortality rate (per 1,000 live births - 2010): 59.1 Life expectancy (2009) : 54.7 YEARS Literacy rate (2009): 70.7% World Bank and EIU data Domestic Product (GDP) halved leaving 80% of the population in poverty. As a small, landlocked country with high population density, little capital and few natural resources, Rwanda has faced an unparalleled challenge in rebuilding a devastated and divided society.

From this starting point, Rwanda has made great progress in restoring peace and security. Rwanda now stands out as one of the peaceful and stable countries in the region. As a nation it is vigorously pursuing its vision of a middle income country with a knowledge-based economy.

Vision 2020 overarches the national plans and aims to achieve development through investing in good governance, and an efficient state, skilled human capital, a vibrant private sector, physical infrastructure, and modern agriculture. The Vision 2020, identifies the goal for Nation Building and Good Governance as "...a strong and secure nation, with high standards of political and administrative governance". Rwanda's Economic Development and Poverty Reduction Strategy (EDPRS) covers the period 2008-2012 and provides a medium-term framework for achieving the country's long term development aspirations of the Vision 2020, the seven-year Government of Rwanda (GoR) programme and the Millennium Development Goals.

Progress with implementing the country's EDPRS⁴ has been impressive. The overall objective was to reduce poverty from 57% of population in 2005/6 to 46% by 2012/13, a target already exceeded by 2011. A further target of reducing extreme poverty from 37% to 24% has also already been achieved. Since 2008, more than 85% of EDPRS targets have been met or exceeded, while for policy actions, the rate is 96%.

In terms of governance specifically, the Government has increasingly emphasised its importance, and prioritised it as one of the three flagship programmes of the EDPRS. Rwanda has often followed its own approach to governance, based, where appropriate, on traditional institutions. The priorities have been reconciliation, transitional justice, assisting survivors, reintegrating returnees and rebuilding unity and trust. Restoration of the rule of law has been a key factor in promoting reconciliation and recovery in Rwanda. Plans are in place to develop a regional comparative advantage in what is terms "soft infrastructure" in the EDPRS, namely aspects of governance such as an efficient public administration, transparency and accountability. It is also notable that Monitoring and Evaluation (M&E) is given as a priority: to ensure greater efficiency in poverty reduction required better policy implementation, enhanced coordination, sharper prioritisation of activities, better targeting of services and more effective M&E mechanisms

The Joint Governance Assessment (JGA)⁵ identified five broad challenges for governance in Rwanda: consolidating peace and security; promoting inclusive governance; strengthening the rule of law; enhancing accountability; and making the links between governance and broader development goals

³See for example, the UNDAF, the Joint Governance Assessment

⁴ Rwanda: Poverty Reduction Strategy Paper—Progress Report, IMF 2011

⁵ See Rwanda Joint Governance Assessment Report adopted by Cabinet.



Further analysis identified the law enforcement agencies and the judiciary as requiring a high degree of independence and integrity to ensure impartiality and non-interference in cases. Access to justice is another vital objective, but is challenging in the context of low-income countries such as Rwanda, which lack infrastructure and well-developed legal aid systems. Effectiveness and efficiency are also a requirement for delivering timely justice. This requires human and financial resources to create the necessary capacity in law enforcement, investigative and judicial processes.

Governance is defined by UNDP as "the exercise of economic, political, and administrative authority to manage a country's affairs at all levels, comprising the mechanisms, processes, and institutions through which that authority is directed."

The discussion of political rights in Rwanda must take into account the country's recent history, and to strike a fine balance between generating the diversity required for accountability on the one hand, and supporting the goal of bringing about greater unity and the restoration of trust on the other.

There are opportunities to strengthen accountability, by working with bodies that provide an oversight function monitoring government performance. Parliamentary oversight is an important source of accountability. The Senate and Chamber of Deputies maintain numerous standing committees, which can address issues of concern through oral questions, written questions, hearings and commissions of inquiry.

An analysis of Rwanda's performance within this environment, giving against key governance indicators is given on page below.

b) Development Partners in governance

Many of Rwanda's accomplishments attracted significant support from Development Partners (DPs) and thus substantial levels of international aid. At one point the government budget was more than 50% aid funded, and it remains significant today. The Government has received great credit for the way in which it has used aid effectively, encouraging DPs to work together more efficiently, with less duplication and in strong support of national leadership.

More specifically, a Division of Labour (DoL) agreed with DPs limits each to a maximum of three sectors where they should work and have a voice. There is an internal UN lead agency for each sector, and thus the UN agencies retain wide coverage as a team.

Five years ago, the Government began surveying donors and publishing a Donor Performance Assessment Framework (DPAF) with one-page scorecards comparing each donor's performance to key criteria for aid effectiveness, taken from the Paris Declaration and Accra Agenda for Action. The assessment includes the percentage of joint missions, the reporting of aid contributions, the avoidance of parallel project management, and the channelling of contributions through national systems. In the assessment for 2009/ 10, the UN was ranked 10th out of 15 by the Ministry of Finance and Economic Planning with the highest number of projects (83).

Overall, Rwanda is gaining international recognition as a leader in both thought and action in Aid Effectiveness. The government promotes country ownership, development partner alignment with country priorities and mutual accountability. And as development assistance is channelled more and more through national systems, this will strengthen national capacity to plan, budget and deliver services to citizens. A further analysis of performance in Aid Effectiveness is given in Chapter 4 starting on page **Error! Bookmark not defined.**. The architecture for coordination is given in an annex, together with an overview of the work of the main partners in governance.



3 The UNDAF

The United Nations Development Assistance Framework (UNDAF) was developed through a consultative process between the UN agencies and their Government of Rwanda counterparts. It presents the UN Country Team's (UNCT) programme for the years 2008-2012 and is aligned to Government priorities.

In 2010, the Government of Rwanda renewed its commitment to strengthening good governance through the EDPRS and the Government Programme 2010- 2017, making it one of its pillars. The goal is stated as "promoting good governance consecrating national unity, identity and harmony, catalysing capabilities to increase rapid production and development". This priority is also evident in Rwanda's Vision 2020, which identifies the goal for Nation Building & Good Governance as "...a strong and secure nation, with high standards of political and administrative governance".

Since January 2008, UN agencies in Rwanda have created a common planning, implementation and monitoring tool that aligns their activities with national priorities. This One UN Programme divides the work of the UN in Rwanda along six key areas, which all contribute towards the Millennium Development Goals (MDGs). These areas are:

- Governance
- HIV
- Health, Nutrition, Population
- Education
- Environment
- Sustainable Growth and Social Protection

The six areas above are captured in the UNDAF 2008-2012 and the Common Operational Document (COD). The UNDAF provides an integrated United Nations response to national needs and priorities. The COD is a programmatic document specifying how the UN in Rwanda will operationalise the UNDAF.

In the broad area of governance, UNDP has supported the GoR to strengthen the capacity of key governance institutions to deliver on their constitutional mandates, improve accountability and produce data and governance assessments to improve evidence based analysis and track progress in this area.

The UNDAF lays out the governance outcomes, as shown in the left-hand column. The right-hand column shows the current programme structure by outcome. A fuller analysis of outputs and outcomes is given in an annex.

UNDAF Result 1. Good governance Enhanced	Programmes and projects ⁶
and Sustained	
Outcome 1 : Rule of Law, Capacity of government and partners to sustain a peaceful state where Human Rights are fully protected and respected enhanced	 Support to National Unity and Reconciliation Commission-NURC Support Monitoring & Implementation of Human Rights Treaty Body Support to Ministry of Justice Support to Supreme Court
	Support to Rwanda National Police

⁶ List taken from UNDP position paper 2013 to 2017



	 Support to the Establishment of the Rwanda Peace Academy Strengthening Capacities of the Human Rights Commission
Outcome 2 : Decentralisation accountability and transparency: Effective, accountable and transparent management of public resources and services at national and decentralized levels enhanced	 Support to Media High Council Support to Aid Effectiveness (Minecofin) Support to the Office of the Ombudsman
Outcome 3: Participation in Democratic governance: People's participation in democratic processes and structures at national and decentralized levels increased	 Support to Strengthen Capacities of National Electoral Commission Support to Parliament Support to the National Women Council Engaging men as partners in promoting gender equality (Rwamrec)
Outcome 4: Gender Equality: Capacity of key public and private institutions to strictly apply gender equality principles and standards in performance, practices and behaviour strengthened	
Outcome 5 : Evidence based policy making: Policy and socio-economic planning using quality and disaggregated data strengthened	Support the National Institute of Statistics of Rwanda

In terms of the "fit" between the UNDAF and programme portfolio, it can clearly be seen from previous table that there is a domination of programmes and projects in the area of outcome one, the rule of law. These

cover a range of partners (from the Human Rights Commission to the police) and outputs. This level of fullness of coverage is, however, not found in other outcomes. On decentralisation, accountability and transparency (outcome 2) there are 3 individual programmes, relating to quite separate areas of results (such as aid effectiveness and the media) and despite the central focus of this element to the success of the EDPRS. For outcome 3 (democratic governance), the programmes are only four and only one programme in the area of evidencebased policy making. The outcome of gender equality has no specific programmes although – as noted later in the report – there are significant achievements in this area.

EDPRS extract "Implementation of the EDPRS will occur largely at the local level, so the targets set for decentralisation, citizen participation and empowerment, transparency and accountability are of particular significance".

Such an uneven mix of programmes is, in part a reflection of the nature of the UNDAF. Within one result there are 5 outcomes, each with several outputs. And some of those outputs are still very high level (e.g. access to justice especially for vulnerable people increased). In short, with almost any governance initiative possible under the UNDAF on the one hand, and limited resources on the other, it was never possible for the match of programmes and outcomes to be comprehensive.

On particular gap relates to the UNDP partners. As discussed later in this report, the overwhelming majority of partners are government bodies. Given that 3 outputs specifically relate to working with civil society or the private sector (e.g. 1.6, 3.4, 4.3) and yet there is only one partnership outside government, this is a striking omission.



4 Governance in Rwanda

This section gives an overview of the broad governance sector in Rwanda, bringing together information from various sources and analysing the "state of governance" in Rwanda.

Overall implementation of the EDPRS shows positive results: 81% of the targets set were met or exceeded, with the strongest performance in the Governance cluster which had an overall implementation of 91% of targets, whilst the economic and social cluster achieved 78% and 75% respectively. With regard to the performance in implementing policy actions, overall performance was good with 80% achieved, 16% partially achieved and 4% not met. This process of reviewing the EDPRS indicators is central to understanding performance in the sector and forms an essential part of the monitoring and learning in governance.

Another comprehensive analysis of progress is given in the Joint Governance Assessment (JGA) which brings together the inputs from a range of partners from government and DPs, supported by UNDP⁷. It concludes that while there has been much positive change, the need to build capacity in the areas of security and oversight, rule of law and transitional justice, and strengthening human and political rights. The importance of addressing gaps in capacity of the institutions of accountability (including Parliament, civil society organisations and the media) as well as Public Financial Management and improving public service were highlighted. The Annual Review of the JGA recognised the significant progress made and further prioritised three areas for future focus, namely: further strengthening institutions; increasing vertical accountability between government and citizens; and improving transparency and access to reliable information. The JGA has an agreed list of 46 indicators which form part of the review. Many of the indicators are from the sources cited in this report.

A similar positive picture is given in the Rwanda Governance Scorecard. This innovative tool reviews data from a wide variety of sources including the annual reports of Ministries, Commissions, Authorities and Councils, surveys and report cards. The data is aggregated, colour codes given (using traffic light system) and overall scores given under sectors. As the tool is new, trends are not yet available⁸ but overall performance was good – see below. The data shows a very positive view of citizens in many vital areas for governance.

Governance Scorecard ranked summary

- 1. Safety and Security 87%
- 2. Investing in people 82%
- 3. Business promotion and private sector advocacy 81%
- 4. Control of corruption, transparency and accountability 76%
- 5. Participation and Inclusiveness 74%
- Political rights and civil liberties 71%
- 7. Rule of law 68%
- 8. Quality of service delivery 66%

An analysis of performance which does look at trends over time is given in the Rwanda Governance Review/ Worldwide Governance Indicator Ranking (World Bank) which compares the performance of Rwanda over the last 10 years, at 3 points: in 2000, 2005 and 2010. In 2008 such an analysis was done under the title of

⁷ JGA 2008 http://www.rgb.rw/fileadmin/user_upload/pdf/RWANDA_GOVERNANCE_JOINT_ASSESSMENT.pdf

⁸ The increasing focus on governance and the desire of the Government to show excellence in this area has prompted the search for quality information. However many of the instruments used have only been conducted once and it is therefore difficult to compare performance over time using these tools.



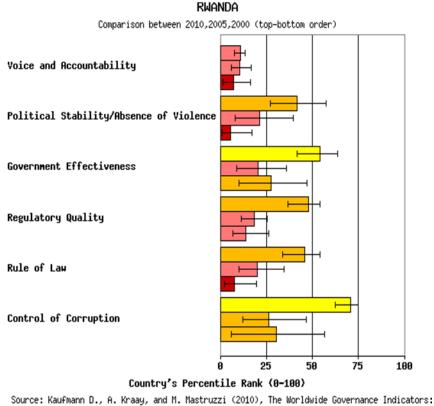
Rwanda Governance Review analysing performance against this standard set of governance indicators. The analysis has been updated below and comments made for each indicator.

Political Stability/ Absence of Violence

measures perceptions that a government may be overthrown or destabilised. As can be clearly seen, this indicator has improved significant in both the first and second 5-years periods of the data analysis although further analysis shows that the performance is similar to an average of African countries.

Government effectiveness measures the quality of the public service, the bureaucracy, the competence of public servants and the independence of the civil service. This ranks favourably when compared across the region and the continent and place Rwanda outperforming more than half the countries across those that participate in the survey. Success factors include the institutions created to deliver good governance (the National Unity and Reconciliation Commission, Human Rights Commission, National Electoral Commission, the Auditor General,

National Tender Board and Ombudsman are all mentioned), the decentralisation policy and the quality of public servants.



Source: Kaufmann D., A. Kraay, and M. Mastruzzi (2010), The Worldwide Governance Indicators: Methodology and Analytical Issues Note: The governance indicators presented here aggregate the views on the quality of governance provided by a large number of enterprise, citizen and expert survey respondents in industrial and developing countries. These data are gathered from a number of survey institutes, think tanks, non-governmental organizations, and international organizations. The WGI do not reflect the official views of the World Bank, its Executive Directors, or the countries they represent. The WGI are not used by the World Bank Group to allocate resources.

Regulatory quality shows the highest level of improvement in the last 5 years. This relates to the ability of the government to provide sound policies and regulations that enable and promote private sector development.

Control of corruption measures the extent to which public power is exercised for private gain. The data shows that, despite a dip in 2005, there has been very significant improvement in the last 5 years. Rwanda tops the other East African Community member states in the fight against corruption. Rwanda has ratified the UN Convention against Corruption and the African Union Convention on the Prevention of Combating Corruption. This has resulted in this indicator giving the best performance out of the six analysed. The next best performers are government effectiveness and peace and stability. There has been a remarkable improvement in governance over the last 10 years starting from a position where only one of the six indicators showed Rwanda above the 25th percentile to five out the six being above the 25th percentile and two of those above the fiftieth.

This last factor links into the work done by Transparency International. Selected results in governance, analysing the relevant indicators, and in particular, in relation to corruption are given below. The relevant



report⁹ on the national plan was published in 2011. An overview of the progress in the sectors most relevant to governance – broadly the justice and decentralisation sectors – is given below.

Perception of corruption: Among the socio-economic issues discussed, corruption does not appear to be a big problem in Rwanda: the indices are 0.07, 0.06 and 0.04 respectively for corruption in the public sector, corruption in the private sector and corruption of politicians. On the extent of corruption in the public and private sectors, respondents believe that the following services would be most affected by corruption: the National Police (Index = 0.269); the procurement units (0.244); and the customs service (Index = 0.241).

On the question of whether the phenomenon of corruption has changed between 2005 and 2007, 66.1% of respondents feel that corruption has declined somewhat, while 29.3% believe it has greatly reduced. This decrease is the result of more responsible behaviour of organs of the Government for 53.6% of respondents, and it is due to strategies against corruption for 25.6% of them. Although corruption has decreased, respondents believe that there are still some causes that promote corruption in Rwanda. The first three causes cited are the desire for personal enrichment (index = 0.200), absence of punitive measures against those who practice corruption (index = 0.192) and low salaries for civil servants (index = 0.172).

All corrupt practices listed in this work have been characterised as unacceptable by the vast majority (between 83% and 91%) of respondents. As for the behaviour of respondents against the risks of corruption, a significant number (between 44% and 74%) of respondents would respond by filing a complaint following the appropriate procedures or channels.

Regarding the quality of public services, respondents felt that the quality of customer care by the grassroots leaders to the population is quite high (92%), the processing of their requests is fast (89%), and the vast majority (79%) of respondents would like to carry their grievances to the head of the village. Furthermore, security for the public is ensured to the satisfaction of 94% of respondents and the delivery of justice is seen as good by 90% of respondents.

On the rule of law and transparency in the management of public affairs, 95% of respondents found that the state treats all citizens fairly. It is the same for transparency in the selection of leaders where 95% of respondents felt that this degree of independence is high. Regarding freedom of speech and the way political parties are treated, 90% of respondents said they enjoy freedom of speech. Membership of associations is free as witnessed by 90% of the respondents. With regard to the way political parties are treated by government structures, 65% of respondents believe that all parties are treated the same way. Overall the survey teases out some of the factors that have enabled the more macro-level improvements in governance. Exceptional achievement is shown by virtue of the fact that more than 90% of citizens feel that elected leaders give importance to the needs of the population, that grassroots leaders give a high quality of customer care, that security for the public is ensured, that the delivery of justice is good, that the state treats all citizens fairly, that there is transparency in the selection of leaders and that they enjoy freedom of speech.

Finally the Rwanda Reconciliation Barometer Highlights (2010) is a baseline study, from which key indicators relevant to the governance programme have been extracted. This study focuses on the institutions involved particularly in the Programme to Strengthen Good Governance (PSGG) showing public perceptions of the institutions. There are three broad levels of perception. The first relates to those institutions that four-fifths or more of the population rate as discharging their mandate – Parliament, NURC and the National Women's

⁹ Rwanda: Poverty Reduction Strategy Paper—Progress Report, IMF 2011



Council. The Ombudsman's Office and the NHRC are seen as delivering their mandate but only just over a third of media practitioners perceive the Council as effective. This information is useful in that it shows the varying level of understanding and opinion of key bodies responsible for delivering governance in Rwanda. However, as it deals with perceptions - which can change through communications alone, without a change a necessary improvement in performance – further analysis is required to understand the absolute improvements in the delivery of good governance.



5 Outcome 1: rule of law

This chapter starts with an analysis of the overall data for Rwanda before proceeding to sections which highlight the achievements of the UNDP programme specifically.

Outcome 1: Rule of Law, Capacity of government and partners to sustain a peaceful state where Human Rights are fully protected and respected enhanced

a) Overview

The national-level statistics in this area show an improving picture. The EDPRS states that in 2008, 75% out of 159 cases of corruption were processed by the Prosecutor, exceeding the 60% target. In 2009/10, 81% were processed slightly above the target of 80%. With regards to the case backlog, both performance targets were exceeded, with 42,208 cases processed in 2008 and 62,278 in 2009/10; an increase of 41% against a target of 20%.

This is echoed in the Rwanda Governance Review/ Worldwide Governance Indicator Ranking (World Bank). The rule of law again shows very significant improvement over the last 5 years in particular. The indicator definition emphasises equity, accountability, and avoidance of arbitrariness and is rooted in fundamental principles of human rights as well as the more traditional concept of the supremacy of the law (see data in previous chapter for more detail).

Prison overcrowding was reduced from 140% in 2006 to 130% in 2008, exceeding the 135% target. However in 2009/10, the target of 125% was not achieved as it went up to 137% due to incoming cases from Gacaca courts.

There was also a reduction in the crime rate by 15% achieving the set target for 2008 while this declined by 7.23% in 2009/10, short of the 20% target.

The proportion of human rights reports submitted indicator was not met in 2008 was the due to untimely submission. However, in 2009/10, the target of 70% was exceeded with an achievement of 90%.

A more recent report on the sector performance¹⁰ presents a similarly positive picture. Of the 7 EDPRS/CPAF indicators, 6 were achieved. The 7th indicator relates to the length of time minors stay in prison and could not be scored as the baseline was not established in time. Of the 7 additional sector indicators referred to in the M&E framework 3 were fully achieved, 1 was partially achieved and 2 were not achieved due to delays in key reviews for the sector. 1 further indicator has a grey (n/a) score as the measurement of the indicator proved beyond the responsibility of the sector.

Overall progress is impressive. The only negative score pertains to intricacies related to a thorough wrap-up of the Gacaca process and could not be avoided. The overall score on all indicators is 9 green, 1 yellow, 3 red, 1 grey. It is to be expected that all three red scores will be fully achieved before the end of the current FY 2011/12.

¹⁰ Justice, Reconciliation, Law & Order Sector, Joint Sector Backward Looking Review, FY 2010/11



The Rwanda Reconciliation Barometer Highlights (2010) is a baseline study, from which key indicators relevant to the governance programme have been extracted. Performance against these indicators will be measured over time. The indicators relevant to this outcome are as follows:

- NURC: just over 80% of citizens perceive that there is a change in social cohesion resulting from NURC activities, that their interventions contribute to a reduction in conflicts, that Gacaca and Abunzi structure efficiently promote unity and reconciliation.
- NHRC: just over half the citizens in Rwanda feel that the NHRC promote and protect human rights

b) Achievements

Key partners under this output were the Ministry of Justice, the Office of the Prosecutor General, Supreme Court, the Rwanda Peace Academy, the Rwanda National Police, the Human Right Commission and the Gacaca Courts. Starting with an analysis of the justice sector, there has been significant progress at different levels.

The UN has supported human and institutional capacity building of the judiciary. Since 2009 the Justice, Reconciliation, Law and Order Sector (JRLOS) Sector Wide Approach (SWAp) is being implemented and the UN is fully supporting this through active participation in the implementing organs of the SWAp and JRLOS strategy.

With the **Supreme Court**, the UN funds were perceived as crucial in improvement of efficiency and effectiveness by the Implementing Partner (IP). The backlog has reduced by 80% and it is anticipated that better information systems and trained staff will bring down cost and time involved in filing a case and speed of processing. Also, better Information Technology (IT) allowed procedures to be simplified (e.g. documentation) which should lead to decrease one of the barriers to access to justice. Satisfaction of citizens is greater: complaints have gone down, increasing public trust.

In **Gacaca traditional courts** more than 120,000 judges were trained and relevant materials were provided to support them in resolving of the cases. There was also training for local lawyers, on the content of the law, to representatives, often with little education who were elected by their peers. The history and process of the mechanism for justice were documented, translated and published in English and French. The National Documentation Centre for the Gacaca process was rehabilitated and equipped with archiving software for effective retrieval of documents through UNDP support. Staffs were trained on using the archiving system files and the document transfer from Gacaca to the National Prosecution Authority was accelerated to promote longevity, accessibility and safety of the records.

In terms of law enforcement, the **Rwanda National Police** results achieved indicate that the link between Police and the community is structured from the national level up to the sector level with support from UNDP. A Communication Strategy was developed to enhance partnerships. Police officers are trained on community policing (660 officers, 30% of whom were women) and the partnership between police and the community is reported by the IP to have improved greatly. Similarly citizens are reported to have come forward to report to police crimes as a result of radio programmes supported by UNDP. As a result community confidence in the police has improved.

Police officers have been trained on handling GBV and cases are reported by the IP as being handled more quickly and knowledgeably. The Women Police Officer Network was launched and the National Police led the sensitisation campaigns on genocide, formation of anti-crime clubs, anti-crime concerts, and school debates reaching 292 schools and approximately 10,000 youth across five districts.



In the Ministry of Foreign Affairs, the IP reported that the results of the project to support monitoring and implementation of **treaty body reporting** in Rwanda show that there is increased participation in international legal framework by the Government of Rwanda. Following consultations, 3 documents were submitted to government in relation to ratification of protocols and conventions. There was improved incorporation of international law into domestic legal system. Workshops were held and key treaties translated into the local language as part of the process of domestication of international treaties. Local capacities on monitoring and reporting international legal instruments were strengthened. 2 missions for Special Rapporteurs were facilitated and a further 2 visits are planned. Rwanda met its reporting compliance for 2008 and the Government produced the first Universal Periodic Review as part of its Treaty Body Reporting obligation.

At the **National Unity and Reconciliation Commission** (NURC) the results achieved were clearly indicated in the Rwanda Reconciliation Barometer which provided a baseline to enable tracking of changes in public opinion, potentially serving as an early warning system for the future. The IP reports that the professionalism and efficiency of staff have been strengthened, enabling thousands of peace camps to be held and clubs to be formed in schools and universities (1088 in 2010 against a target of 1040). Teachers have been involved and more than 600 head teachers trained. Also trained were more than 21000 trainers in civic education. This has been supported by the development of several strategies essential for good performance, including for the NURC, for communications and for partnership.

The NURC developed a partnership strategy focused on combatting genocide ideology, which is operational with UNDP support. The NURC sensitised ten districts through training and advocacy messages in support of peace and reconciliation, law and order. 50 NURC members were trained on conflict management, good governance and project management HRD, public financial management to improve their efficiency.

The NURC commissioned the first Reconciliation Barometer in 2010 with the support of the UN. This barometer represents a unique and innovative tool for measuring the level of trust and reconciliation of Rwanda citizens 16 years after the 1994 genocide. The main objective is to contribute towards the process of national unity and reconciliation through an improved understanding of how ordinary Rwandans perceive and respond to efforts to promote it.

Civic education was supported by UNDP and has had significant results for unity and reconciliation: attitudes are reported as having really changed through the Ingando training. Examples given include the youth, schools and universities improved discipline and relations between genocide survivors, integration of associations for survivors and other students improved relations and unity in the community. This also improved the social coalitions between families with the re-integration of genocidaire released from prison with survivors into the community.

The **Rwanda National Human Rights Commission** developed its 2008-2011strategic plan (which was approved) with UNDP/ DFID support. They worked to sensitise citizens and train groups on human rights and the investigation of violation. Reporting of human rights violation cases increased from 123-10666 between 2008 and 2009. A complaints database was established and is currently being used as part of strengthening the monitoring of human rights and investigation of human rights violations. An information management system has been set up to reduce the number of days taken to process new cases.

The RNHRC achieved mixed results for 2010 with the IP reporting only 77% of cases resolved against those received (target of 98%); 80% of citizens believing that the NHRC widely contributes to human rights protection and promotion (against a target of 90%) and only 12 activities implemented in partnership with institutions for HR promotion against a target of 20. On the positive side, all the reports on implementation



of recommendations from treaty bodies were made, and 100% of staff stated that they are performing their job as a result of the knowledge and/ or skills acquired through training provided.

Key target groups have been selected to become group leaders to propagate knowledge and use their influence positively. Teachers, soldiers, police, prisoners and other groups have been trained on Human Rights. Training of faith based organisations has taken place. Work is ongoing to build clubs in schools, universities. Follow-up shows that around 80% of trainees have improved their knowledge.

Almost 23,000 primary school teachers have been trained, around 700 religious leaders, together with 300 police officers and more than 1100 representatives from youth associations. Another 1000 citizens have been trained to monitor the situation in their local community, providing a cost-effective network.

Increased professionalism and efficiency in investigations has resulted in a four-fold increase in case handling capacity between 2006 and 2010/11. This capacity has resulted from training at the individual level as well as the strengthening of mechanisms for case handling. Improvements in equipment and materials have also assisted.

The **Rwanda Peace Academy** has started construction in October 2011 and is expected to complete in 2012. Although a network of practitioners is in place, with few facilities available, it is too early for impact but is perceived that "real change is imminent". Staff were trained and are now fully operational and strategic partnerships have been built with more than ten partners. There are promotional materials in use (logo and website) and the RPA curriculum prepared. Short workshops were held to document peacekeeping experiences, on environmental security and a training of trainers course on GBV with participants from Africa was conducted.

Other achievements include:

- The establishment of additional Access to Justice Bureau
- Development of a framework for promoting effective partnerships and collaboration between civil society and the JRLO sector. A joint UN workshop on human rights conventions attended for the first time by MPs and senior officials of government, including Permanent Secretaries.¹¹
- Drafting of a law on the rights of victims and witnesses passed to Cabinet.
- Media campaigns, press and town hall meetings on witnesses and victims' rights were held.
- A temporary safe house was established for victims and witnesses and 87 people housed temporarily, received legal advice lawyers provided and 57 persons facilitated to attend court hearings. 1206 persons received training in 2008 on victims and witness rights.
- The Ministry of Justice revised the succession law of 1999 with UNDP technical support.
- 34 lawyers received training in legal drafting. Judges, registrars and administrative staff received training on key justice areas including judicial ethics, legal issues, archive management and project management.
- 167 judges were trained on drafting of judgments to ensure standardisation of practices.
- The Ministry of Justice established Maison d' Access a la Justice (MAJ) and built staff capacities on mediation and conflict management. The MAJ are functional and provided legal advice to 1975 persons (including 174 were women and children). This was through UNDP technical assistance.
- Legal aid and access was provided to the most vulnerable, with 72 prisoners being released after dispensation of justice.

¹¹ The first two were reported in the One UN Rwanda Annual Report 2010, the rest of the list in the UNDP MTR Stocktaking report



- Mediation committees were established and 46 Abunzi (community mediators) provided recommendations to the Ministry of Justice for the improvement of the Abunzi system participated in the mediation committees and gave their recommendations to the Ministry of Justice for the improvement of the Abunzi system.
- The Ministry of justice bailiffs delivered justice to the grassroots through mobile courts reaching remote areas of the country.

6 Outcome 2: decentralisation, accountability and transparency

As with the previous chapter, this section starts with an analysis of the overall data for Rwanda before proceeding to sections which highlight the achievements of the UNDP programme specifically.

Outcome 2: Decentralisation, accountability and transparency: Effective, accountable and transparent management of public resources and services at national and decentralized levels enhanced

a) Overview

The Rwanda Governance Review/ Worldwide Governance Indicator Ranking (World Bank) Voice and Accountability showed a marked improvement between 2000 and 2005, with progress now slowing. The indicator measure the extent to which a country's citizens are able to participate in selecting their government. Since the administrative reform of 2006, there has been increased focus on developing, and empowering local institutions for community mobilisation, local economic development and service delivery monitoring. With regard to participation in the forum central to attaining this, the Joint Action Development Forums (JADF), all Civil Society Organisations (CSO) and Private Sectors are members of the JADF, thereby the 75% both targets for 2008 and 2009/10 of 70% and 75% respectively have been exceeded.

In 2008, 67% of districts achieved a minimum 80% of their service delivery targets (against a target of 62%). This was of 67.2% in 2009/10, against the target of 65%. Progress against the second target - percentage of citizens who feel they participate actively in local decision making and that local government is listening to and addressing their priority concerns - was between 65% and 83.6% in 2009/10 against a target of 72%.

A more recent report¹² remarks on the clearly elaborated policy and the corresponding strategic framework as foundations for the reforms that have strengthened local capacities in both human and financial terms. The role of the results-based and participatory approach has been pivotal and innovative mechanisms for promoting transparency built. However the report echoes the need for coordination, particularly of capacity building initiatives, and clarity of roles and responsibilities.

The Rwanda Reconciliation Barometer Highlights (2010), mentioned above reports against the key indicators relevant to this outcome. Performance against these indicators will be measured over time, as follows:

- Ombudsman's Office: just less than half the populations see the Office as ensuring state accountability, responsiveness and transparency
- Media High Council (MHC): only a quarter of practitioners perceive the environment as promoting and protecting media freedom. Only 37% of stakeholder perceive the MHC as an effective professional regulatory organisation

¹² The EDPRS Sector Self-Assessment Report for Decentralisation, Citizen Participation Empowerment, Transparency and Accountability, December 2011



In terms of transparency specifically, selected results in governance from show that 85% of respondents reported that all their requests have received satisfactory answers from the authorities. However, 22% reported that the authorities provide replies to queries of the population only in written form.

The OECD: Aid Effectiveness 2005-2010 survey is carried out at regular intervals to specifically assess progress towards the achievement of the Paris Declaration Indicators. Part of the analysis show progress by country and, for Rwanda, the conclusion shows that over this 5-year period Rwanda has made strong progress towards the 2010 targets, meeting 8 out the relevant 13 goals. There is good progress in ownership, mutual accountability and several alignment indicators such as use of country financial management systems. All harmonisation indicators have been met.

Particular achievements are noted as follows:

- The EDPRS is integrated with the long-term vision and sectoral strategies and encompasses a comprehensive set of prioritised targets.
- There has been a significant improvement in the proportion of disbursed aid accurately recorded in the national budget
- Harmonisation is being encouraged through the use of programme-based approached (such as Sector Wide Approaches or SWAps) through national documents
- Frameworks for Donor Performance Assessment and DP Coordination have been developed

The two main challenges mentioned relate to the quality of M&E data and systems which is low and the inclusion of Parliament and civil society organisations from performance assessment of government and donors, although they did engage in the aid coordination architecture which provides the mutual accountability framework.

b) Achievements

Key partners under this outcome were the Media High Council, support to Aid Effectiveness through the Ministry of Commerce and Finance and support to the Office of the Ombudsman.

In terms of decentralisation accountability and transparency, the **Ombudsman's Office** (OO) is already starting to achieve real results. More than 80% of the participants in the evaluation confirm the programme as relevant and the strategies and methods used as good, very good or excellent. Increased professionalism and efficiency translated through into improvements in performance. For example the number of complaints of injustice forwarded by OO to the concerned justice institution exceeded its target by a multiple of twenty, the number of complaints of injustice received at the Office and addressed by staff exceeded its target threefold. More than 98% of public servants covered under the law on declaration of assets completed their statements and returned them on time. Baseline research on corruption was carried out which will enable OO to track changes in scale and forms of corruption. Targeted sensitisation was designed and carried out with journalists, theatre (more than 30 events, 2000 attendees each) with members of the public. Several cyber cafes have been set up in more remote areas and are now being used to report corruption. Underpinning this action, the policy to address corruption was drafted.

An evaluation was carried out at the end of the project for the support to the protection of victims and witnesses. Overall the project raised awareness of issues of victims and witnesses through campaigns, including radio, leaflets, meetings, posters, training for police and prosecution, documentary production. A free hotline was put in place and it was reported that the assistance provided is appreciated.

As at 2009, around half of the cases were resolved, another third were in progress at the time of the evaluation report and the final 15% were referred to other bodies. There was a substantial increase in cases



received between 2006 and 2007 (over two thousand percent) followed by a small decrease in the next year and then a further increase of just over 40% between 2008 and 2009.

In terms of the type of support physical protection was offered. Between 2006 and 9, 193 citizens were provided with police protection, 32 through guarded patrols, and 7 temporarily relocated. For psycho-social support: 570 people received counselling, 264 were helped through psychiatric hospital and 392 in group therapy. Legal protection was also provided: between 2006 and 9, 1273 received information about case progress, 1351 received support in obtaining evidence e.g. medical certificates, 498 received civil damages and 157 from legal aid. In terms of material support: project support victims by providing transport (792), accommodation (336) support and some medical expenses.

The OO developed a comprehensive national policy and framework as part of strengthening capacity in anticorruption, policy formulation and dissemination with UNDP and DFID support. The office ICT infrastructure was modernised. Forty-three staff members were trained on investigative techniques, planning, gender, the human rights-based approach and Ombudsman Law and 110 media practitioners on anticorruption as part of strengthening the office capacity in investigative methods in social justice advocacy.

The OO also published and disseminated the Umvunyi newsletter, held studies on anti- corruption and disseminated the results, disseminated media messages and involved the youth in anti-corruption discussions and competition.

The **Media High Council** developed media regulations and a Media Code of Conduct guaranteeing equal access to media for all political parties during the elections, and their members monitored the effectiveness of the implementation of the Media Law and media freedom during the electoral period. The MHC also established a Regional Media Forum bringing together media practitioners in the Great Lakes area with UNDP/DFID support.

The MHC completed the Media Sector Assessment, and was follow by debates, studies and further assessments. National Media Dialogues brought together senior government officials and the media, together with other stakeholders, to openly debate the challenges of ensuring media freedom in Rwanda, and agreeing the way forward. The national dialogue resulted in the sharing of opinions with policy makers to empower media and the need to access information and the UNDP contributed funds. UNDP also supported activities for accountability e.g. two radio programmes- Ijisho Iya mukuru (The senior's eye) and Isanzure (Feel free). Study tours and training courses have reinforced the Board to further strengthen governance As a result all of this, the credibility of the institution is growing and in 2011 more than two-thirds of media practitioners registered with MHC that perceive the current environment promoting and protecting media freedom.

As a foundation for further improvement, a capacity assessment of media associations carried out and regulations to ensure election candidates have equal access to the media were put in place. Tools have been developed for measuring media development such as the Media Development Index (MDI) which was a success. There is significant work underway to support the reform of the MHC and to strengthen the sector through legislation such as the access to information bill (enabling the public to access information possessed by public organs, private bodies, public authorities and authorities to promote proactive publication and dissemination of information), the Media Bill 2011 and the MHC Bill 2011 which proposed changes to the responsibilities, structure and functioning of the MHC, amending 2009 MHC law.

On **Aid Coordination** Harmonisation and Alignment for Development Effectiveness in Rwanda, a number of results were achieved through UNDPs support. On-the-job support and training to staff resulted in staff



equipped with skills and in-depth understanding of aid effectiveness principles and practices. The aid information captured in the Development Assistance Database (DAD), accounting for close to 1 billion of aid disbursement information, increased the use of the resource in Government planning and budgeting process. This, in turn, has led to increased transparency of aid information.

The finalisation of the Aid Policy Manual has resulted in increased effectiveness of aid management and increased transparency. As a result, lower transaction costs for GoR and reduced fragmentation of development efforts are expected. Also increasing efficiency and effectiveness, the establishment of Sector Wide Approaches (SWAps) in several sectors was supported (e.g. agriculture, environment and natural resources), together with increased volume of Sector Budget Support.

Technical assistance enabled Rwanda's engagement in global aid effectiveness dialogue, including the Busan High-level Forum as well as the International Aid Transparency Initiative (IATI). In recognition of their success in this role Rwanda has been chosen as a pilot of IATI automatic data exchange and is increasingly hosting visits from other countries eager to learn from their success in aid effectiveness.

Overall the project support has led to increased aid levels, modality shifts and improved aid effectiveness practices in the country.



7 Outcome 3: participation

As with the previous chapter, this section starts with an analysis of the overall data for Rwanda before proceeding to sections which highlight the achievements of the UNDP programme specifically.

Outcome 3: Participation in Democratic governance: People's participation in democratic processes and structures at national and decentralized levels increased

a) Overview

The Rwanda Reconciliation Barometer Highlights (2010) indicators relevant to this outcome are as follows:

- The percentage of members of the public who perceive the National Parliament as discharging its mandate is above 80%
- National Women's Council: between 88 and 89% perceive the NWC as effectively representing their social, economic and political interests.

The Transparency International survey analysed several indicators of good governance regarding participation in public life. Survey results showed that: only 49% of the respondents belong to an association, but, existing associations are widely consulted by the authorities (84%), and their views are taken into account (93%) by the leaders. The importance that the elected leaders give to the needs of the population was rated at 91%.

b) Achievements

An evaluation of the **National Electoral Commission** (NEC) carried out in 2009 commented on the very high quality of the NEC staff which, together with their commitment and dedication to their tasks, promoted success and serves as an example for other countries. The NEC has strengthened its technical and operational capacity, upgraded staff skills and taken on further responsibility successfully. Support from the UN has strengthened the electoral software to be used for the 2010 Presidential Elections. 20 staff members were trained for 10 days on BRIDGE modules and training manuals were produced for civic education. The gender balance approach in particular has been very successful – due mainly to strong positive action. Similarly, the approach to the environment adopted minimises the use of vehicles, reducing costs and pollution. There has also been good cooperation with civil society, with the NEC distributing materials to the Rwanda Civil Society Platform (RCSP) for distribution.

Other notable achievements¹³ include:

- The NEC supervised the Parliamentary elections efficiently and effectively with UNDP and Donor support in the voter registration process using an accurate voters roll.
- 5.2m voters were registered by the end of 2009.
- The inclusion of women in civic and voter education contributing to Rwanda's leading position in terms of the high percentage of women in parliament

For the **National Parliament** the percentage of legislative bills drafted by the executive that are substantively amended by the chamber of Deputies reached a level of 80% against a target of 86%. The establishment of the Research Unit enabled important studies to be carried out such as the Political Pluralism and Power Sharing study. Research experts provided by the programme contributed to the strengthening of analysis of the national budget and analysing research on health sector policy for example. Through the research, policy

¹³ UNDP MTR Stocktaking report



is informed better (Evidence Based Policy Making), e.g. annually the Auditor General (AG) reports to Parliament and that goes to the Public Accounts Committee (PAC) for scrutiny.

A legislative drafting manual was developed and is in use and staff were trained in analysis. Field visits have improved the scrutiny of spending and oversight missions have improved the assessment of the contribution of programmes to poverty reduction in Rwanda. Findings and recommendations on both matters of efficiency and effectiveness has been followed through.

A Parliamentary radio station has been started. This has filled a communication gap but it is too early to assess impact. However the perception is that Members of Parliament (MP) are aware the people are listening – and so their behaviour has changed. There is now improved citizen participation through toll free calls where the public can pass on questions to specific MPs and point out issues of behaviour. This is evidence that citizens are better informed, know better and can follow and are informed on specific issues. UNDP helped set up research unit and now operational costs are being from government funds. The forums (AMANI and anti-corruption, women's parliamentary forum and population development) play a major role in parliament.

Other achievements include¹⁴:

- The Draft Bill for the Protection of Genocide was approved in Parliament in 2008 through UNDP technical assistance in the preparation by the Parliamentary Committee on Unity, Human Rights and the Fight against Genocide. 45 of the 57 (78.94%) Bills presented to the Chamber of Deputies were substantively amended.
- The Senate Standing Committee on Political Affairs and Good Governance evaluated the implementation of the Open Prison System in seven districts and presented their findings to the Senate.
- The Committee on Agriculture, Livestock Development and Environment led consultations with members of the public on the draft Habitat Bill and the recommendations incorporated as amendments. Through an accountability mechanism, respective Ministers will provide their responses to the amended Bill.
- The Budget Committees assessed the budget implementation for the 2009/2010 fiscal year in 30 districts and also implemented the Auditor General's compliance report in t at the district level.
- Members of Parliament initiated 4Bills namely the Organic law related to abolition of death penalty: Child rights law; Organic law establishing internal rules of Chamber of Deputies and the Organic law repealing organic law on presidential and legislative elections due to UNDP and DFID.
- UNDP provided a Parliamentary Advisor in 2008 and 2009 that was based in Parliament and was instrumental in developing the revised Strategic Plan for Parliament.

The **National Women's Council** (NWC) carried out a mapping exercise to improve coordination and resource usage. A communications strategy will increase information dissemination and increased participation in local governance (Consultative Councils). This will be further facilitated by the gender mainstreaming strategy and capacity building plan now in place. 200 NWC staff and committee members including 60 NWC district members were trained on gender mainstreaming, assessment and evaluation in government institutions and the EDPRS. Gender committees were established at the district level and 600 sensitised district staff on key gender equity legislation. There was also a series of institutional gender audits carried out.

¹⁴ ibid



These capacity development activities contributed to the achievement by the NWC achieved of the following results;

Indicator	Year	Target	Actual	Variance
Number of key decision makers at all levels that believe the NWC	2010	80%	90%	+10
has empowered women to more effectively participate in the				
country's social, economic and political development				
Number of key women decision makers who feel they are	2010	85%	93%	+8
effectively representing womens' interests at all levels				
Number of targeted public, private and non-governmental	2010	35	80	+45
organisations who have mainstreamed gender in their				
organisational strategic plans, programmes and budgets				
Number of targeted EDPRS implementing partners that mainstream	2010	8	11	+3
gender equality				

The Women Parliamentarians Forum (FFRP) achievements were in two major areas: rule of law and participation in governance.

- On the rule of law: the women's parliamentarian's forum has facilitated grassroots consultations which were conducted before the Gender Based Violence (GBV) law and labour laws were passed. The GBV law was adapted from known best practices to make it as robust as possible and will look not only into GBV but also forced marriage. Booklets to publicise this at community levels have also been developed and published in Kinyarwanda. They put together gender-relevant laws (and inheritance, labour, GBV and land use) all in one booklet and were disseminated in 416 sectors. In addition to this, the forum has identified decision makers with a view of looking for ways to influence them. Identification of discriminatory laws was undertaken and advocacy and lobbying initiatives have resulted in gender equality (e.g. civil court where men and women treated differently, different punishment in infidelity). The overall impact will be protecting women and children's rights.
- On **participation in democratic governance** the forum has improved partnership and advocacy initiatives working with community organisations to increase women's participation at local levels. The average levels are now over 30%. At the local levels women's participation has increased by 8% from 48% whereas at the senate level the increase has been from 34% to 38%. This shows that the average rate at all levels now exceed 35%.

The **Rwanda Men Resource Centre** (RWAMREC) was supported to conduct nationwide research on masculinity in Rwanda. The dissemination of findings across the country provided an entry point for the programme. Organisational assessments of partners were carried out; capacity building was completed on the "Men Engage" approach through training; partner organisations talking on GBV and "umuganda" gatherings. Mass mobilisation and advocacy initiatives were undertaken using the Men Engage approach. Creation of focal points made the formation of groups possible eg

- o gender clubs in higher institutes of learning (300 people trained)
- \circ ~ youth gender clubs were formed in most areas around the focal points.

The results later were unanimously reported by participants that the mindset changed; and changing others through example and testimonies.



8 Outcome 5: evidence-based policy-making

As with previous chapters, this section starts with an analysis of the overall data for Rwanda before proceeding to sections which highlight the achievements of the UNDP programme specifically.

Outcome 5: Evidence based policy making: Policy and socio-economic planning using quality and disaggregated data strengthened

The **National Institute of Statistics Rwanda** played a significant role in the production of statistical data for effective policy making. The technical capacity of staff was enhanced with the UN providing advisory and financial support to the development of DevInfo and IMIS.

The support was seen as very successful by the IP. A number of publications were completed, and many of them are on the website such as the EICV3 survey on poverty and living conditions, the national strategy for development of statistics and capacity building. The UN supported the rebasing of the Consumer and Producer Price Indices; the National Agriculture Survey Results; GDP and National Accounts; as well as development of the civil registration system. The UN also advocated for continuous generation of sex, age and spatial disaggregated data to support equity focused analysis and evidence-based policy making and advocacy. The NISR conducted an Agriculture survey analysis, a District Baseline Survey for the Districts in Northern Province, publication of the National Strategy for the Development of Statistics (NSDS); and development of a Sampling techniques manual. NISR conducted training on the use of statistical software (SPSS, SPECTRUM and MORTPAK, basic statistical concepts and use for IMIS) for district staff, line ministries-district statisticians.

Numerous achievement resulted, including a) progress of various data production exercises was reviewed including the 2012 Census b) dissemination of various reports and publications was also completed e.g. EICV3, was documented, published and disseminated. Several other documents were completed, such as; DHS4 reports, the national accounts, year book SYB 2010, and 2011, the PPI and CPI reports, the gender framework statistics and the Rwanda classification manual customised to International Standards Classification for Occupation (ISCO 2008).



9 Challenges

Across the sector there are significant challenges facing true and positive impact from UNDP support: that impact is common across the whole sector and so all challenges are considered together in this section.

The issues faced in the pursuit of justice, of security, accountability and transparency, in participation and democracy are not technical in nature, nor straightforward in their resolution. This is notwithstanding the fact that the Government of Rwanda is committed to achieving its development goals as set out in the Vision 2020 and the EDPRS, providing an environment that is conducive to successful partnership and subsequent positive impact.

The justice sector faces particular challenges including weak infrastructure and institutional capacity which impedes the ability of institutions to deliver services. There are also challenges around coordination: the sector SWAp is a new approach and institutions are still learning how to share information and communicate effectively. Capacity is required within the UN manage this and therefore to participate meaningfully in the justice dialogue. The NISR has been specifically mentioned as one partner facing both human and institutional capacity constraints.

In terms of weakness in specific capabilities policy analysis and gender mainstreaming are clear. The lack of sex disaggregated data and baselines against which to measure progress limit accountability. The lack of widespread knowledge of policies and laws prevents right-holders from demanding their rights and duty bearers from fulfilling these rights.

In terms of the UN itself, the staffing constraints have been recognised, particularly where programmes are large in size or complexity. The implementation of the One UN approach was initiated during this period and the associated learning curve had a cost (both UN agencies and the GoR were unsure of how it would work), particularly with the concurrent understaffing. This was compounded by unclear communication between government departments and UNDP. This may have fed through to the poor coordination of activities between UN agencies on the one hand with regards to joint interventions and implementing partners on the other. Furthermore, the delayed disbursement of funds and differences in funding modalities and reporting requirements delayed implementation of some joint initiatives.

Additional system issues are ensuring appropriate mechanisms for programme – as opposed to project – management and more effort required to ensure that the Programme Monitoring and Evaluation Plan (PMEP) is fully implemented using surveys that collect both quantitative and qualitative data¹⁵.

During this assignment, the UNDP Implementing Partners (IPs) identified numerous in the operation and relationships of the projects in either interviews or reports. Most of these were more operational than strategic, despite probing.

One of the most frequently mentioned was limitations in capacity – particularly personnel (understaffing) and lack of funds for implementation in some IPs. Other IPs - like the NEC - had ambitious Action Plans considering the scarcity of staff and the heavy workload of activities. As a result most activities supported could not be realised. Some equipment installed is high technology and requires good infrastructure, which is currently inadequate e.g. lack of good, secure buildings and air conditioning.

¹⁵ A specific recommendation of the UNDP MTR Stocktaking report



In some IPs it was reported that behaviour change is not easy to achieve within the 4 years of the UNDPsupported programme. There were delays in the implementation of approved programmes e.g. in Rwanda National Police (RNP).

In terms of administration, operating a basket fund managed directly by an IP like National Electoral Commission versus a basket fund managed externally by UNDP proved to be challenging. Late disbursement of funds made planning difficult for many IPs. Incompatibility of the financial year used by UNDP and the IPs results in a mismatch in timing. As a result partners plan without the knowledge of the funds available. This, coupled with delays in disbursements that effectively causes funding gaps, means that the achievement of activities with limited timeframe for implementation is difficult. There are also significant training gaps in many IPs for instance in RNP 74,000 people need training and capacity building.

Furthermore, complying with procedures is seen as taking too long. This delays action, especially in procurement processes and in the recruitment of international experts. For example, the lengthy process of replacement of PSGG programme managers affected the smooth operations for most IPs One IP commented that Technical Assistance (TA) candidates must have necessary technical and cultural competencies or their effectiveness will be very limited. Contracts that are small-scale, well-tailored for TA (such as that provided by Swiss cooperation) can be effective. Poor recruitment wastes time, money and good will. The importance of effective recruitment for both staff and consultants needs to be strongly emphasised and fully recognised by UNDP, and others. Good quality recruitment that delivers appropriately skilled, motivated staff on time is vital.

Support given to some IPs to sensitise the population on issues like corruption and human rights did not provide for the resultant increase in handling complaints.

Many partners commented that continuity and exit strategies are an issue as many UNDP supported programmes suspend activities when support ends. For instance lots of gender related issues still needs to be addressed especially in rural areas on issues such as land, inheritance and GBV.



10 Lessons learned

These have been taken from interviews. Lessons are taken as "those things that we learned worked or did not work which can be replicated or should be avoided respectively".

a) Overall

- Innovation solves problems. On the digitisation of records, the process of going out to tender brought in expensive bids. A company was hired but proved slow and expensive. A decision was made to bring the tasks back in-house and provide close supervision to the 66 interns hired to digitise cases in 22 courts. This provided better Value for Money, proving 15 times more efficient. This is a positive model.
 Proposed action: Model to be shared by UNDP and implementation by other partners supported.
- Scheduling activities is crucial. There has been lots of investment in equipment and training. Coordination, timing is key to ensuring that the equipment is available once the training is completed. All workplans should be designed and implemented to show these dependencies and where a delay is foreseen in one area, prompt action taken on dependant activities. So, for example, if the equipment delivery is delayed, the training is also postponed. Similarly, training should be conducted at all levels, from support staff to judges for maximum impact. **Proposed action**: strengthen joint planning (tools and meetings).
- Change management is core to success. The programme in the Courts underestimated the change
 management aspects of the work both internal to the courts and external (e.g. bar association and
 bailiffs). Courts are only one aspect of the provision of justice. There is a need for a more comprehensive
 analysis and then programme across the whole sector for effectiveness and increased efficiency. This
 would have much bigger impact. Proposed action: capacity building approach to be deepened se
 recommendations from analysis 8 in the next chapter.
- Change takes time considerable time and resources. For a culture change to focus on RBM, significant resources need to be invested over a considerable period of time to set up and operationalised the frameworks. Training alone is insufficient to change the mind set and a lot more needs to be done to change behaviours and actions. The resources are technical, financial as well as operational. As one IP put it " long term commitment and long term approaches are required for success". **Proposed action**: UNDP to build on its strengths in relationship-building and flexibility to focus on long-term support.
- A programme approach can really add value. The improved coordination enabled by the PSGG programme increased synergy. By working as a team, IPs shared information, were able to coordinate activities, and encourage slower partners to increase the pace of progress. A retreat for IP's towards the end of the programme concluded that "being in PSGG helps in avoiding duplication" and ensures resources are spent well. **Proposed action**: UNDP to increase use of programmatic approach, with appropriate staffing.

Further lessons have already been considered and reported on separately¹⁶. These include:

- With programmes dealing with several projects (such as the PSGG), priority should be given to staffing
 programmes or unit in a strategic manner that allows for maximum performance. Consideration must be
 given to the systems that must be put in place to manage programmes, as opposed to managing
 projects. For example, programmes may require more support than projects from Operations in terms of
 procurement.
- Rwanda National Police, the Supreme Court and the Ministry of Justice could operate under one single project under a single implementation unit.

¹⁶ See the UNDP MTR Stocktaking report



• There is a need for UNDP in Rwanda to sharpen the technical skills available in thematic areas such as decentralization, economic development, food security, climate change to ensure maximum leverage

b) Gender

There were three separate projects supported by UNDP to mainstream gender in good governance. These are the Rwanda Men Resource Centre, the Women Council and the Women Parliamentarians (FFRP). Whereas the RWAMREC dealt with men's role in GBV, the Women's Council worked with the Gender Monitoring Office (GMO) to mainstream gender in all government institutions. The Women Parliamentarians on the other hand worked to reform legislations to take care of gender issues and improve women participation in democratic governance in the country. In the National Institute of Statistics Rwanda there is a built-in capacity in gender statistics.

In terms of gender specifically, there were numerous examples of the integration or mainstreaming of gender in programmes. The women parliamentarians did gender audits which showed more effort is needed in mainstreaming. There was also lots of training carried out at different levels which has increased awareness. However the funding was insufficient so only staff training was complete: other activities were not implemented and the follow-through was not completed. In the Rwanda National Police, gender awareness was initiated to encourage women to join the police force. After a lot of sensitisation, 70 women from different communities joined and are being given special training which will help them in GBV case handling while in a mission.



11 Conclusions and recommendations

a) Overall

In on-going work¹⁷, UNDP has already considered some of these issues, recognising several factors as crucial to success. In particular the level of ambition demonstrated by the GoR, with high expectations, in-depth scrutiny of partners, and a very progressive approach to development policies and models. Ways of working need to change to ensure effectiveness, such as becoming much more open to partnerships, focusing on developing and sharing excellence, increasing speed and efficiency of operation and effective communication as essential for success. Also, Rwanda has been a leading voice in creating greater space today for a 're-think' on development theories, models and practice than at any time in the past 20-30 years. At the more international level, globalisation results in expanded possibilities but also heightened risks. More work is required on mitigating risks as the programme moves forward.

The comparative advantages of UNDP will be a key asset in addressing these challenges. These have been identified as:

- **Universality and neutrality**: UNDP plays an important role in promoting the universal values enshrined in international conventions, and its ability to draw on technical expertise, lessons, and best practices.
- Long established presence: In Rwanda, UNDP has had a long established presence, from the period before and throughout the armed conflict and genocide of 1994, and as a critical player in the post conflict period. Consequently, the UNDP office enjoys a privileged relationship with the Government of Rwanda and has long-term knowledge and experience with regard to development in Rwanda.
- **Delivering as One (DaO)**: UN (DP) to become much better harmonised with government planning cycles and systems, and more efficient, effective and better coordinated. UNDP plays a critical role within the current UN aid architecture in the framework of DaO in Rwanda.
- **Track record**: UNDP is the UN lead agency in the area of governance and chairs the Governance Thematic Group, contributing to the design, implementation and monitoring of joint programming and UNDP country program output. UNDP has a proven track record in the sector.

There are several key actions arising from this analysis. UNDP proposes to reduce and consolidate the number of projects within the country programme cycle. UNDP will limit itself to few strategic areas in support of government priorities which coincide with its areas of strength and comparative advantage and in line with the UN agreed DoL. To enhance results-based management, UNDP will support national monitoring and evaluation systems pertinent to poverty reduction and attainment of the MDGs.

A proposed structure for the governance programme is given in Annex 6, with a reduced number of outcomes of only 3.

b) Partner feedback

In terms of feedback from partners, the question of future programming was explored. While it was difficult for many partners to give specific advice focused on the role of the UNDP in particular, a significant number of partners recommended that UNDP works harder to understand the needs of the citizens and to take action to address them - particularly as the current portfolio is focused on centralised institutions based in Kigali. Other partners stated that the government had a good understanding of citizens' issues and supporting GoR in implementing its priorities will, in turn, contribute to meeting those needs. However there is clearly a concern that UNDP is at risk of not fully understanding the concerns and priorities of the majority

¹⁷ See UNDP position paper 2013 to 2017



of citizens living in the rural areas and in poverty. As a "health check" it is recommended that specific activities to ensure that UNDP staff are informed by the practical realities of life for the majority of citizens is taken. This could be combined with field visits or volunteering activities.

c) Analysis

Given the findings outlined under the outcomes above, conclusions and recommendations have been extracted and grouped. The grouping of recommendations is given using the analysis matrix below which guided the interviews and data gathering as well as the analysis.

	Key questions	
Relevance	Congruence between UNDP governance pillar and GoR priorities	
	Progress towards outcome	
	Credibility/ influence of UNDP in relationships	
Efficiency	ciency Coordination of programme implementation	
	Synergy with other programs in Rwanda	
Effectiveness	UNDP's partnership with civil society & private sector in promoting governance	
	UNDP's advocacy impact	
Sustainability	Established mechanisms for sustainability	
	Partnership with other institutions & DPs in Rwanda	
	Future programming	

Analysis Matrix

Twelve analyses are given in the sections below, numbered and using the following headings:

findings:
extracting and interpreting the main points of information from the data, evidence and interviews
conclusions:
working through the implications of the findings and interpreting them to form judgements about the
results
recommendations:
making specific proposal based on the findings and conclusions for action to improve performance in the
future

a) Relevance

Overall it is clear that UNDP has supported partners that have made a significant contribution in the area of governance in Rwanda. Each programme is designed to be aligned with government priorities and the UNDAF, which itself aligns closely with national plans. This alignment was acknowledged in a recent report "Future UN comparative advantage in Rwanda", written very recently which concludes that relations with government are supported by this unity in priorities.

Each project or programme document (prodoc) which formalises the agreement between UNDP and its partners clearly articulates that alignment. More specific conclusions are outlined below.

Analysis 1: UNDP builds good relationships

It is clear that the Government of Rwanda (GoR) institutions consider UNDP as a trusted and respected partner. Almost universally, partners stated their opinion that UNDP are good or excellent. More specific comments included:



- UNDP are strongly supportive of our work: they are not prescriptive
- UNDP do not dictate to us " we are designing the programme, the content"
- "Relationship is of mutual respect"

The reputation and influence of UNDP is significantly enhanced by its approach to working with partners. The partnership is built on mutual understanding and trust.

In terms of recommendations, it is clear that these partnerships are a key strategic resource to UNDP and the organisation should continue with same basis of relationships, nurturing and building those relationships. There is also an opportunity to leverage that credibility to greater effect in advocacy, particularly around the MDGs, human rights, gender and other governance issues.

Analysis 2: UNDP is a long-term partner

Also in terms of relationships, UNDP builds and maintains long-term relationships, almost all of which are with government bodies. This is recognised by partners and, for example, highlighted as a key factor in the PSGG programme's success in the development of capacity around results and in gender mainstreaming.

One UN staff member commented that "we stick with people we know, and we know can deliver".

This gives increase efficiency and working, easier relationships. Also, longer-term relationships are recognised as good practice, given the time required to achieve the changes in behaviour required in good governance.

In terms of working with government, this provides the opportunity to strengthen abilities to deliver services. However, in accountability there is also the "demand" side where citizens as rights-holders call upon the duty bearer to hold them to account. Within the current portfolio this aspect is neglected.

There are more negative consequences to this approach, including the risk of limiting innovation and being risk-averse, sticking with what is known, with conservative institutions staffed by civil servants and missing potential impact.

A more explicit focus on innovation could increase effectiveness without compromising alignment. Encouraging the sharing of good practice (see below) should be encouraged to promote better ways of working to deliver change.

The range of partners should be expanded. Specific opportunities that should be assessed relate to:

- Supporting the Rwanda Governance Board in their work to manage a fund for civil society
- Support for the Bar Association (see separate document)
- Focus support on the umbrella bodies for both the private sector (Private Sector Federation) and civil society (Rwanda Civil Society Platform) recognising that the development of their capacity could have a significant knock-on effect across the sector

b) Efficiency

Analysis 3: UNDP is often inefficient

Partners raised some criticisms of UNDP procedures: UNDP is not always efficient in the operation of its partnerships. In particular, procedures around fund disbursement were criticised, a finding in line with the comparative advantage report cited above. In several cases the delays caused a gap in activities as the funds were not available when required. And, as disbursements are made quarterly, these delays, even if small,



can add up over the course of the year to significantly impact performance.

It was commented that the UNDP planning year (January to December) is different to the GoR year (July to June)¹⁸.

Another example relates to Steering Committee meetings. While partners appreciated the forum and its role in coordination, sample sets of minutes assessed during the evaluation showed a high level of detail in discussions, going right to the level of whether researchers should be given airtime and what is appropriate footwear.¹⁹ Another IP was of the opinion that more proactive review and management by the Steering Committee and UNDP can assist in making action plan feasible and realistic particularly as staff capacity is being built.

This focus on operational issues represents a missed opportunity for UNDP and partners to be more strategic and to increase the focus on results. For example, in one partner report the difficulty of managing competing priorities was highlighted: the Steering Committee is an ideal forum for such discussions. Frustrations with procedures and inefficiencies damages relationships and wastes partner resources and goodwill.

The IPs stated that this lack of predictability of funding limits their ability to plan effectively.

There were several requests from partners for improvement

- Aligning with government financial year
- Give more guidance for new partners, better induction to enable the partnership to be effective from the start
- Streamline processes, particularly those related to funding
- Set service level targets and monitor success. For example, period between partner request receipt and disbursement, partner query and response.
- Reduce the frequency of report as "quarterly reporting is an onerous requirement of partnership"
- Troubleshooting good communication is an essential so that issues are identified quickly. UNDP then needs a more nimble system for addressing the problems raised promptly.

Analysis 4: UNDP is flexible

UNDP can be flexible and responsive e.g. the Rwanda Civil Society Platform requesting funding support for elections. This is appreciated by many partners. However staff within the UN were more aware of the extra work involved and concluded that UNDP is "sometimes too accommodating".

This flexible approach has led to some partners considering the UNDP as the "provider of last resort"²⁰. Such decisions are often outside standard procedures and so there is a risk (at the very least, a perception) of personalised decision-making based on relationships between individuals.

Greater clarity and better communication is required to ensure all partners understand what can and cannot be done.

¹⁸ There are already plans to address this issue by mid-2014

¹⁹ ToR for the Steering Committee typically include i) oversee and give guidance regarding implementation ii) Approve workplans iii) approve budgets and iv) advise on content and priorities for Strategic Development Plan

²⁰ See comparative advantage study cited above



Analysis 5: UNDP data management is weak

UNDP data management systems are not strong. For example, there are issues relating to:

- Inconsistent titling of documents
- Focus on hard-copy filing, rather than database of files
- Scanned documents incomplete, pages missing in pdf files
- Physical files incomplete e.g. copies of evaluations missing from project files
- Inconsistency in use of programme titles

It is difficult to get access to data without going through manual files, which takes time.

This data is a vital resource for management of the governance programme and without proactive management, this resource will be under-utilised.

A simple database should be designed together with a checklist to support such that all data relating to one programme is kept together and clearly titled. Management systems should ensure that this procedure is being followed. This should feed into strengthened UNDP M&E systems – see below.

Analysis 6: Partner coordination is sub optimal

UNDP coordination for each individual programme is rated highly. There are some opportunities for IP programme managers from different organisations to meet.

There is a variety of capacity and performance levels between partners, with some demonstrating good practice and others less so.

Peer-to-peer learning and support could add significant value. More and better targeted and specific sharing of challenges and solutions could make an important contribution to deeper capacity development. E.g. good practice in design of programmes (from prodocs) – see below.

Greater use should be made of the meetings between IPs to maximise the benefits of shared experience and learning. Themed meetings, proactively managed and with good preparation, can encourage partners to share their knowledge and good practice.

These should be institutionalised by UNDP through the updating of their templates or procedures to incorporate the good practice. For example the first table below highlight examples of good practice for each partner in the prodoc. This represents an unused resource. The best examples of these should be extracted and inserted into an updated template, together with guidelines on preparation of a quality prodoc. In particular an analysis of the assumptions made and risks identified, clear indicators and targets at outcome level and a broader analysis of the operating environment and other actors involved in the specific area of work should be given.

Further tables below highlight below good practice in analysis and reporting by partner. Similarly the templates and guidance on reporting should be updated. This is further commented on in analysis 11 below.

Examples of good practice



PSGG:

The design document, or prodoc for each partner has a standard front sheet but the contents within vary. A comprehensive review of the prodocs relating to the governance programme shows that there are many individual examples of good analysis – and some of poor practice (see left). Good practice examples are listed individually by partner below.

The original design, as articulated in the Programme Document was weak in some areas, particularly relating to results. This led to confusion and ineffectiveness at the start of the programme, for example in terms of PSGG was supposed to fund and what the results of that funding should be. Clear, defined results and a better mechanism for monitoring should have ensured that all PSGG funds are cleared linked to a result in the results framework and that the programme could be effective right from the start.

Prodocs – examples of good practice			
Programme for Strengthening Good Governance	MINALOC: Support to the 5-year		
Clear indicators are given at the outcome level	Decentralisation Implementation Programme		
• Some targets are set – however these are mostly	Analysis of different types of capacity given		
quantitative.	Analysis of other stakeholders' roles is		
	given, showing an awareness of the		
Rwanda Peace Academy	broader environment		
• Good analysis of other stakeholders in the sector. This	Indicators are given at the outcome level		
shows the specific advantage that this programme			
brings.	National Institution of Statistics of Rwanda		
• Mainstreaming of gender is articulated, specifically to	Design based on analysis of lessons learned		
be incorporated through staffing policies, participants	Structure for addressing unplanned events		
and course selection	outlined		
• Similarly the document states the approach to the	Risk and mitigation plan outlined		
mainstreaming of human rights, the environment			
(through construction techniques and materials,	National Electoral Commission		
rehabilitation and equipment procurement and	Risk analysis included		
training modules),			
A commitment is given to collecting data on best	Rwanda Men's Resource Centre (RWAMREC)		
practices in HIV and social inclusion	Quality management approach and risk log set		
Sustainability explicitly addressed up front	out		
NAINIA FEFT. Comment Manifesting and Investory at the	MINECOEIN Strengthening Covernment of		
MINAFFET: Support Monitoring and Implementation of	MINECOFIN - Strengthening Government of Rwanda's National Evidence based		
Treaty body Reporting in Rwanda	policymaking, planning, analysis and M&E		
 Some assumptions and risks are assessed, plus a risk 	 Gives analysis of baseline information 		
matrix given	Some indicators set		
Sustainability is considered upfront	Some marators set		
 Mid-term evaluation was planned – to include exit 			
strategy			

Progress reports- examples of good practice		
Programme for Strengthening Good Governance	Rwanda Peace Academy	
Some immediate results indicated	Update of risks and risk management measures	
Performance against indicators reports	given	
Some analysis of challenges faced		
• Analysis in text of outcome of activities and/ or follow	Support to the National Institution of Statistics	
	 Update given on risk and management 	



	up		measures
•	Risk mitigation measure used described	•	Actions to redress delays agreed

c) Effectiveness

Analysis 7: The portfolio is too wide

Many partners and other stakeholders consider the governance programme of UNDP as spread too thin with the portfolio having too many small projects. Other recognise that governance is a very sensitive issue and that UNDP has taken the approach of being "careful to establish its own programme and working relations with the GoR "

While the current approach has the advantage of "being in many places" the majority of stakeholders were of the opinion that the current approach dilutes the impact of UNDP in Rwanda. One IP commented "UNDP still has high transaction costs due to many small projects and needs to narrow down its focus". The number of projects and programmes also negatively affects the rating of UNDP in terms of aid effectiveness (as an indicator in the OECD survey).

There is a balance to be sought and proactively maintained in the governance portfolio. The focus should change to concentrate on fewer areas where UNDP has a strategic advantage, and to improve the quality of coordination with other Development Partners to increase impact.²¹

If this approach is to include programmes, as opposed to projects, then lessons can be learned from the PSGG programme. The PSGG was substantially managed as a series of small projects with little learning evident at the programme level. The lack of overall coordinator meant that results were not aggregated and analysed as they could – as they should - have been for learning. A programme approach should be in place right from the start where the synergies from working together in a coordinated approach should be clearly articulated and joint targets set.

Analysis 8: Capacity building approach needs to be deepened

Capacity building is a valued outcome of UNDP support and is common across the governance programmes. It is commonly seen as a combination of equipment + training + (some) improved systems and strategies. There is less (little) work on the areas of leadership, nor is there much analysis of the organisation's place in the sector, where institutions show an awareness of their specific environment, of risks and potential out there and the work of other stakeholders. And the level of ambition for change of the IPs that UNDP is working with is high.

UNDP on capacity development

The UNDP approach splits capacity building into an individual level, an institutional level and the societal level, with capacity being built at all levels.

Individual level Capacity-building on an individual level requires the development of conditions that allow individual participants to build and enhance existing knowledge and skills. It also calls for the

²¹ This is in line with the recommendations of the comparative advantage report cited above which included closing small projects and focusing on 3 types of work: integrating strategic knowledge into national efforts; assisting national policy development; and assisting human resource development to build better institutions.



establishment of conditions that will allow individuals to engage in the "process of learning and adapting to change."

- Institutional level Capacity building on an institutional level should involve aiding pre-existing institutions in developing countries. It should not involve creating new institutions, rather modernizing existing institutions and supporting them in forming sound policies, organisational structures, and effective methods of management and revenue control.
- Societal level Capacity building at the societal level should support the establishment of a more "interactive public administration that learns equally from its actions and from feedback it receives from the population at large." Capacity building must be used to develop public administrators that are responsive and accountable.

UNDP has made important contributions in this area that have been appreciated by partners. The approach to date has been somewhat mechanistic and underpinned by assumptions that have not been fully articulated. For example, training is a common element of capacity building and the universal assumption has been made that training will change behaviour, for example increasing productivity or the quality of service delivered. This assumption is not documented, nor is the evidence gathered to specifically show that this is what is taking place: there were very few examples of follow-up from training which showed how participant behaviour changed.

Leadership is a crucial element of successful change and reform. An analysis of the characteristics of leadership, contrasted with more common element of management is given below. Institutions that are successful in delivering change require leaders that can apply new thinking and make brave decisions. The Government of Rwanda has set an ambitious agenda for change and this is an opportunity for UNDP to make a more strategic contribution to this agenda.

Leadership	Management
Direction Setting Disrupts current order 	Planning • Creates order
 Takes risks Longer term view Produces visions and strategies 	 Eliminates risk Short time frame view Produces plans and budgets
 Motivating and Inspiring Expands energy Promotes good results and risk taking Energising people to make change possible despite obstacles 	 Controlling and Problem Solving Constrains energy Tries to stop bad things happening- avoids risk Monitoring results against plan

Given that many partners are increasing in maturity and capacity and that the Rwandan development priorities and pace are challenging, this is an opportunity to consider deepening the approach, to considering capacity *development*, rather than building. A more sophisticated approach could take lessons from recent thinking and analysis (see Kaplan below for an example). There is an opportunity to be more strategic and include leadership, knowledge management, capacity for self-reflection, responsiveness and increased accountability in capacity development. Also increased focus on ensuring that organisations are looking more outwardly, networking and managing relationships with other organisations.



An alternative approach to capacity development - Kaplan²²

The 'soft' features of capacity – and of capacity development efforts – are more significant than hard (attitude rather than competency or skill, development facilitation rather than training): Allan Kaplan (2010). In Kaplan's view the intangible, invisible, 'soft' qualities make up the ability to respond, the 'response-ability' to deal with social and other challenges. This places a great emphasis on qualitative aspects of capacity rather than quantitative.

Analysis 9: Understand and communicate gender success

Programmes do not have an explicit gender element: no partner mentioned gender unprompted. Many programmes do take appropriate action to promote gender equality and the environment is generally strong on gender. There are examples of good tools, approaches and practice in this area. The Government of Rwanda has set priorities and made well-recognised achievements in addressing gender equality.

UNDP is missing an opportunity to:

- Increase impact in gender but mainstreaming it more systematically. Sharing tools such as gender audits
- Gather information on gender impact that is already happening though UNDP support
- Use good practice already in place to share and promote learning between partners

Incorporate gender and other priority cross-cutting issues comprehensively in design, implementation and monitoring. Update templates to reflect this and encourage sharing of good practice in mainstreaming. The PSGG should be used as an example of good practice in mainstreaming gender across partners.

For example, the PSGG programme mentions the following successes in gender: the participatory approach to the 3P gender audits which focused on a self-evaluation process to encourage learning was a particular accomplishment. The use of engendered indicators across the PSSG will provide evidence of change.

Analysis 10: Use the Unique Selling Point

UNDP/ UN is playing an important role in high level coordination and influencing. It is seen by many as a broker or intermediary between government and DPs – in both influencing role and in fund mobilisation.

One notable exception is in the justice sector where the strong support received a few years ago has dwindled over the last 2 years such the UNDP has been "invisible". Interviewees expressed their disappointment with this situation but recognised that there are recent indications of a recommitment to the sector, for example with the ICT thematic group.

The unique position of UNDP (mandate, impartiality, strong support of government) gives it a niche, a unique and powerful position to have an impact through that coordination and influencing.

This comparative advantage should be maintained and used more actively, for example in relationships with government and with other DPs. UNDP can do more to ensure there is an enabling environment for programme success in the specific sectors within which it works. Also there is an opportunity in working furthering the Aid Effectiveness agenda and improve the impact of development resources.

²² See, for example, "Towards a Larger Integrity: Shining a different light on the elusive notion of capacity development"



There are implications of this role in terms of resourcing, for example to ensure that staff have adequate time in their workplans and that incentive or reward schemes recognise the importance of this role. UNDP needs to address these issues, ensure the systems are aligned with this approach and, in particular, ensure that the Human Resource systems support this role and goal.

Analysis 11: Improve M&E capacity

UNDP gets little information on outcomes and impact from partner reports. While some information comes from evaluations, either external or facilitated sessions, there is little reporting at this level in standard partner reports. One IP commented that "while reporting on financial aspects of the programme is comprehensive, the narrative reports failed to reflect our achievements and activities sufficiently."

In terms of the design (prodocs) do not adequately address M&E, setting few robust indicators and even fewer targets.

The quality of reporting varies widely between partners: those partners with other support (from other UN bodies or other DPs) or higher level of support tend to have higher quality analyses e.g. PSGG, women parliamentarians. There is some confusion in language: terms such as indicators, objectives, outcomes, outputs are not used with consistency.

Despite the commitment to results across government, the focus is more on monitoring activities and workplans rather than the longer-terms achievements in the reports received from government partners.

Also performance is often considered primarily as a financial matter. For example, significant resources are allocated to regular audits and yet performance audits are not carried out. While it is vital to ensure that money is spent properly, a wider analysis is required to ensure it is spent effectively.

The M&E capacity and systems in-house at UNDP could do with being strengthened. Staff seem stretched and the systems complex.²³

It is very difficult for UNDP to know what contribution their input has made. That makes transparency and accountability more challenging.

Similarly, the limited analysis of lessons learned is a missed opportunity to improve results by the taking action on a better understanding of results achieved.

In reporting there is also little analysis of the environment, of the work of others. In order to increase the understanding of outcomes, which, by their nature require inputs of others, there should be more and better scanning of the environment outside the IP.

UNDP skills substitute for partner skills in reporting to enable higher-level analysis, for example in the UNDP ROAR report.

Country Led Evaluation

²³ For example during this assignment we were unable to get up-to-date information on performance from the ROAR report for 2011.



A recent report gave the following key recommendations. When implemented these will also make an important contribution to efficiency:

- ✓ Strengthen and make the Performance Management Framework more systematic
- Engage more actively in measuring of joint interventions
- ✓ Increase focus on reducing transaction costs and gather evidence on how that is being done
- ✓ Ensure each design for a programme includes measurable indicators and a clear timeframe.

This report therefore recommends that:

- Increase focus on Results Based Management to encourage a culture of results within UNDP and within
 partners. This starts from the design phase and should continue through to evaluations of every
 programme.
- The PSGG gives a model of good practice that can be used as a basis for the development of partner capacity. In particular the slow and steady iterative methodology followed is the foundation for this change. Furthermore the investment in the PSGG Annual Retreats have reaped returns as these have proved very useful.
- Templates are updated to increase the focus of the annual reports on outcomes and impact, reporting against indicators agreed at the start of UNDP support and laid out in the prodoc (see below)
- Invest more in evaluation and longitudinal studies to explore contribution and attribution²⁴
- Action is taken to address the issues raised in the table below. More specifically, ensuring indicators and targets are set, templates are updated and partners trained on good practice in M&E

Further improvements required to address the following:

Prodocs

- Many documents have few or no indicators. Very few have targets.
- Some confusion in language in many documents e.g. objectives and outputs
- Most prodocs do not discuss risks and assumptions made in the design
- In multi-partner programmes there is often little discussion of synergy or mechanisms for promoting it
- Terminology is used inconsistently and at times, incorrectly. E.g. outputs set at higher level than outcomes
- Few quality indicators set and very few quality targets
- Most have a results framework. Formats differ

Progress reports

- In multi-partner programmes each partner reports separately
- Performance data on indicators given at times but without comparison to past performance or target
- No added value of outcome indicator review on quarterly basis
- Significant repetition between reports
- Some reports mix achievements and plans
- Reporting on indicators was simple task completed yes/ no or indicators given with no update
- Length of training not mentioned nor follow-up

²⁴ See "Measuring the Impact and Value for Money of Governance & Conflict Programmes" 2010 by ITAD for some of the challenges of attribution



- Insufficient information given to assess actual progress The focus is very much around work plan and activities high levels of detail
- There is a real opportunity to rebalance the reporting. Decrease the information required for quarterly report (update against workplan in table format) and increase the annual, including a review of annual targets at the outcome level
- With so much training it would be good to standardise key metrics e.g. number of trainees for number of days. Plus ensure follow up, for example after 3 months to assess outcome (if behaviour has changed)
- Lessons learned should be made a standard part of reporting (on activities for quarterly reports, outcomes and impact for annual reports and evaluations) and given a short definition for clarity e.g. learning from your programme and implementation that could be useful for other partners

Strengthening monitoring data

An analysis of the indicators set in the design and used in reporting was carried out. Suggestions on how to improve these are given below:

Overall

- There is a significant number of cases where the data for monitoring indicators is not available. The whole monitoring system needs to be strengthened to address this.
- For training events (which are a common activity) more information is needed on how the improved knowledge of training participants was used to influence others: how their behaviour changed. Case studies would add texture.
- Many indicators had no targets

Specific indicators for individual partners

- On number of operational audits carried out, % of recommendations from the audits followed up, cases referred for further legal action a number of institutions that updated their internal regulations as a result of the audit.
- Column inches in the media, number of mentions on corruption before and after training should be monitored
- Number of citizens listening to the radio station, disaggregated by sex, by age, by district
- Number of magazines printed is not an adequate indicator for number of citizens *accessing* Parliamentary information

d) Sustainability

Analysis 12: Understand and communicate sustainability approach

In a similar manner to gender, there is significant, thoughtful work going on to ensure sustainability. Approaches used include piloting new initiatives to assess successes and learn lessons. This is often combined with later scaling up. Alternatively inputs can be provided in a phased manner so that the provision of equipment or refurbishment of buildings is part of an initial phase only. In particular, the approach that UNDP takes to capacity development was also commented on by IPs as a key part of sustainability.

Other examples, several projects cited initial support to salaries or the provision of Technical Assistance which decreased over time. Responsibilities were handed over to civil servants and TA stopped, replaced by government staff. The split between funds provided for development activities provided by UNDP decreased over time as the GoR increase support for recurrent costs.

This element of UNDP support is vital to success and yet under-reported and analysed. There is little sharing of best practice.

Exit strategies should be planned from the design stage of programmes and articulated in the



documentation. For example, this was highlighted as a key issue in the partner review of the PSGG programme.

Progress on sustainability should be monitored annually and lessons in good practice shared between partners (see above.)



Annex 1: Terms of Reference

1. Introduction

At the 2005 World Summit, leaders from around the globe re-affirmed their commitment to a strengthened United Nations that would effectively respond to modern global challenges. In response, the UN Secretary General launched a High Level Panel report on System Wide Coherence in November 2006. One of its recommendations was to pilot this reform through a process where all UN agencies in country Deliver as One (DoA).

Delivering as One in Rwanda

Since January 2008, UN agencies in Rwanda have created a common planning, implementation and monitoring tool that aligns their activities with national priorities outlined in the Rwanda Vision 2020 and the Economic Development and Poverty Reduction Strategy (EDPRS). This One UN Programme divides the work of the UN in Rwanda along six key areas, which all contribute towards the MDGs. These areas are:

- 1) Governance
- 2) HIV
- 3) Health, Nutrition, Population
- 4) Education
- 5) Environment
- 6) Sustainable Growth and Social Protection

UNDAF and Governance Portfolio Context

The six areas above are captured in the United Nations Development Assistance Framework (UNDAF) 2008-2012 and the Country Operational Document (COD). The UNDAF provides a collective, coherent and integrated United Nations response to national needs and priorities as described in the Vision 2020 and the EDPRS. The COD is a programmatic document specifying how the UN in Rwanda will operationalize the UNDAF.

In Rwanda, UNDP is working closely with the Government, as well as with development partners and civil society, in order to build institutional capacity and effect sustainable development. Fostering and promoting democratic governance is a major development agenda for the government of Rwanda and the United Nations. UNDP's governance support is very much appreciated by the Government and beneficiary institutions and this places UNDP in a better position to strategically focus its governance portfolio to ensure even greater impact.

UNDP's current governance programs are anchored to the government priorities and are designed to respond to the expressed needs of the various governance institutions. Under the direction of Democratic Governance Unit, UNDP is providing program and project support to a number democratic institutions and line Ministries.

UNDP also acts as the lead agency in the area of governance within the DaO framework and chairs the Governance Theme Group, contributing to the design, implementation and monitoring of joint programming and UNDP country program outputs.

UNDP Rwanda has completed three years into the 2008-2010 Delivering as One Programme. One of the UNDP key programmes is the Governance result area. To measure the impact of this programme, UNDP Rwanda has decided to carry out an outcome evaluation based on the key UNDAF result *"good governance enhanced and sustained"*. This result area includes 4 outcomes in which UNDP has a stake:



- 1) Rule of Law: Capacity of Government and Partners to sustain a peaceful state where freedom and human rights are fully protected and respected, enhanced.
- 2) Decentralization, accountability and transparency: Effective, accountable and transparent management of public resources and services at the national and decentralized levels enhanced.
- 3) Participation in democratic governance: People's participation in the democratic processes and structures at national and decentralized levels increased
- 4) Evidence based policy making: Policy and socio-economic planning using quality and disaggregated data strengthened

Need (or Rationale) for an Outcome evaluation

United Nations Development Programme (UNDP) conducts outcome evaluations to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level as articulated in the country programme document. These are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy[1]. In line with the Evaluation Plan of UNDP Rwanda, an outcome evaluation will be conducted to assess the impact of UNDP's development assistance in the Practice Area of Democratic Governance.

The proposed outcome evaluation will evaluate the relevant country programme outcomes and outputs as stated in the UNDAF and the COD for Rwanda both covering the period 2008-2012.

The goal of the outcome evaluation will be to assess how UNDP's governance programme results contributed, together with the assistance of partners, to a change in development conditions.

The purpose of the outcome evaluation is to:

- Measure impact of the UNDP Governance portfolio of projects
- Provide substantive input and direction to the formulation of future programme and project strategies
- Support greater UNDP accountability to national stakeholders and partners in Rwanda
- Serve as a means of quality assurance for UNDP interventions at the country level;
- Contribute to learning at corporate, regional and country levels.

The outcome evaluation will be conducted in 2011 towards the end of the current programme cycle of 2008-2012 with a view to improving the implementation of the programme and also providing strategic direction and inputs to the preparation of the new UNDP country programme starting from 2013 as well as the forthcoming United National Development Assistance Programme (UNDAP) scheduled to start in the same year.

2. Objective, scope and focus of the Outcome Evaluation

2.1 Objective of the Outcome Evaluation

The objective of the outcome evaluation is to measure UNDP's contribution to the following outcomes: rule of law, decentralization and transparency, participation to democratic governance, , evidence based policy making with a view to fine-tune the current UNDP governance programme, providing the most optimal portfolio balance and structure as well as informing the next programming cycle. The evaluation will assess how UNDP Rwanda's governance programme results contributed to a change in development conditions in collaboration with other key actors in the governance area in Rwanda.



Specifically, the outcome evaluation shall assess the following: (i) what and how much progress has been made towards the achievement of the outcome (including contributing factors and constraints), (ii) the relevance of and progress made in terms of the UNDP outputs (including an analysis of both project activities and soft-assistance activities, and (iii) what contribution UNDP has made/is making to the progress towards the achievement of the outcome (including an analysis of the partnership strategy), (iv) *future intervention strategies and issues*. Most importantly, the outcome evaluation should be forward-looking by making recommendations for future programming strategies and issues in line with the new UNDAF results.

2.2 Evaluation Scope

The evaluation will cover pre- One UN governance programme and current UNDAF period 2008- 2011 and UNDP supported governance 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 inherent capacities and its relevance to the UNDAF and Delivering as One. Specifically the evaluation will focus on the following:

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 and adequacy of UNDP outputs to the outcome.

Underlying factors: Analyze the underlying factors beyond UNDP's control that influenced the outcome including opportunities and threats affecting the achievement of 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 governance programme and how it has shaped UNDP's relevance as a current and potential partner in Rwanda. 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 governance.

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 governance outcome over the UNDAF cycle so as to design a better assistance strategy for the programming cycle.

2.3 Focus of the Outcome Evaluation



The consultants will pay particular consideration to the following:

a) Relevance

- Extent to which UNDP support is relevant to Rwanda's Vision 2030 agenda and governance priorities as articulated in the EPDRS, the UNDAF and COD and those that are currently being developed Relevance of programme and project design in addressing the identified governance priority needs in pre-One UN period and 2008 2011
- extent of the progress towards the achievement of the governance programme outcome
- Extent of UN reforms influence on the relevance of UNDP support to the Government of Rwanda in the governance sector? Extent of UNDP's contribution to the governance sector in Rwanda

b) Efficiency

- How much time, resources, capacities 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? Has UNDP's strategy in producing the outputs been efficient and cost-effective?
- Extent of M&E contribution to increased programme efficiency.
- Roles, engagement and coordination among various stakeholders in the governance 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,

- Extent of UNDP's effectiveness in producing results at the local levels in alignment to UNDAF and COD, EDPRS, and MDGs Effectiveness of UNDP support in producing results at the aggregate level Extent of UNDP support towards capacity development, advocacy on governance issues and policy advisory services in Rwanda
- Assessment of UNDP's ability to advocate best practices and desired goals; UNDP's role and participation in national debate and ability to influence national policies on legal reforms and human rights protection.
- 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 governance portfolio in view of UNDP support to the GoR and within the context of Delivering as One.
- Extent of UNDP partnership with civil society and private sector in promoting democratic and corporate governance in Rwanda

d) Sustainability

- Extent to which UNDP established mechanisms ensure sustainability of the governance interventions
- Extent of the viability and effectiveness of partnership strategies in relation to the achievement of the outcomes.



- Provide preliminary recommendations on how the governance portfolio can most effectively continue to support appropriate central authorities, local communities and civil society in improving service delivery in a long term perspective
- Provide with participatory recommendations for improvement of the governance portfolio for the remaining UNDAF period and Terms of References for the required staffing.
- Assess possible I areas of partnerships with other national institutions, CSOs, UN Agencies, private sector and development partners in Rwanda

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 and capacities to ensure that the governance portfolio fully achieves its outcomes by the end of the UNDAF period and beyond.

3. Methodology

The Outcome Evaluation will be carried out through 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.

f) 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.

g) 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.

h) Field visits to selected sites; and briefing and debriefing sessions with UNDP and the Government, as well as with donors and partners.

i) 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)

j) 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 Governance Outcome Evaluation Report Validation Workshop Facilitated Workshop

4. Final Governance 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 governance issues. Gender considerations will be taken into account. The team members must have an advanced degree in political science, law, international development, or other related areas and at least 10 years' experience in evaluation/research. At least one team member should have expertise in evaluations of governance related 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

• Be fully acquainted with UNDP's Results-Based Management orientation and practices development

The National Consultant must:

- Be a 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 governance 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

• 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
- Organizing 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 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 30 working days starting in August, 2011

	Deliverable	Time allocated
Activity		
Evaluation design, methodology and detailed		3 days
work plan	Inception report	
Inception Meeting Initial briefing		
Documents review and stakeholder		20 days
consultations		
Field Visits	Draft inception report	
Data analysis , debriefing and presentation of		
draft Evaluation		
Report		
Validation Workshop		
Finalization of Evaluation report incorporating	Final evaluation report	7 days
additions and		
comments provided by all stakeholders and		
submission to UNDP		
and GoR		



Annex 2: Analysis Matrix

To support a facused and	d afficient analysis a matrix	was propared to clearly outling	bow the relevant data was gathered
To support a focused and	u efficient analysis, a matrix	(was prepared to clearly outline	e how the relevant data was gathered.
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	Key questions	Sub questions	Data source/ data collection methods/ tools
	Congruence between UNDP governance pillar and GoR priorities	 goals and objectives M&E 	 UNDAF COD V2020 EPDRS
Relevance	Progress towards outcome	 UNDP contribution Factors in success/ failure What lessons learned What needs to change, what needs to stay the same 	UNDAFROAR
Rele	Credibility/ influence of UNDP in relationships	 with GoR with DPs and other stakeholders UNDP unique characteristics UNDP contribution Factors in success/ failure What lessons learned What needs to change, what needs to stay the same 	perception/ evidence from interviews with stakeholders
	Resources used to manage portfolio	 how much does the management of the governance programme cost – UNDP and for partners (prog costs)? how does that compare to other UN programmes? UN standards 	•
Efficiency	M&E contribution to program efficiency		interview with UNDP staff
Effic	Coordination of programme implementation	 How efficient coordination is under One UN How efficient is the sector coordination Factors in success/ failure What lessons learned 	 interview with UNDP staff interviews with other DPs



	Key questions	Sub questions	Data source/ data collection methods/ tools
		What needs to change, what needs to stay the same	
Efficiency	Synergy with other programs in Rwanda	 Does UNDP maximise the synergy between government institutions Does UNDP maximise the synergy between government programmes Factors in success/ failure What lessons learned 	 interview with UNDP staff interviews with other DPs
ess	UNDP's effectiveness in producing results in line with UNDAF, COD & EDPRS Contributing factors and impediments		
Effectiveness	UNDP's advocacy impact	 ability to influence national policies Factors in success/ failure What lessons learned 	 interview with UNDP staff interviews with other DPs interviews with senior GoR staff
	UNDP's ability to build capacity for sustainability UNDP's partnership with NSAs in governance		
ability	Established mechanisms for sustainability	 What mechanisms are in place for sustainability How effective are they Factors in success/ failure What lessons learned 	 UNDAF COD interviews with UNDP staff interviews with GoR
Sustainability	Partnership with other institutions & DPs in Rwanda	 What mechanisms are in place for coordination How effective are they Factors in success/ failure What lessons learned 	 interview with UNDP staff interviews with GoR interviews with DPs
	Future programming	 How can UNDP ensure an effective portfolio for governance How can UNDP effectively manage that portfolio 	interviews with UNDP staffInterviews with IPs



Annex 3: References

a) Main Reference Documents

1. Rwanda Vision 2020

2. The Economic Development for Poverty Reduction Strategy, (EDPRS) 2008-2012.

3. The United Nation Development Assistance Framework, (UNDAF) 2008-2012.

4. The Country Operational Document, (COD) 2008-2012.

5. UNDP Position Paper, 2013-2017

6. DaO in Rwanda: One UN Programme 2008-2012 MTR UNDP Stocktaking REPORT

7. United Nations Rwanda, Delivering as One, Annual Report 2010

8. Results Oriented Annual Report, (ROAR 2010)

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b) Project documents

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12. Justice Sector Programme, access to justice for all, the foundation for good governance and poverty reduction. (2008-2012).

13. Provide support to non-state actors (particularly media and civil society) in the area of elections observation. (2008-2011).

14. Providing support to the elections cycle and the national electoral commission strategic plan. (2008-2011).



15. Ministry of Public Service, Skills Development, Vocational Training and Labour (MIFOTRA). Support To Public Sector Reforms. (2005).

16. Justice Reconciliation Law and Order Sector Strategic Issues Paper, 2011-2012 (February 23 – 2011).

17. UNDP Project Support to Supreme Court, January-December 2012.

18. Strengthening the capacities of the National Human Rights Commission.

19. Government of Rwanda & United Nations Development Programme (UNDP) & Department for International Development (DFID), Programme for Strengthening Good Governance. (2007-2010).

c) Activity Reports

1. National Unity And Reconciliation Commission (NURC), programme support for good governance, narrative report fourth quarter 2011.

2. Rwanda Peace Academy progress report 31st January 2012.

3. Rwanda men's resource center (RWAMREC), engaging men as partners in promoting gender equality and prevention of gender based violence and HIV, annual project progress report 2010.

4. Strengthening capacities of policy analysis and legislative drafting. (2010-2011).

5. National Electoral Commission (NEC). Providing support to elections cycle and the NEC strategic plan, narrative report 27th January 2012.

6. FFRP overview of activities and results of the UNDP support project; narrative report fourth quarter 2011.

7. MINECOFIN, Supporting Harmonization, Alignment, and Coordination for Aid Effectiveness in Rwanda, annual project report 2011.

8. Parliament overview of project activities and results, second quarter 2011.

9. NISR, draft minutes of steering committee meeting 29th June 2011.

10. Rwanda National Police, strengthening the capacities of RNP for increased human rights and law enforcement, end of year narrative report 2011.

11. MINECOFIN, supporting harmonization, Alignment, and Coordination for Aid Effectiveness in Rwanda, narrative quarterly report 31st march 2012.

12. Support to Media High Council, progress report, fourth quarter 2011. .

13. Strengthening the capacities of the Parquet General of the Public- Service for support and protection of victims and witnesses. (2007-2008). Narrative analysis.

14. Support to MINIJUST, annual narrative report 2011.

15. Report on field visit to Rwanda Peace Academy in Musanze 18/06/09

16. Strengthening the capacities of National Human Rights Commission, monitoring report. 29th-30th March.

17. Support to Supreme Court, narrative report 2011.

18. Programme for strengthening good governance, (PSGG). Annual progress report 2012.

19. Rwanda EDPRS results and policy matrix 2010/11.

d) Review Reports

1. National Human Rights Commission, strengthening institutional framework for good governance. Project completion report November 2011.

2. Programme for Strengthening Good Governance, end of program report 2007-2011.

3. Un Focus Study, future un comparative advantage in Rwanda, April 2012, by William Paton and Clark Soriano.

4. Rwanda Men's Resource Center, engaging men as partners in promoting gender equality and prevention of gender based violence and HIV/AIDS in Rwanda. Project evaluation meeting report 2010-2011.



5. Rwanda Joint Governance Assessment Report. The JGA report adopted by Cabinet on 12th September 2008.

6. Justice, Reconciliation, Law and Order Sector Joint Sector Review, covering the period of the Minibudget October 2009

7. Justice, Reconciliation, Law and Order Sector EDPRS report covering the period July 1st to December 31st 2009.

8. Ministry Of Justice (MINIJUST). Support to MINIJUST narrative report Jan-March 2011

9. Country Led Evaluation of delivering as one in Rwanda draft final r e p o r t, universally management group Montreal, Québec Canada. J u l y 2 0 1 0.

10. Evaluation of capacity building for the Ombudsman Office, by Imanzi limited. May 2009.

11. Strengthening the capacities of the Parquet General of the Public- Service for support and protection victims and witnesses. (2007-2008). Narrative analysis.

e) UNDP reports (provided after the July 2012 draft)

- Rwanda UNDAF 2008 12
- 2010_CAPs all results
- 2010 Deliverables Analysis
- FINAL DRAFT ALL 2009 Outputs Reportv2 (with caveat "draft document for information only, likely to change")
- Analysis of MTR
- UNDP Rwanda MTR 2010_4- NOV Final (4)
- UNDP Rwanda ROAR 2011
- Consolidated MTR input from GTG_TP
- Recommendations from the Governance theme group on UNDAF M
- Rwanda UNDAF 2008 UNDAF M&E framework GTG comments 101105



Annex 4: Interviews

UNDP Governance Outco		or Organisations and	people Met
Projects	IP	People met	Title
Support to Ministry of Justice	MINIJUST	Bizimana R. Pascal	PS & Deputy Attorney general
		Theophile Gashagaza Rwigema	Project Coordinator
		Twahirwa Andre	
Support to Supreme Court	SUPREME COURT	Chantal Kayitare	Project Coordinator
		Jean Paul Kenayire	Planning officer
		Mugarura Emmanuel	ICT Expert
Support to Parliament	RWANDA PARLIAMENT	Sosthene	Senator
		Mukarurangwa Immacule	SG
		Dieudonne Rusanga	Project Coordinator
Support to Gacaca Courts	GACACA Courts	Domitile Mukantaganzwa	Director General
		Francine Urayeneza	DAF
		Dusingize Gratien	Director of Law
Support to procecutor General's Office	National Public Prosecution Authority	Jean Damascene Habimana	Secretary General
		Gasasira J. Claude	Director of Finance
		Karenzi Theoneste	Director of Winess/protection unit
Support to Unity &Reconciliation Commission	NURC	Jean Baptiste Habyarimana	Executive Secretary
		Justine	Planning officer
Support to Rwanda Peace Academy	MINADEF	Innocent Kabandana	Director
		Kananga Moses	Project Coordinator
		Ndore Rurinda	Liaison Officer
		Ruzindana Methode	Director of training
Support to Ombudsman	Office of Ombudsman	Xavier Mbarubukeye	PS
		Yvonne Kalinijabo	DAF
		Rutayisire Joe	Project Coordinator



Support to NEC	NEC	Kansanga Olive	Ag. Executive secretary
		Gihana Lucky	Project Coordinator
Support to Women	FFRP/PARLIAMEN	Alphonsine	Drasidanta (MD
Parliamentarians	Т	Mukamugema	Presidente/ MP
		Umulisa Harriet	Secretary General/Senator
		Speciose	Project Coordinator
		Nyiraneza	Project Coordinator
Support to National	National Women	Christine	Executive Secretary
Women Council	Council	Tuyisenge	Executive Secretary
Engaging Men in	RWAMREC	Erdouard	Executive Secretary & President
fighting GBV	NWAININEC	Munyamaliza	CSO Platform
Support to Media High	мнс	Emmanuel	Ag. Executive Secretary
Council	WITC	Mugisha	Ag. LAECULIVE SECIETALY
Support to Treaty Body		Amb.	
Reporting	MINAFFET	Kanyamashuri	
Reporting		Janvier	
		Etienne	Project Coordinator
		Nkerabigwi	
Support to NISR	NISR	Yusufu Mago	Director General
		Murangwa	
Support to Human	Human Rights	Deogratias	Commissioner Vice Chairman
Rights Commission	Commission	Kayumba	
		Niwe Rukundo Claude	Director of planning
		Safari Deogene	Budget officer
	DND	Twagirayezu Jean	Commissioner for Finance &
Rwanda National Police	RNP	Marie	Chief Budget officer
		Antoine	Ducient Consulington
		Ngarambe	Project Coordinator
		Ndizeye Aaron	RNP-UNDP/FAO
Support to Aid Coordination Project	MINECOFIN	Ronald Nkusi	
	Rwanda		
Support to	Governance	Dr Usengumukiza	Deputy CEO, Research &
decentralisation	Board	Felicien	Monitoring
			Head of Corporate Services and
		Umutoni Nadine	Special programs
UNICEF		Francois Mugabo	Child Protection Specialist
UNWOMEN		Clara Anyangwe	One UN Programme Manager
Japan Embassy		Nakai Tatsuya	Second Secretary
JRLOS Secretariat		Ulrich Leist	
			Formerly Head of Governance
UNDP		Christian	Unit
		Umulinga Marie	
		Francoise	Programme Officer
	Kigali		-
Private Sector	International	Ngoga Gakuba	
	Arbitration	Thierry	Registrar
decentralisation UNICEF UNWOMEN Japan Embassy JRLOS Secretariat UNDP	Board	Felicien Umutoni Nadine Francois Mugabo Clara Anyangwe Nakai Tatsuya Ulrich Leist Christian Umulinga Marie Francoise	Monitoring Head of Corporate Services a Special programs Child Protection Specialist One UN Programme Manager Second Secretary Formerly Head of Governance Unit

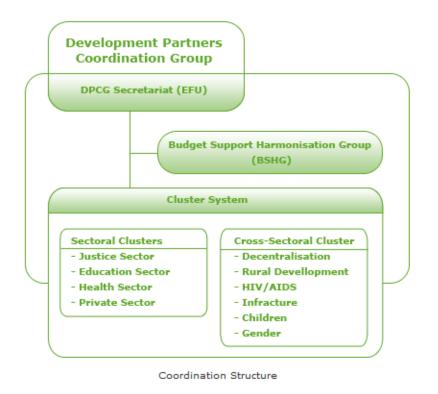


	Centre		
Private Sector	Kigali Bar		
Federation	Association	Mugabe Victor	Executive Secretary



Annex 5: Aid architecture and DP profiles in governance

The **architecture for coordination** is given below, together with the characteristics of the main groups and committees involved.



The DPCG or Development Partners **Coordination Group** is the highest level coordination structure in Rwanda. It is composed of GoR Permanent Secretaries, Heads of bilateral and multilateral donor agencies, as well as representatives of civil society and the private sector. The meetings of the Group are cochaired by the Permanent Secretary and

Secretary to the Treasury (MINECOFIN) and the UNRC / UNDP Resident Representative. The primary objectives of the Group are to:

- Serve as a forum for dialogue in the coordination of development aid to Rwanda,
- Harmonise the Development Partners' programmes, projects, and budget support with the GoR,
- Monitor and assist authorities in the implementation of the PRSP, Foster alignment of Partners' interventions with GOR sector strategic and action plans, and
- Review progress made in the fulfilment of commitments undertaken by DPs in the Rome and Paris Declarations, the Accra Agenda for Action, and the more recent Busan Outcome Document.

The Budget Support Harmonisation Group (BSHG) is a technical working group of the DPCG. Clusters are technical working forums through which the GoR and stakeholders meet to discuss sector and cross-sector planning and prioritisation according to strategic plans and development programs. Clusters are co-chaired by the Secretary General of the relevant line ministry and a representative from the lead donor agency.

 Development Partner
 Work In Governance

 DFID
 • support a range of institutional strengthening and capacity-building programmes to key institutions like MINECOFIN to help the government implement its poverty

The table below gives an overview of the work of the main partners in governance.

reduction strategy



	 supporting a programme to strengthen the Ministry of Public Service, and ensure the Rwandan civil service is adequately staffed, equipped, trained and motivated to deliver Government services helping the Government to lower its dependency on external aid through a more efficient and effective Revenue Authority. support to key organisations responsible for promoting state accountability and responsiveness
Government of Japan	Support the Government of Rwanda in setting up of the Rwanda Peace Academy, through the UNDP. The RPA aims to respond to the strong need for sustainable peace- building in Africa based on the complexity of conflicts in Africa where standard international approaches, often do not work. The academy international training and research centre focuses on conflict management: it will serve the region and share lessons learnt from Rwanda's experiences in peace-building and peacekeeping
Belgian Embassy	 Belgium Technical Corporation supports justice by strengthening institutional capacities and by supporting the justice reform. For rural development, many projects are underway in agriculture, water and sanitation, and rural energy. Executes the support programme in reforestation in the 9 districts of the Northern and Western Provinces of Rwanda for the Dutch embassy in Kigali. The partnership with the European Union enabled BTC to implement the water and sanitation programme in the Southern Province.
CIDA	CIDA works with two of the country's 30 districts (Nyaruguru and Nyamagabe in Southern Province) on the implementation of their development plans, enabling them to contribute effectively to poverty reduction in a region of Rwanda where 75% of the population falls below the national poverty line. CIDA provides coaching, training, management tools, and organisational development for local elected officials and staff, as well as their civil society partners.
Embassy of Germany	Assistance is concentrated in the areas of Health, Decentralisation and Good Governance as well as the Promotion of the Economic Growth and Employment, with an additional consideration of cross-cutting themes such as gender and HIV/AIDS prevention
SIDA	promoting peaceful and democratic governance contributing to economic and social development based on the sustainable use of natural resources Sida has helped to draw up this new constitution by providing support to the Rwanda Legal and Constitutional Commission
EU	Key partner in the Joint Governance Assessment (JGA) Initiative that aims at developing a common understanding, shared both by the Government of Rwanda and its Development Partners, of Rwanda's governance landscape. 2011 has witnessed positive developments and this mechanism has regained momentum with the completion of the first review of the initial JGA. A better institutionalisation of the process that fosters its own governance and the setting-up of a new bi-yearly High- Level Dialogue to offer an adequate forum to exchange on governance issues.
Royal Netherlands Embassy	Reconciliation and justice through the Gacaca process. Accessible, effective and independent judiciary through Minijust Strengthening capacity of the National Auditor's Office Capacity building through Nuffic's cooperation with Rwandan Universities Business support through PSOM programs



Good governance and Decentralisation Energy sector



Annex 6: UNDAF Outcomes and Outputs and the proposed structure

UNDAF Result 1. Good governance Enhanced and Sustained

UNDAF outcome 1: Rule of Law, Capacity of government and partners to sustain a peaceful state where Human Rights are fully protected and respected enhanced

1.1 Capacity of Parliament and relevant government ministries to review and draft laws and policies, and oversee their implementation, including their conformity with human rights and international commitments, enhanced

1.2 Capacity of the Justice Sector in the areas of administration of justice and law enforcement enhanced

1.3 Capacity and mechanisms for conflict prevention, peace building and reconciliation at district and Sector levels strengthened

1.4 Capacity of Human Rights institutions, Government and civil society to promote, monitor and report on HR enhanced

1.5 Access to justice especially for vulnerable people increased

1.6 Institutional capacities to improve business environment strengthened

Outcome 2: Decentralisation accountability and transparency: Effective, accountable and transparent management of public resources and services at national and decentralized levels enhanced

2.1 Aid management and mutual accountability mechanisms fully operationalized

2.2 Anti-corruption policy formulated and implemented

2.3 Capacity of national public institutions and local government in the area of efficient, accountable, and result oriented service delivery strengthened

2.4 National capacity building programmes in the area of service delivery harmonized and coordinated

2.5 Capacity of decentralized Government in participatory planning, monitoring and evaluation strengthened

Outcome 3: Participation in Democratic governance: People's participation in democratic processes and structures at national and decentralized levels increased

3.1 National information and management systems to administer elections in place operationalised

3.2 Mechanisms for participation of children and young people in decision-making at national and decentralized level strengthened and expanded

3.3 Mechanisms for participation of women and gender advocates in democratic structures and processes enhanced

3.4. Institutional, programme planning and management capacity of civil society organizations strengthened

Outcome 4: Gender Equality: Capacity of key public and private institutions to strictly apply gender equality principles and standards in performance, practices and behaviour strengthened

4.1 Institutional capacity for key development actors in the areas of coordination of gender based analysis, planning, policy formulation, monitoring and evaluation strengthened

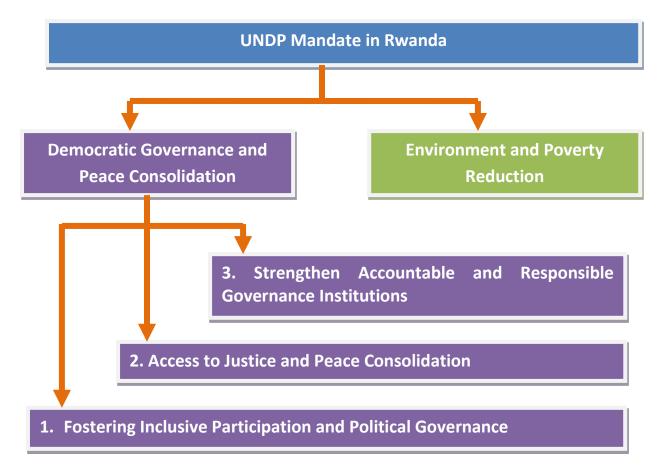
4.2 Institutional, operational and technical capacity of women's organizations strengthened in the area of women's political empowerment

4.3 Public, private and CSO partnerships for women's economic empowerment strengthened Outcome 5: Evidence based policy making: Policy and socio-economic planning using quality and disaggregated data strengthened

5.1 Social information systems including disaggregated quality population statistics fully developed and used at national and decentralized levels for planning and decision making



5.2 Institutional capacity for coordination and quality data collection, analysis, dissemination and use strengthened at central and decentralized levels (including Rwanda DevInfo)



The proposed structure for the future governance programme is given below.