

End of the Program Evaluation “UNDP Support to Inclusive Participation in Governance” (IPG) Program

Final Evaluation Report

Final Report

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Acronyms and Abbreviations

ARJ	Association of Rwanda Journalists
CRC	Citizen Report Card
CSO	Civil Society Organisations
C&V	Civic and Voter Education
DP	Development Partners
EDPRS	Economic Development and Poverty Reduction Strategy
FGD	Focus Group Discussion
FMS	Financial Management System
GoR	Government of Rwanda
ICT	Information and Communication Technology
IP	Implementing Partner
IPG	Inclusive Participation in Governance
IRD	Institute of Research in Peace and Development
JGA	Joint Government Assessment
KII	Key Informant Interview
LGMS	Local Governance Monitoring System
M&E	Monitoring and Evaluation
MDI	Rwanda Media Development and Sustainability Index
MHC	Media High Council
MINALOC	Ministry of Local Government
MINICAFF	Ministry of Cabinet Affairs
MINECOFIN	Ministry of Finance and Economic Planning
MSG	Mobile School of Governance
NEC	National Electoral Commission
NGO	Non-Government Organisation
NISR	Rwanda National Institute of Statistics
NFPO	National Consultative Forum of Political Organisation
NP	National Parliament
NUR	National University of Rwanda
NURC	National Unity and Reconciliation Commission
PSGG	Program for Strengthening Good Governance
RBM	Results Based Management
RGB	Rwanda Governance Board
RGS	Rwanda Governance Score Card
RRB	Rwanda Reconciliation Barometer
RMB	Rwanda Media Barometer
SCUR	Students Commission for Unity and Reconciliation
SPIU	Single Project Implementation Unit
UNEG	United Nations Evaluation Group
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plan
UNDP	United Nations Development Program
UPR	Universal Periodic Review
YPLA	Youth Political Leadership Academy

Executive Summary

Introduction

This is a report of the end of programme evaluation of the Inclusive Participation in Governance Programme (IPG) funded jointly by United Nations Development Programme (UNDP) and The Embassy of Belgium in Rwanda and implemented by the Government of Rwanda (GoR)¹. The IPG is an 18 months bridging programme between the end of the Programme for Strengthening Good Governance (PSGG) and the start of the next programming cycle for the United Nations Development Assistance Programme (UNDAP) and the GoR's Economic Development and Poverty Reduction Strategy (EDPRS) 2.

As set out in the project document, the objective of the Program was;

“To establish a Program structure that can contribute to consolidating high quality data and channels for inclusive participation leading up to the larger Governance Program that will be aligned with the UNDAP/EDPRS period June 2013 to June 2017.”

This end of programme evaluation is forward looking and captures effectively lessons learnt and provides information on the nature, extent and where possible, the potential impact and sustainability of the IPG programme. It collates and analyses lessons learnt, challenges faced and best practices obtained during implementation of the 18 months bridging phase of the IPG which are used to inform the programming strategy in the next programming phase 2013-2018 in response to the EDPRS2 priorities.

The evaluation was conducted between September and October 2013, using a consultative approach implemented in four phases. The first phase was a planning phase that was followed by an intensive data collection phase that used tools including key informant interviews, focus group discussions, desktop review and observation. The third stage involved a detailed data analysis and draft report write up that concluded with a final report presentation and validation process.

Main Achievements

Overall the IPG achieved almost all of its intended activities and outputs that resulted in various positive effects on the governance and media environment in Rwanda. This evaluation focused on realised impacts with sufficient evidence that can be attributed to the IPG. Among the identified positive impact of the Program were;

- Enhanced awareness of governance among a broad range of citizens and local leaders,
- Increased identification and improved tracking of local issues,
- Increased peace, unity and reconciliation initiatives in local communities,
- Influenced Government policies and developmental Programs,
- Enhanced policy and Government Program oversight,
- Capacity developed among staff of implementing partners,
- Increased participation of citizens in governance matters,
- Enhanced youth participation in political parties' affairs,
- Improved political parties structures,
- Established a foundation for democratic space and media freedoms
- Increased awareness of media laws
- Improved Program management.

¹ Rwanda Governance Board (RGB), Media High Council (MHC), National Forum for Political Organisations (NFPO), National Unity and Reconciliation Commission (NURC), National Parliament (NP) and National Electoral Commission (NEC)

Sustainability

The IPG implemented different mechanisms that are contributing to sustainability of the Program outcomes and some of its activities. The mechanisms confirmed to have been implemented during this phase of the Program include; co-financing of Program activities through the GoR ordinary budget, integration of IPG activities into official GoR Programs, enhancing community interest, capacity building, commitment and ownership by implementing structures. However impediments to the sustainability were also identified including; the media secretariat's dependency on external funding, insufficient local funding for program activities, more interest in economic development initiatives among communities, insufficient whistle blower protection mechanisms, lack of a research repository at parliament and insufficient activity follow-up by IPs. However given that the IPG is only 18 months old the evaluation is not able to make a concrete conclusive judgment on the level or extent of sustainability of the IPG results. The overall sustainability is rated as moderately likely.

Summary of ratings

The evaluation finds the overall results rating for the Program to be Satisfactory. The three main components of the Results rating - Relevance, Effectiveness and Efficiency received "Highly Satisfactory," "Satisfactory" and "marginally Satisfactory" ratings respectively. The table below provides a summary of the IPG ratings from this evaluation.

Criterion	Rating
Project Formulation	
Project Concept and Design	Highly satisfactory
Project Implementation Arrangements	
Project Governance	Highly satisfactory
Project Implementation and management	Satisfactory
Country ownership	Highly Satisfactory
Implementation Approach	
Stakeholder participation in implementation	Highly Satisfactory
Risk management	Satisfactory
Project Finances	
Co-Financing	Satisfactory
Cost-effectiveness	Satisfactory
Monitoring and Evaluation	
M&E Arrangements	Marginally Satisfactory
Project reporting	Marginally Satisfactory
Sustainability	
Overall sustainability	Moderately Likely
Replication approach/Replicability	Highly satisfactory
PROJECT RESULTS	
Result 1 :	Highly satisfactory
Output 1:	Highly satisfactory
Output 2:	Satisfactory
Output 3:	Highly satisfactory
Output 4:	Satisfactory

Lessons Learnt

The lessons learnt from the evaluation highlighted in this report describe both short comings and good practices that should be considered in the design, planning and implementation of follow up phases of the Program. The main lessons learnt included;

- Use of the UNDP comparative advantage as a neutral development partner with extensive experience in governance to focus on issues and not face value of problems.
- Maintained implementation through existing GoR structures without introduction of new

- systems and structures as a means to enhance ownership.
- The programme implemented the IPG newsletter and published several articles in media, however there were indications of limited visibility of the IPG and its corresponding UNDP support, hence the need for a more vibrant communication strategy.
- Planning by some of the IPs is inadequate as they were often plain lists of activities with limited focus on issues and realizable goals. Also, IPG planning was affected by several reforms that involved restructuring of IPs.
- Most IP reports are activity-based and less results-based. The reports were more of narrations of actual activities, activity steps and milestones rather than explanations of contribution of activities to realisation of outcomes.

Summary Recommendations

Program design, implementation arrangements, reporting and M&E

1. Integrate a communication of results component in the overall Program design as part of the Program's resource mobilisation strategy.
2. Improve coordination between IPs and UNDP and between IPs themselves through institution of more effective formal and informal communication and coordination mechanism.
3. Improve synergies between IPs on linked and cross-cutting activities.
4. Assess the feasibility of integrating the Program's financial management arrangements into the national SMART FMS.
5. Undertake a Program wide RBM and FM training for IPs' focals and all relevant technical staff involved in the IPG using a coaching and on-job mentoring approach.
6. Introduce interim audits/monitoring missions to take stock of faults and challenges faced by the IPs.
7. Increase use of ICTs in monitoring Program activities especially where numeric output indicators are involved, for example numbers trained and sensitised.
8. Develop IP specific results based M & E frameworks to be able to establish the impact and contributions of IP specific actions.
9. Building M&E capacity of all focal persons and where applicable support recruitment of M&E officers where IP focal persons are overloaded with other organisational tasks.
10. Conduct an annual assessment and evaluation of the entire Program over the next five years to ensure Programs are on track and not wait for mid-term evaluation.
11. Introduce a report format that disaggregates physical progress reporting by Program components, financial reporting aligned to project components, procurement progress and a narrative of lessons learnt and challenges faced in each quarter.

Capacity building activities

12. Expand the BRIDGE training Program to political parties, media and sector level for better understanding of electoral cycles, procedures and requirements.
13. Complete accreditation process of local trainers to contribute to sustainability and cost-cutting for the BRIDGE Program.
14. Introduce certificates in the civic and voter education Program as a mechanism to increase motivation and proactive participation by citizens.
15. Increase capacity building for local leaders in their roles and responsibilities to citizens with regard to civil rights and voting.
16. Increase inclusion of middle class citizens in urban areas in civic and voter education training Programs.
17. Translate civic and voter education training material into the three official languages to increase usage and awareness by all categories of citizens.

18. Diversify and tailor the YPLA training to include the non-educated class of citizens who also have an important role to play in Rwanda's political space.
19. Redesign the YPLA training to address and emphasise gender in its design and implementation strategy.
20. Prioritise the induction training of 80 new parliamentarians emphasising their roles in citizen representation and consultation.
21. Introduce and emphasise mentoring or coaching programs as opposed workshop and classroom based trainings for IPs technical staff such as the NP research unit.

Strengthening project activities

22. Improve the efficiency of the electoral management process by increasing use of technology.
23. Map unity and reconciliation sector players and conduct training of trainers and for practitioners in mediation, unity and reconciliation.
24. Devise more strategic activities to strengthen and engaged political parties.
25. Develop synergies between IPs engaged in research for policy and Program development with professional research institutions such NISR, IRDP and NUR.
26. Undertake a survey of decisions made by parliamentary committees to identify what policies and Programs need amendment.
27. Advance the current research approach and focus to include exploration of best practices both locally and internationally and not only identification of local challenges.

Enhance representation participation, and inclusion

28. Increase research and development of more innovative citizen participatory practices in governance.
29. Sensitisation of citizens on the importance of inclusive participation tools such as petitions.
30. Increase youth participation in Program activities including dialogue, media freedoms and other participation in governance initiatives.
31. Use public personalities such as musicians and media personalities as governance and dialogue ambassadors as opposed to Government authorities.
32. Design, develop and establish a data repository for the national parliament research department.

Support media sector development

33. Mobilise development partners and the civil society to contribute towards the media sector development basket fund.
34. Provide technical assistance to MHC in elaborating the institutional strategic plan embedding priority IPG Program support areas.

Enhancing Sustainability

35. Strengthen mechanisms for coordination and monitoring of institutions to ensure they integrate unity and reconciliation activities in their annual work plans.
36. Increase logistical support to volunteers during execution of these activities to ensure they are able to effectively conduct the activities as well as to motivate them.
37. Develop strategies and mechanism to make dialogues permanent activities and not one time off events.
38. Devise and enforce mechanisms to protect citizens who speak openly (whistle blowers) from possible repercussions.

1 Introduction

In April 2007, the United Kingdom, Department for International Development (DFID) and the United Nations Development Program (UNDP), jointly initiated the Program for Strengthening Good Governance (PSGG) in Rwanda. The main purpose of the Program was to “Enhance effectiveness and capacities of key national institutions mandated to promote state accountability and responsiveness”. In 2011, UNDP and the Government of Rwanda (GoR), through the support of Belgium, initiated a follow up Program, “Inclusive Participation in Governance Program” (IPG), as a bridging Program between the end of the PSGG and the start of the next programming cycle for the United Nations Development Assistance Program (UNDAP) and the GoR’s Economic Development and Poverty Reduction Strategy (EDPRS) that started in June 2013 and will run until 2018.

The IPG was implemented for 18 months from January 2012 – June 2013 to enhance mechanisms and opportunities to deepen inclusive participation with focus on: electoral processes and institutions, mobilization channels such as political parties and communication channels in relation to access to information and independent media. Following this rationale, the Program was built around three key components, including; Governance Assessment and Dialogue, Political Participation and Media Strengthening.

This end of Program evaluation is forward looking and captures effectively lessons learnt and provides information on the nature, extent and where possible, the potential impact and sustainability of the IPG Program. The evaluation assesses the project design, scope, implementation status and the capacity to achieve the project objectives. It collates and analyses lessons learnt, challenges faced and best practices obtained during implementation of the 18 months bridging phase of the IPG which will inform the programming strategy in the next programming phase 2013-2018 in response to the EDPRS2 priorities.

1.1 Scope of evaluation

The IPG End of Program evaluation covering the period January 2012 to June 2013 assessed the effectiveness of the implementation strategy including the implementation modalities, co-financing, UNDP/GoR roles and responsibilities, coordination, partnership arrangements, institutional strengthening, beneficiary participation, replication and sustainability of the Program. The evaluation reviewed Program design and assumptions made at the beginning of the Program development process. It assessed the extent to which the Program results were achieved, partnerships established, capacities built, and cross cutting issues of gender and human rights were addressed. It also assessed whether the Program implementation strategy has been optimum and recommends areas for improvement and learning.

1.2 Methodology

The end of Program evaluation of the IPG was conducted from September to October 2013. The evaluation process used a consultative approach and was conducted in four phases. The first phase involved basic data gathering and evaluation design planning. This planning was conducted in consultation with UNDP and the six IPG implementing partners². It also involved a review of relevant background documents including the IPG project document, EDPRS2, and the United Nations Development Assistance Framework (UNDAF). Following the document review and consultations, an inception report was produced and reviewed by the Program implementing partners. The final inception report described the evaluation design,

² Rwanda Governance Board (RGB), Media High Council (MHC), National Forum for Political Organisations (NFPO), National Unity and Reconciliation Commission (NURC), National Parliament (NP) and National Electoral Commission (NEC)

implementation schedule and draft report format.

The second phase of the evaluation process focused on primary data collection. This was conducted through key informant interviews (KII), in-depth individual and group interviews, primary literature review, focus group discussions (FGDs) and observations made during field visits.

The evaluator was provided with an initial list of documents in the Terms of Reference. Further advice on relevant documents, as well as the documents themselves in most cases, was provided by the IPG Coordinator at UNDP and implementing partners consulted during the planning phase. References to documentation are noted, in most cases, in footnotes and the full list of documents reviewed by the evaluator is in the report annex.

The Evaluator used purposive sampling techniques and consulted in excess of 50 individuals. All individuals identified for mainly the KIIs were selected during the inception phase through consultations with UNDP and the IPs focal persons. The respondents ranged from the key implementing partners to central and local Government officials, Program beneficiaries at district and sector level including district vice mayors and sector office technical staff. Also Program beneficiaries in different associations, women and youth were consulted mainly through FGDs and group interviews.

The evaluation gathered data from respondents in Kigali city, eastern province (Rwamagana district), Southern province (Huye and Nyanza district) and Northern Province (Musanze district). These face to face and focus group interviews followed the same pattern, namely, a brief introduction on the purpose of the mission followed by an identification of the relationship that the person interviewed had with the IPG or its activities, and his/her views on the programme activities. Particular emphasis was placed on whether the person being interviewed had achieved their objectives, whether they had done this effectively, and whether the programme's products and benefits were likely to be sustainable. A full list of persons consulted by the Evaluator is found in the annex of this report.

1.3 Evaluation criteria

The Terms of Reference requires particular Program aspects mentioned in the scope of the evaluation above to be addressed by the end of Program evaluation and a commentary, analysis provided for each. The evaluation used the following evaluation criteria³ as the basis upon which the required IPG aspects were assessed.

- **Relevance of the Program:** This aspect reviewed the Program design, assumptions made at the beginning of the Program development process, extent to which the Program results have been achieved, partnerships established, capacities built and cross cutting issues of gender and human rights addressed.
- **Effectiveness of the implementation strategy:** This aspect of the evaluation assessed Program implementation modalities, co- financing, UNDP/GoR roles and responsibilities, coordination, partnership arrangements, institutional strengthening, beneficiary participation and opportunities for replication.
- **Efficiency of Program implementation:** Here the evaluation assessed whether the Program implementation strategy has been optimum. It explored the extent to which resources are being used to produce the intended outputs and how resources could be used more efficiently to achieve the intended results. This includes the total UNDP

³ Standards for Evaluation in the UN System (UNEG, 2005)

investment (all projects and technical assistance) towards the specified outcomes. The evaluation analysed delivery and funding, the reasons some initiatives are implemented more quickly than others. It also assessed how the partnership strategy influenced the efficiency of UNDP initiatives through cost-sharing measures and complementary activities.

- Sustainability of the Program: Examined the sustainability of the Program using a check list established during the inception stage. The list assessed the likelihood of continuation of Program outcomes/benefits after completion of the UNDP support and described the key factors that will require attention in order to improve prospects' sustainability.

Though not a specific requirement of this evaluation, we used the UNDP six-point rating scale⁴ to assess the above four evaluation criteria with respect to the scope of evaluation aspects. Each of the aspects has been rated separately with brief justifications based on findings. In addition, the Program results have also been rated, as has the Program as a whole. The UNDP six-point rating scale includes;

Highly Satisfactory (HS): The project has no shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency

Satisfactory (S): The project has minor shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency

Marginally Satisfactory (MS): The project has moderate shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency

Marginally Unsatisfactory (MU): The project has significant shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency

Unsatisfactory (U): The project has major shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency

Highly Unsatisfactory (HU): The project has severe shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency

In addition to the above rating criteria each of the project outcomes is rated in relation to sustainability using the following 4 point-scale:

Likely (L): There are no risks affecting this dimension of sustainability,

Moderately Likely (ML): There are moderate risks that affect this dimension of sustainability,

Moderately Unlikely (MU): There are significant risks that affect this dimension of sustainability,

Unlikely (U): There are severe risks that affect this dimension of sustainability.

⁴ Guidance for conducting terminal evaluations of UNDP-supported, GEF-financed projects (UNEG, 2012)

1.4 Structure of the evaluation report

The Evaluation report has been kept brief, succinct and easy to understand. It is made up of four substantive parts. Following the executive summary that encapsulates the essence of the information contained in the report, the first part provides the introduction and background to the assignment. It starts with a brief introduction to the Program and it then explains the purpose of the evaluation, exactly what was evaluated and the methods used.

The next part is the main substantive part of this report and comprises four inter-related sections. It first presents a contextual description of the Program's implementation socio-political environment. It then presents the Program profile and describes the IPG its design, implementation approach and strategies.

The third part presents the findings of the evaluation exercise in terms of the basic Program concept and design, its implementation, administration and management, its achievements, results and impacts, and the potential for sustainability of the products and services that it produced. The findings are based on factual evidence obtained by the evaluator through document reviews and consultations with implementers and beneficiaries.

The last part is the conclusions section which gathers together a summary of the ratings given and conclusions that have been reached throughout the rest of the report and augments them to create a cohesive ending arising from the investigation. This section in turn leads to the final section comprising the recommendations.

2 Project description and development context

2.1 Overview of the country context⁵

Rwanda has shown remarkable achievements in terms of human and economic development since the 1994 genocide. In the governance sector the commitments have been demonstrated through, among other actions, the establishment of strong institutions with clear mandates to oversee the process of democratic governance. Progress has been tracked through periodic governance assessments; however some shortcomings have also been highlighted. These gaps that have been acknowledged by the GoR and/or identified by actors in the international community form the basis and justification of this project. This section gives the empirical base for the areas addressed by the IPG.

2.1.1 Governance Assessments and monitoring progress

The Government of Rwanda remains highly committed to undertaking studies that will improve the evidence base for policy and programming in the area of governance. To support this agenda UNDP assisted the GoR to conduct governance assessments including the Joint Governance Assessment (JGA) and the Rwanda Reconciliation Barometer (RRB). These assessments indicate progress in key governance areas. With regards to gaps, the RRB highlights the need to improving citizen participation in decision making and political process as well as stimulating the civil society to provide a voice from the grass root level. Whereas the JGA emphasize accountability through support to advocacy roles of civil society organisations (CSOs) and strengthening media accountability role, especially in the area of investigative journalism. With reference to the assessments themselves, a lack of coordination of the various assessments to ensure that the same data is not unintentionally collected via different surveys.

Other recommendations relate to improvement of indicators with regards to disaggregation by gender, region, age and other vulnerability criteria. There is also a need to use these studies and assessments to facilitate more dialogue, between Government and civil society, between national and international actors.

2.1.2 Access to Information and the Media

The media sector in Rwanda has come a long way from the media that spread ethnic hatred and sectarianism and contributed to the 1994 genocide against the Tutsis. The promulgation of the 2002 media law liberalized media and resulted in the increase of private media especially in the broadcasting sector. As of 2011 Rwanda boasted of 27 radio stations, 34 newspapers and one television station. These play an important role in information dissemination and providing a platform for debate and public participation in policy making and governance. In spite of the media sector clearly showing improvements in opening up the space to new actors, reports from international human rights groups show a high level of negative perceptions about the state of media in Rwanda.

The professional standards and quality of the media sector have been progressing rather slowly. The establishment of institutions such as the Great Lakes Media Centre and the strengthening of the School of Journalism and Communication of the National University of Kigali have facilitated this process. The Media High Council (MHC) which was mandated to promote high journalistic standards and support media development has also conducted a number of activities among the media organisations to promote high professional standards and advance media development generally in the country.

⁵ Inclusive Participation in Governance Project Document (UNDP, GoR, 2011)

The IREX Media Sustainability Index scores for 2007-2008 show a marginal increase on the scores for the previous year (up 0.11 to 2.40 on average), which can be considered an important step towards achieving a 3-4 score and establishing Rwanda within the Sustainable Media' category. All but one of the five sub-indices showed improvement, with a decrease of 0.13 recorded for Professional Journalism. Progress in this area, while small, can be attributed to a number of factors including changing mind-sets among media professionals and greater support offered to the industry by Government and non-Government stakeholders. Many challenges remain, however, such as the criminalization of libel and defamation through the penal code. Furthermore, a new media law enacted in August 2009 contained a number of restrictive provisions, including educational requirements for journalists, a rule compelling journalists to reveal sources to a judge when it is deemed necessary for criminal cases, and capital requirements for starting new media outlets.

Access to information has been a challenge in Rwanda. The bill on "Access to information" was passed through cabinet and was being reviewed in Parliament at the start of the IPG in 2012. The law⁶ came into effect in March 2013 and seeks to address the issue of access to information both for the citizens and for media professionals, though public information officers and classification of public information for public good.

Gender inequalities still present an obstacle to the media sector development. As of 2011, 71% of journalists were men; there were no female media owners and only 2 female editors. Additionally, journalists and media owners did not sufficiently embrace their role promotion of Gender Equality.

In the 2011 Universal Periodic Review (UPR) process the GoR accepted the recommendation regarding "re-strengthening" the guarantees of independence of the MHC and to clarify its mandate as to distinguish between media regulation and media freedom promotion responsibilities.

The Government's commitment has led to the initiation of the Rwanda Media Reform process. On 30th March 2011 the Cabinet took several steps to address the challenges noted above. Currently, a wide reaching media reform that aims at strengthening the independence and professionalism of the media in Rwanda is being initiated.

2.1.3 Political governance

The JGA (2010) sites the 2010 Freedom House report where Rwanda scored 6 out of a possible 73 points for political rights and 5 out of 7 for civil liberties, noting strict controls of political life of the political parties. The Mo Ibrahim 2010 index report indicates a 5.6% improvement in freedom of expression and assembly compared to the previous year. It has also been highlighted in the JGA that these external assessments need to be interpreted with caution as the methodology of data collection/analysis differs significantly compared to the JGA Review methodology. The UPR also listed a recommendation on "*lifting the de-jure and de-facto restrictions on political parties to allow for genuine political participation and dialogue as well as investigation of allegations of manipulation and abuse concerning the registration of political parties and to ensure that articles 25 and 26 of ICCPR are respected*".

Similarly, the Forum of Political Parties in Rwanda reported that while all political parties submit their financial statements to the Ministry of Local Government (MINALOC) and Office of the Ombudsman as legally stipulated, the data is not disaggregated as requested and statements

⁶ Law N° 04/2013 Of 08/02/2013 relating to access to information (GoR, 2013)

are not published. Consequently, the available data is only a measure of compliance of the various parties and it would be inaccurate to regard this as true progress under the heading of political rights. The JGA notes that advancement on previous recommendations related to political rights has been slow. Other JGA recommendations under the category of political rights have seen more progress including the establishment of the Rwanda Governance Board which is intended to allow for more independent oversight of party matters, and a civil society electoral observer mission has been established to maintain progress in improving electoral conduct.

The RRB (2010) recognized that trust in public institutions was notably higher than trust in several other non-Governmental organisations, including political parties, religious institutions and CSOs. Comparable to social survey data collected in other countries, only 16.1% of respondents indicated that they had a “great deal” of trust in political parties, and 9.7% had no trust in political parties at all. Still, close to three-quarters of all Rwandans had either “a great deal” or “quite a lot” of trust in religious institutions, or 64.8% in CSOs.

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2.1.4 Participation and civil society

Good governance requires the effective involvement of all three actors, i.e., Government, civil society and the private sector. Such involvement is critical to promoting national ownership and sustainability. One basic principle that has also emerged from experience is that CSOs should be able to exercise their rights to participate and, at the same time, to fulfil their responsibilities. Civil society organisations can build systematic links between elected representatives and their constituents through public outreach activities including public hearings and citizen-friendly information channels of communication. Furthermore, civil society can provide the necessary policy analysis and perspectives that facilitate parliamentarians to refine their policy positions, and continue to align their interests with those of the electorate.

In 2011 the CSO mapping exercise was finalized and provided for the very first time extensive data on the operations of CSOs in Rwanda. Although the mapping was not an exhaustive census it clearly showed a vast presence of CSOs in the various EDPRS sectors. In the data collection process it also came out that from the point of view of the stakeholders, there has not been sufficient dialogue between the CSOs in Rwanda and key stakeholders including the Government itself. There is also a general feeling that there is a gap created by lack of sufficient information about the activities of the CSOs in Rwanda and their contribution to the national development agenda laid out in the EDPRS and the Vision 2020.

The Government Program 2010- 2017 shows that the Government of Rwanda ascribes a function to the civil society as a supporter to the development agenda of the Government more than a critical force and agent for participatory debates: “The Government will continue to support the civil society for it to work for the public interest, in transparency with a visible participation in the national development.” Civil society will be encouraged to avail action plans basing upon the Governments Programs, encouraged to carry out income generating activities and support to deliver services of public interest through a transparent and accountable process. UNDP takes a broader view of CSOs, of which non-Governmental organisations (NGOs) are an important part. In this perspective, civil society constitutes a third sector, existing alongside and interacting with the state and profit-seeking firms. Many CSOs have been at the forefront of advocating principles of social justice and equity, but there are also organisations

with agendas and values – such as intolerance and exclusion – that do not correspond to those of the United Nations system. In practice, civil society is an arena of both collaboration and contention whose configurations may vary according to national setting and history.

During the 10th session of the UPR February 2011 several delegations raised the concern related to the obstacles of NGO registration and urged Gore to specifically review the process of NGO registration and hindrances to NGOs and human rights defenders to carry out their activities.

The RRB indicates a very high level of confidence (90% and above) in national public institutions, especially the Cabinet, the Parliament, the judiciary system and the Community policing. A lower level of confidence in political parties, civil society organisations and in private media was also revealed by the RRB. Significant percentages (80% and above) indicate trust in country's leaders to do what is in the best interest of the citizens and to care about all people equally were suggested by the survey. And although the RRB reported a significant level (70% and above) of permanent participation in community meeting attendance and in voting, it was also found that a significant proportion of citizens (nearly 50 %) never use other political participation modalities such as joining a boycott, a legal protest and signing a petition. The RRB goes on to argue that although political culture in Rwanda might not be optimal yet, it remains in a position to contribute positively to reconciliation process. However, much is still to be done especially in the area of boosting citizen participation in decision making, and confidence in non-Government-led frameworks/organisations such as political parties, civil society organisations, religious organisation, and private media.

2.2 The IPG Program Profile

The overall objective of the IPG was to establish a Program structure that can contribute to consolidating high quality data and channels for inclusive participation leading up to the larger Governance Program that will be aligned with the UNDAF/EDPRS period June 2013 to June 2017. The IPG was implemented from January 2012 to June 2013.

The Program aimed to achieve concrete outputs in three thematic areas and one cross cutting output area. For each of the three thematic areas the IPG implemented activities through six implementing partners as illustrated in table 1 below;

Table 1: IPG Thematic Areas and Implementing Partners

Thematic Area	Implementing Partner
Governance Assessments and Dialogue	Rwanda Governance Board (RGB)
	National Unity and Reconciliation Commission (NURC)
Political Participation	National Parliament (NP)
	National Forum of Political Organisations (NFPO)
	National Electoral Commission (NEC)
Media Strengthening	Media High Council (MHC)
	Ministry of Cabinet Affairs (MINICAFF)

Source: Terms of Reference – End of the Program Evaluation UNDP Support to IPG (UNDP, 2013)

2.2.1 The problems the Program sought to address

The IPG sought to address the challenges that limit constructive engagement of citizens in political governance processes and participation that contributes to increased accountability. The project was designed to support processes, systems and mechanisms being pursued by the GoR to strengthen accountability mechanisms between the state and civil society. The project resulted from increased dialogue between the GoR and international community on human rights and democracy issues as a concerted effort among moves to reform good governance and promote the democratization agenda in Rwanda.

The overarching goal of the Program is to contribute to fostering inclusive participation and strengthening the political processes in Rwanda. It aims to increase informed and pluralistic participation in Rwanda while improving the accountability and transparency of institutions, by enhancing the capacities of civil society, political parties, media and other relevant Government bodies to contribute to pro-poor and gender-sensitive development processes⁷.

2.2.2 Program objectives and outputs

The overall objective of the IPG bridging Program is to establish a Program structure that can contribute to consolidating high quality data and channels for inclusive participation leading up to the larger Governance Program that will be aligned with the UNDP/EDPRS period June 2013 to June 2017⁸.

To achieve this objective the IPG was built around three primary and one functional component under which strategic outputs and interventions were aligned as explained below;

Component 1: Governance Assessment and Dialogue

Output 1: Governance assessments and dialogues providing recommendations undertaken

This thematic area of the IPG focused on strengthening the capacities of Government and civil society to collect, maintain and analyse governance related data and monitor democratic governance goals as expressed in national development plans. The objective of the assessments is to identify gaps and to stimulate dialogue between Government, citizens, civil society and international partners. The Governance assessments are most useful if the content is well understood by the population and disseminated to a wide audience. The dialogue aimed at in this component would be fact based contribute to development of home grown recommendations for local problems.

To achieve this output the IPG targeted to implement several activities including the Rwanda Governance Scorecard (RGS) that aims to identify areas for improvement and drive informed policy reforms. The Mobile School of Governance (MSG) aimed at enhancing local Government accountability through increased capacity to collect and monitor local governance data that informs and stimulates dialogue with citizens. Other activities under this component included, civil society engagement in policy dialogue, the Rwanda Reconciliation Barometer (RRB) and community dialogue around the RRB. All these activities were planned to be implemented through the Rwanda Governance Advisory Council (RGAC)⁹ and National Unity and Reconciliation Commission (NURC).

^{7,7} Inclusive Participation in Governance Project Document (UNDP, GoR, 2011)

⁹ Rwanda Governance Advisory Council (RGAC) was merged with the National Decentralisation Secretariat and transformed into the Rwanda Governance Board (RGB) by the Law N° 41/2011 of 30/09/2011. Subsequently all activities planned to be implemented by RGAC in the IPG project document were implemented by the RGB.

Component 2: Political Participation

Output 2: Accountability structures for NP, NFPO and NEC established or improved

Broadening participation in democratic processes and strengthening engagement of civil society was strategized by the IPG as a means to enhance effectiveness of development initiatives and improve state capacity through endowing it with credibility. To achieve this output enhancing effectiveness of the national parliament was seen as a mechanism of supporting a viable democracy and open society through interventions that can empower ordinary citizens to participate in the politics that affect their wellbeing. The other aspect of political participation component is improvement of electoral process through supporting the NEC and enhancement of political party's participation through strengthening of the NFPO.

To achieve this output 2 the IPG targeted to implement several activities including strengthening capacities of the national parliament research unit through capacity building interventions that can enable them deliver more effectively on their research, monitoring and evaluation roles in parliament. Still under the parliament, the project targeted to implement the parliamentary radio as a means to increase accountability and citizen participation and conduct induction training for newly elected senators. At the NEC the IPG planned to support the 3rd BRIDGE training Program aimed to fill the capacity gaps of permanent and temporary NEC staff and improve their ability to engage with citizens between scheduled elections. Other activities at NEC included improved management of the voters register and implementation of a Program geared at increasing citizen engagement in the electoral cycle. The IPG also planned to support the NFPO implement the 2012/2013 Youth Political Leadership Academy (YPLA) training, enhance communication and access to information for political parties through design and development of their respective websites and conduct national seminars for political parties aimed at increasing political party's politicians awareness of social and political conflict management and prevention, peace building and democracy.

Component 3: Media Strengthening

Output 3: Mechanism for media development and media freedom established

As a mean of fast-tracking mechanisms aimed at supporting the good governance agenda, increasing public awareness, promoting accountability and underpinning Rwanda's democratic institutions, the IPG included intervention to support the GoR's Media Reform Process. The reforms entail among other elements to support and strengthen a self-regulatory mechanism for the press as well as enhancement of capacity of the media sector actors. The interventions designed under this component were planned to be implemented through the ministry of cabinet affairs (MINICAFF)¹⁰ and the Media High Council (MHC).

To achieve this output 3 the IPG targeted to implement several activities including establishment of a single project implementation unit (SPIU) under MINICAFF to coordinate and facilitate the media reforms process, support the reform's stakeholder consultations activities, and establish the Rwanda Media Development and Sustainability Index (MDI) – Rwanda Media Barometer (RBM), as a response to a sentiment of inaccurate and irregular data from third party sources such as IREX. Other activities planned under this component included supporting establishment and functioning of the media self-regulatory body, undertaking of a feasibility study for media development funding, a national dialogue on media, development of a five year media capacity building strategic plan and implementation of a strategy for gender mainstreaming in media.

¹⁰ The media secretariat that was under the ministry of cabinet affairs was transferred to RGB. Subsequently activities planned to be implemented through MINICAFF were undertaken through RGB.

Component 4: Program Support

Output 4: Learning activities undertaken in areas of governance, results based planning, monitoring and reporting for implementing partner's staff.

This functional component of the project aimed at working within existing GoR public institution structures and building their capacity to ensure effective and efficient performance of the implementing partner's staff without funding project staff. Among capacity building initiatives planned under this component was a capacity needs assessment and a training in results based programming, monitoring and evaluation. Other interventions in this component included supporting implementing partners to develop and implement their respective gender mainstreaming strategies and technical support in Program management.

2.2.3 Program implementation approach and strategies

The IPG planned to apply the capacity development framework through the following three strategies.

Through strategically supporting the GoR to rigorously and systematically collect high quality data on governance, unity and reconciliation processes, the IPG anticipated that it can be able to contribute to evidence based policy making in Rwanda.

Dialogue as a strategy strengthens the inclusive participation in democratic governance process and hence strengthens the political accountability of the Government. Therefore the IPG strategizes to broaden participation through facilitating dialogue between different stakeholders; Government, civil society, political parties and media.

A fundamental strategy of the IPG was to strengthen national mechanisms for inclusive participation and democratic governance. And where the mechanisms do not exist to support national Government partners and civil society to establish them, in a way that respects democratic principles and human rights.

2.2.4 Justification for IPG intervention areas

Rwanda's Vision 2020 identifies good governance as one of its six pillars, the first being Nation Building & Good Governance, which *"...seeks to put in place a strong and secure nation, with high standards of political and administrative governance"*. Furthermore, since the late 1990s, the GoR has demonstrated commitment to the governance agenda by establishing institutions to oversee the implementation and emphasized capacity development of these institutions.

The EDPRS I (2008 – 2012) had good governance as one of its four thematic areas. Under this theme the national Program objectives among others included continued unity and reconciliation, empowerment of citizen to participate in social, political and economic development, respect of rights and civil liberties including freedom of expression.

The EDPRS II (2013 – 2018) has accountable governance as the third thematic areas. Among the accountable governance strategic priorities are strengthening citizen participation and the demand for accountability.

The UNDAF and UNDAF are directly aligned with the EDPRS I and II respectively and hold good governance as key result areas. Enhancing sustainable good governance is the first key result of the UNDAF while accountable governance is the result area 2 of the UNDAF.

In addition IPs have strategic plans which need to be implemented through their annual action plans. However certain activities lack sufficient funds to be implemented as scheduled, hence

the IPG filled this gap for all the IPs that were engaged in the programme.

The IPG therefore fits as a bridging Program between institutions strategic and annual plans and between the two EDPRS's and UNDAF/P as a mechanism to ensure continuity and consolidation of results of the different Program phases.

2.2.5 Results by UNDAF outcomes

The IPG project result framework predefined six performance indicators as shown in table 1 below. For each of these indicators targets were set and are the basis of assessment of results of the IPG.

Table 2: Project Results Matrix

	Results Hierarchy	Indicator	Baseline	Target	Progress attained
National Priority	Good Governance promoted for equitable efficient and effective services delivery to all citizens				
UNDAF Result 1	Good Governance Strengthened and Enhanced				
UNDAF Outcome 1.2:	Evidence based policy making & accountability: Effective policy and socio-economic planning and accountable, transparent management of public resources enhanced				
UNDAF Outcome 1.3:	Decentralization & Participation: An effective decentralized administration with emphasis on democratic participation and representation				
Project Outcome	Mechanisms for citizen participation in governance processes established and/or enhanced	Percentage of initiatives supported with documented improvement in citizen engagement (80%)	2011:0	2012:80% 2013:85%	
Output 1:	Governance assessments and dialogues providing recommendations undertaken	Number of studies and assessments validated	2011:0	2012:3 2013:4	4 Governance Assessments conducted (RGS, RRB, RCB, RMB) 18 MSGs conducted 1 international and 4 local policy dialogues 1 International conference on governance and democracy
Output 2:	Accountability structures for NP, NFPO and NEC established or improved	Number of structures established or improved (per category)	0	6	1: Parliamentary research department trained in research methodology and budget analysis 1: Upper chamber Senators underwent induction training 1: Parliament radio station established for airing plenary sessions 1: BRIDGE training for 30 NEC staff resulting in accreditation of 2 staff and semi-accreditation of 19 staff

	Results Hierarchy	Indicator	Baseline	Target	Progress attained
					1: Parliamentary election (2013) supported by training 680 volunteers in election management 1: Training of Trainers in civic and voter education for 78,500 individuals 1: YPLA training conducted for 386 individuals 1: All 10 political parties supported developed and manage websites, social media and party web-based blogs
Output 3:	Mechanism for media development and media freedom established	Reform secretariat operational Self-regulatory committee operational	2011: No 2011: No	2012: Yes 2012: Yes	Media reforms secretariat set up at RGB First Media Development Awards Organised 4 Media related laws revised and/or enacted: Media Law, Media High council law. Rwanda Broadcasting Agency (RBA) Law, Access to Information Law Media Reforms awareness campaigns conducted Feasibility study on media development funding conducted Gender audit and media sector gender mainstreaming strategy undertaken
Output 4:	Trainings undertaken in the areas of results based planning, monitoring and reporting for implementing partners staff	% of participants that score above 50% on end of training assessments	TBD (2011)	2012:65% 2013:75%	2 RBM trainings conducted for all implementing partners HRBA, RBM and gender mainstreaming training conducted for parliament technical staff.

Source: Participation in Governance Project Document (UNDP, GoR, 2011)

Overall, in the 18 months period of the IPG, all targeted Program output results were achieved as indicated in the results matrix above. Only two Program results did not have their achievements adequately assessed. Regarding the project outcome, the target indicator was not sufficiently tracked by the project M&E system during the IPG implementation period mainly because it does not succinctly define the expected nature or parameters of measurement to be tracked through the project cycle. Further still, output 4 is also not sufficiently assessed as no form of performance assessment was carried out during the implementation of the IP's trainings. Hence, all that can be assessed as achievement is the actual execution of the trainings and not training participants' actual grades/performance.

2.2.6 Main Stakeholders

Rwanda Governance Board (RGB)

RGB is a public agency with legal personality, administrative and financial autonomy and managed in accordance with laws governing public institutions. RGB is charged with responsibilities, among others, to enhance civic participation, promote the principles of good governance and decentralisation, monitor the practices of good governance in public and private institutions, conduct governance research and assessments, promote media sector development and, provide policy advocacy to Government for achieving good service delivery, sustainable development and prosperity¹¹. Furthermore, the media secretariat that was originally located in MINICAFF was transferred to RGB and this unit was responsible for coordination and implementation of all IPG activities related to the media reforms process.

Provided with this mandate and institutional roles and responsibilities RGB was selected an implementing partner for the IPG with the responsibility of implementing activities under the thematic areas of media reforms and governance assessments and dialogues.

National Unity and Reconciliation Commission (NURC)

NURC is a national institution, provided for by the National Constitution adopted by Rwandans in June 2003. Establishing a commission for national unity and reconciliation was first proposed through the 1993 Arusha Peace Accord. The main objective was to assist the then anticipated Government of national unity, to foster unity and reconciliation among Rwandans who had experienced long periods of bad governance characterized by divisions, discriminations, human rights abuse and acts of violence. In March 1999 the GoR established¹² NURC with the responsibility of using all available means to mobilize and sensitize Rwandans for this noble cause.

National Parliament (NP)

The Parliament of Rwanda is bicameral consisting of The Senate (Upper Chamber) and the Chamber of Deputies (Lower Chamber). The Senate's first legislature ran from 2003 to 2011 while the second legislature commenced in 2011 and will end in 2019. For the chamber of deputies the first legislature of the lower chamber commenced in 2003 till 2008, while the second legislature commenced in 2008 and ended in 2013.

Both chambers are elected by the population and entrusted with acting on behalf of the population. The upper chamber's main functions and powers include; representing the population, passing legislation, scrutinizing and overseeing executive action, approving the appointment of State Officials and supervising the application of the fundamental principles referred to in articles 9 and 54 of the Constitution. Similarly the lower chamber of deputies

¹¹ Law N° 41/2011 of 30/09/2011: Law establishing RGB

¹² Law N° 03/99 of 12/03/99: Law establishing NURC

represents the population, passes legislation and scrutinizes and oversees executive action.

In line with representation of the population and oversight of executive action, the national parliament's mandate fits perfectly with the objectives of inclusive participation in governance. Subsequently, the parliament was included as an IP in the IPG to implement some of the activities under the accountability structures thematic area.

National Electoral Commission (NEC)

NEC is mandated by the constitution to prepare and run local elections, referendums, legislative elections and presidential elections. By law it is also mandated to prepare and run other elections including Conciliators "Abunzi", Youth and Women Council. NEC is structured into:

A College of Seven Commissioners including the chairperson and the Vice-chairperson that are elected by the Senate and represent different Political Parties and Civil Society. They are elected for a renewable five years term.

A Permanent Executive secretariat made up of the Executive Secretary and three departments headed by Directors with one more department – Electoral operations department awaiting approval of MIFOTRA. The members of the Executive Secretariat are technicians who manage day to day affairs of the NEC and technically the running of the electoral process.

National Consultative Forum for Political Organisations (NFPO)

NFPO is a platform for dialogue and exchange of ideas among political organisations on the country's problems and national policies. It is also a permanent framework for capacity building for member political organisations in the field of political organisation and activities. They use a framework for conflict mediation and for the promotion of the code of conduct which should characterize the political leadership in Rwanda. One imperative spelt out by the 1993 Arusha peace accord on power sharing was to provide political education to the members of Political Organisations for a common struggle against all forms of violence and political exclusion.

All of these principles, which guided the establishment of the Forum in 1994 after the war and the genocide to serve as a consultative framework among Political Organisations in the composition and management of Transitional Institutions, were confirmed by the Constitution of June 04, 2003 which advocated dialogue and consultation as a way of carrying out political action and promoting multiparty democracy in Rwanda.

Media High Council (MHC)

The Media High Council (MHC) formerly known as the High Council of the Press (HCP) was first established by the Press law n° 18/2002 of 11/05/2002 as an autonomous body of the press. The Presidential Decree n° 99/01 of 12/11/2002 which followed determined its structure, organisation and functioning. The Constitution of the Republic of Rwanda which was promulgated in June 2003, (article 34) also provided for this institution but also added that its structure and functioning shall be determined by a law.

It is in that context that the above decree was amended and a new law promulgated in 2009 giving the HCP a new name and wider mandate of a broadcasting and print media regulator with a mission of "Promoting freedom, responsibility and professionalism of the media."

This law was further reviewed and replaced by law n° 03/2013 of 08/02/2013 determining the new responsibilities, organisation, and functioning of the Media High Council published in the National Official Gazette on 11 March, 2013; the former Rwanda's media regulatory body (MHC) was attributed a new mandate: "responsible for media capacity building".

According to the new MHC law, the institution shall then be required to initiate and implement policies and strategies that will enable Rwanda's media sector to get adapted to current international media trends and enhance the media's role in national development.

Table 3: Stakeholders' Financial support allocations from the Project

Stakeholder	Budget support (US\$)	Intervention Area
Rwanda Governance Board	440,000	Governance assessments and dialogues
National Unity and Reconciliation Commission	280,000	Governance assessments and dialogues
National Parliament	233,000	Accountability structures
National Forum of Political Organisations	285,000	Accountability structures
National Electoral Commission	400,000	Accountability structures
Media High Council	300,000	media development and media freedom
Ministry of Cabinet Affairs	676,702	media development and media freedom
UNDP	589,500	Training for IPs
	3,204,202	

Source: Participation in Governance Project Document (UNDP, GoR, 2011)

3 Key Findings

3.1 Analysis of the Project Logical Framework

The Logical framework or Logical Framework Approach (LFA) is an open set of tools for project design and management. Its purpose is to provide a clear, rational framework for planning envisioned activities and determining how to measure a project's success, while taking external factors into account.

The IPG utilised a results chain framework to guide the design and implementation of the Program activities in order to reach its goals. Below we analyse the extent of use and logic of the results chain in the design, implementation and evaluation of the project.

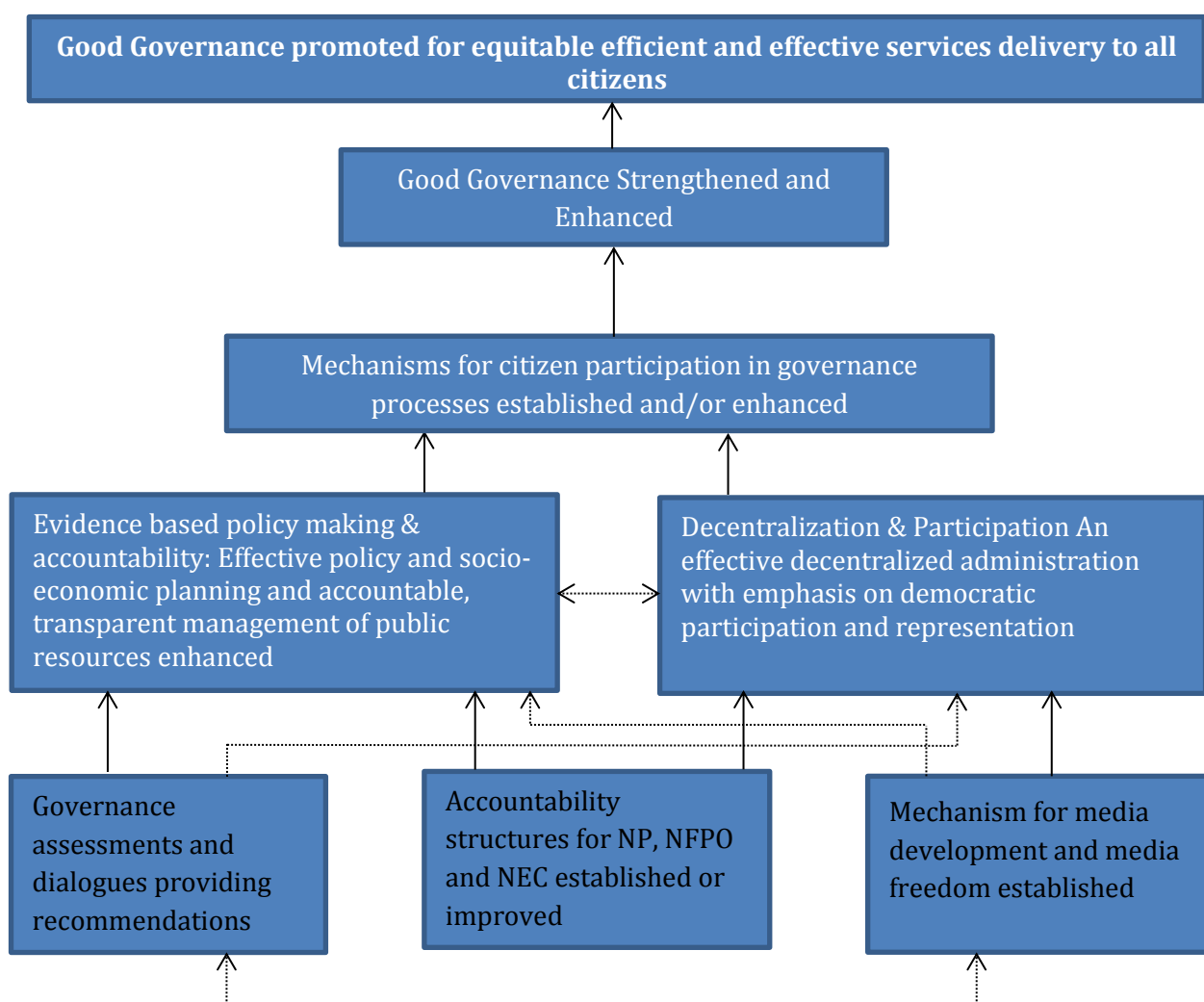


Figure 1: Logical Framework Analysis

Using the logical framework / results chain in figure one above the evaluation analyses the logical flow of the intended Program results with regard to the IPG's overall goal. Firstly, the UNDAF result one is directly linked and rationally contributes to promotion of good governance for better service delivery which is a national priority for Rwanda development long term strategy, Vision 2020.

The intended outcomes 1.2 and 1.3 of the UNDAF directly contribute to strengthening of good

governance. The supposition is that through effective policy making backed with evidence based decisions, social and economic planning would address the actual needs of the citizens. Further still with increased knowledge of the evidence, citizens would be better placed to engage in dialogue and participate in decision making processes. However to attain this desired level of participation, necessary structures and mechanisms are required to ensure accountability of the decision making bodies, access to reliable information about the issues and decision making processed as well as platforms or forums that provide opportunities for citizen participation. These direct and indirect linkages between results are illustrated in figure one above and provide justification for the relevance and rationale of the IPG design for results.

A review of the UNDAF indicates that the targeted IPG results address four of the five UNDAF outcomes in the good governance result one. However there are minor mis-matches in the alignment and wording of results in the IPG results matrix¹³, for example the verified UNDAF Result one is “*Good Governance enhanced and sustained*” and not “*Good Governance strengthened and enhanced*”. Similarly the UNDAF outcomes addressed include outcome 1.2: Decentralization accountability and transparency, outcome 1.3: Participation in democratic governance, outcome 1.4: Gender equality and 1.5: Evidence based policy making¹⁴. The IPG documented Program logic combines outcome 1.5 and 1.2 but leaves out outcome 1.4 and yet we identify that the IPG included activities that aimed at contributing to gender equality in different aspects, especially in media. For example inclusion of gender audits and implementation of a gender mainstreaming strategy to enhance female participation in the media sector is assessed as contributing to this outcome.

Overall the project results and design are relevant to the country context, are well aligned to UNDAF results with minor oversights and the logical flow of results is rational. The evaluation rated the project rational and logical design as highly satisfactory.

3.2 Risks And Assumption Analysis

In table three below we analyse the Programs’ assumptions based on the IPG risk management matrix.

Table 4: Risks and Assumptions assessment

Identified Risk	Probability <i>High, Medium, Low</i>	Mitigation Measures Evaluation Analysis
1.0 Withdrawal of Government’s Political support to Governance	Low	Mitigation Measures: Need for continued dialogue to ensure that this commitment remains central to the agenda, and is delivered upon. Analysis: UNDP has maintained close interaction and dialogue with Government through the 18 month period mainly through focusing on issues and root causes rather than face value of problems. This approach has resulted in the successful design and launch of the 3rd phase of the country governance Program.
2.0 Financial commitment by Government of Rwanda to commissions, organisations and institutions of good governance dwindles	Medium	Mitigation Measures: The partnership that underpins this project (including the shared vision) needs to be part of on-going dialogue Analysis: Rwanda faced budgetary constraints during the 18 month

¹³ Participation in Governance Project Document (UNDP, GoR, 2011)

¹⁴ United Nations Development Assistance Framework (UNDAF 2008 - 2012)

Identified Risk	Probability <i>High, Medium, Low</i>	Mitigation Measures
		Evaluation Analysis period resulting mainly from cuts in donor aid. Thus this risk was adequately addressed by the IPG design as the budget cuts did not significantly affect the project progress as the Government continued to support the implementing partners functioning and existence while UNDP disbursement continued as committed to.
3.0 Country becomes politically unstable through internal shocks	Low	Mitigation Measures: NONE Analysis: No Mitigation measure was defined for this risk
4.0 Country becomes politically unstable through external/regional shocks	Low	Mitigation Measures: Review and assess regional developments systematically Analysis: The estimated potential impact of the risk of regional instability is assessed as medium (opposed to the low rating in the IPG matrix) because IPG being a governance project political stability is a key requirement for the project's success. Further still, the proposed mitigation measure is assessed as weak because it does not provide a remedial strategy but rather an open ill-defined statement of actions.
5.0 Funding will not reach intended recipients or will be used for purposes other than intended due to corruption	Medium/Low	Mitigation Measures: Disbursement subject to UNDP audit processes, and progress/impact assessment part of M&E process Analysis: Appropriate mitigation measures and rating were devised for this risk and have been implemented through the project through tools such as the FACE ¹⁵ forms and compliance with PFM rules.
6.0 Impact of project impeded by high staff turn-over (particularly amongst key personnel) in supported organisations	Medium	Mitigation Measures: Profile of organisations of good governance will rise through project, incentivizing working with them. Analysis: Risk identification and appreciation of national public service context was done appropriately. However the risk mitigation is assessed as weak because it does not adequately address the identified risk. The evaluation identified that this risk was only met in media secretariat and was addressed during the course of the project
7.0 UNDP unable to meet obligations around management of the project	High	Mitigation Measures: All project partners need to dialogue to make sure that the expectations around project are shared Analysis: The mitigation measure and rating are adequate and were utilised during the project for example through steering committee meetings and project review retreats

Source: Participation in Governance Project Document (UNDP, GoR, 2011)

Overall the IPG risk assessment was adequately undertaken and appropriate mitigation measures designed. Other than risk 3.0 for which no mitigation measure was formulated because the ratings is done at CCPD and UNDAF level, risk 4.0 where the rating was assessed as inaccurate and the mitigation measure inadequate and risk 6.0 where the mitigation measure is not sufficient to address the risk. All other risks are appropriately addressed. Overall the risk

¹⁵ Funding Authorization and Certificate of Expenditures

assessment is evaluated as satisfactory for the IPG.

3.3 Planned Stakeholder Participation

In table four below, we analyse the roles and contributions of each of the key IPG stakeholders at different phases of the program. Specifically, we assess the different stakeholder's contributions in the planning, implementation and evaluation phases of the bridging phase.

Table 5: Stakeholder participation assessment

Stakeholder	Project Phase and Participation		
	Planning	Implementation	Evaluation
UNDP	Undertook a detailed situation analysis in collaboration with all IPs and in consultation with all relevant ministries, UNDP conducted a detailed risk assessment and elaborated the IPG project document	Co-chaired the project steering committee Coordination and consolidation of IPs works plans and reports Disbursement of Program funds as per financing agreement Capacity building, advisory, administrative and technical support to IPs Implementation of the Peace and Democracy week	Review of Monthly financial and Quarterly activity progress reports Implementation of the end of Program review retreat Procurement and Coordination of the end of Program evaluation
RGB	Preparation of the RGB priorities for the bridging phase of the IPG Sensitisation of RGB technical staff on the IPG focus.	Co-chaired the project steering committee Implementation of RGB activities as per IPG work plans Integration of the media secretariat and its activities in the organisation's implementation plans and activities Implementation of the Peace and Democracy week Coordination, monitoring and reporting of implementation of IPG activities Financial accountability of IPG funds	Internal review and documentation of project achievements Coordination and participation in the end of Program evaluation
NURC	Preparation of IPG workplan based on NURC priority areas	Organized dialogues that engaged religious representatives, community members, students representatives and volunteers of U&R in all districts Qualitative study (RRB 2013) as a	Internal review and documentation of project achievements Coordination and participation in the end of Program evaluation

		follow-up on RRB 2010 study Implementation of the Peace and Democracy week Coordination, monitoring and reporting of implementation of IPG activities Financial accountability of IPG funds	
NP	Preparation of the Parliament's priorities for the bridging phase of the IPG Sensitisation of Parliament technical staff on the IPG focus.	Implementation of parliament activities as per IPG work plans Coordination, monitoring and reporting of implementation of IPG activities Implementation of the Peace and Democracy week Financial accountability of IPG funds	Internal review and documentation of project achievements Coordination and participation in the end of Program evaluation
NFPO	Preparation of the NFPO's priorities for the bridging phase of the IPG	Implementation of NFPO's activities as per IPG work plans including: YPLA training, Use of public/online media platforms, training in necessary political party structures and requirements Implementation of the Peace and Democracy week Coordination, monitoring and reporting of implementation of IPG activities Financial accountability of IPG funds	Internal review and documentation of project achievements Coordination and participation in the end of Program evaluation
NEC	Preparation of the NEC's priorities for the bridging phase of the IPG	Implementation of NEC activities as per IPG work plans including: BRIDGE training, civic and voter education, use of ICT in management of the voter register, election public awareness campaigns Coordination, monitoring and reporting of implementation of IPG activities	Internal review and documentation of project achievements Coordination and participation in the end of Program evaluation

		Implementation of the Peace and Democracy week	
		Financial accountability of IPG funds	
MHC	Preparation of the MHC's priorities for the bridging phase of the IPG	Implementation of MHC activities as per IPG work plans including: Gender audit & Gender mainstreaming strategy, a five year capacity building strategic plan, a feasibility study for a basket fund for media support and the 4 th annual national dialogue on media.	Internal review and documentation of project achievements Coordination and participation in the end of Program evaluation
		Implementation of the Peace and Democracy week	
		Coordination, monitoring and reporting of implementation of IPG activities	
		Financial accountability of IPG funds	

3.4 Management and Implementation

3.4.1 Review of roles and responsibilities

The roles and responsibilities of the stakeholders involved in the IPG are spelled out in the project document. However these roles are specified for entire implementing institutions and not necessarily for specified individuals engaged in the program. We reviewed the roles played by the individuals and institutions as a whole in order to assess gaps in the roles and responsibilities in the different institutions as presented in table 6 below.

Table 6: Stakeholders roles and responsibilities

Stakeholder	Roles and responsibilities	Personnel
UNDP	Co-Chair the Steering committee	Country Director
	Participatory planning	Head of the Democratic Governance and peace consolidation unit
	Governance Advisory	IPG Program Manager
	Fund Disbursement	IPG Program Associate
	Technical support (capacity building)	
	Monitoring and Evaluation	
RGB	Chair steering committee	Chief Executive officer
	Conduct governance assessments	Deputy CEO research and monitoring
	Undertake dialogues in governance	Head of Corporate and special Programs
		IPG Coordinator (Media Secretariat coordinator)
		Media development specialist

Stakeholder	Roles and responsibilities	Personnel
	Coordination and awareness of media sector reforms Establish the Rwanda Media Development and Sustainability Index (RMB) Support establishment of the media self-regulating body	M&E officer Finance officer Legal officer
NURC	Undertake follow up study to the 2010 Rwanda Reconciliation Barometer (RRB) Facilitate community dialogues around issues in the RRB Document community recommendations from dialogues	Executive Director Peace building and conflict management director (Focal Person) Research, Planning and Monitoring officers (2) NURC-Budget officer
NP	Undertake policy related research and evaluation Conduct oversight missions during policy formulation and review Training of new parliamentarians Establishment of the parliamentary radio	Clerk of the lower chamber Clerk of the upper chamber IPG Coordinator (Donor funded projects coordinator) Technical Committee Clerks (9) Director of planning and research
NEC	Conduct training of NEC staff in the BRIDGE Program Train electoral agents to manage and process voters registrars Training of electoral agents and other volunteers in managing of electoral activities Updating, cleaning and printing of electoral lists and voter cards Civic and voter education (C&V) training for citizens	Executive Director Accountant (Focal Person) Civic and Voter Education Director Voter register and electoral activity coordinator Planning Director
NFPO	Undertake the YPLA training Train political parties in technical communication skills and channels Support political parties achieve online – web presence Conduct national seminars on selected topics for political parties	Executive secretary Programs Coordinator (Focal Person) Director of Administration and Finance Training Facilitator Communications unit head
MHC	Undertake a feasibility study for establishment of a media sector development basked Implement a gender mainstreaming strategy in the media sector Develop a 5 Year Capacity Building Strategic	Executive secretary Planning & Resource mobiliser (IPG Focal) Professionalism & Media development unit head Media Regulation and Licensing unit head Director Administration and Finance

Stakeholder	Roles and responsibilities	Personnel
	Plan,	
	Conduct a Gender Audit in the Media sector	
	Undertake the 4th Annual National Dialogue on Media Development	

As shown in the table above the actual implementation of Program activities was conducted by a vast number of personnel in the different institutions. However the project document only specifies top level administration for the Program and spells out overall roles of these positions. The rationale was that negotiation and signing took place at senior management level and after final agreement, every IP would appoint a focal point which was adequately done except from NURC. This approach does not provide comprehensive detail of the required and existing capacities and human resources in the institutions in order to plan for personnel gaps in institutions. Through interviews with the concerned staff, the evaluation established that as a result of this review of available human resource, some personnel involved in the IPG were assigned extra work loads that are not necessarily aligned to their normal job descriptions, fit with their qualifications or resulted in over loading of responsibilities. For example in NEC the focal point for the IPG was an accountant with limited experience in project management, which was caused mainly by the phasing out of the externally funded projects unit due to exhaustion of the unit's source of funding. While at NFPO the focal point was in charge of several other projects in addition to the IPG, resulting in limited time for monitoring and evaluation of IPG Program activities.

Overall clarification of roles and responsibilities and mapping to specific positions for the IPG leaves minor gaps to address during the planning and implementation of later projects.

3.4.2 Project implementation arrangements

The IPG implementation arrangements were structured in the four levels illustrated in figure two below. At the helm of the structure was the steering committee comprised of the heads of the implementing partner institutions and the UNDP country director. As per the IPG project document, the steering committee was responsible for oversight, review of Program progress, ensuring implementation resonates with required procedures and work plans and making recommendations for strengthening implementation.

The Program also had a Program management arrangement at UNDP that consisted of a Program manager and Program associate. Together, this team was responsible for day-to-day project management, documentation, preparation of report, work plans, implementation strategies and funds management.

At the implementation level was the technical committee that was required to comprise of two focal persons; one in charge of planning and the other in charge of finance. The technical committee was the primary link between the UNDP Program management team and the IPs. The technical committee was required to review and report on progress as well as produce plans for each quarter.

Not included in the Program implementation structure design of the IPG are the IPs' implementation arrangements with respect to the IPG objectives and activities. The evaluation identified that within different institutions specific departments and individuals were involved in planning, execution and reporting of the project activities as shown in the figure two above.

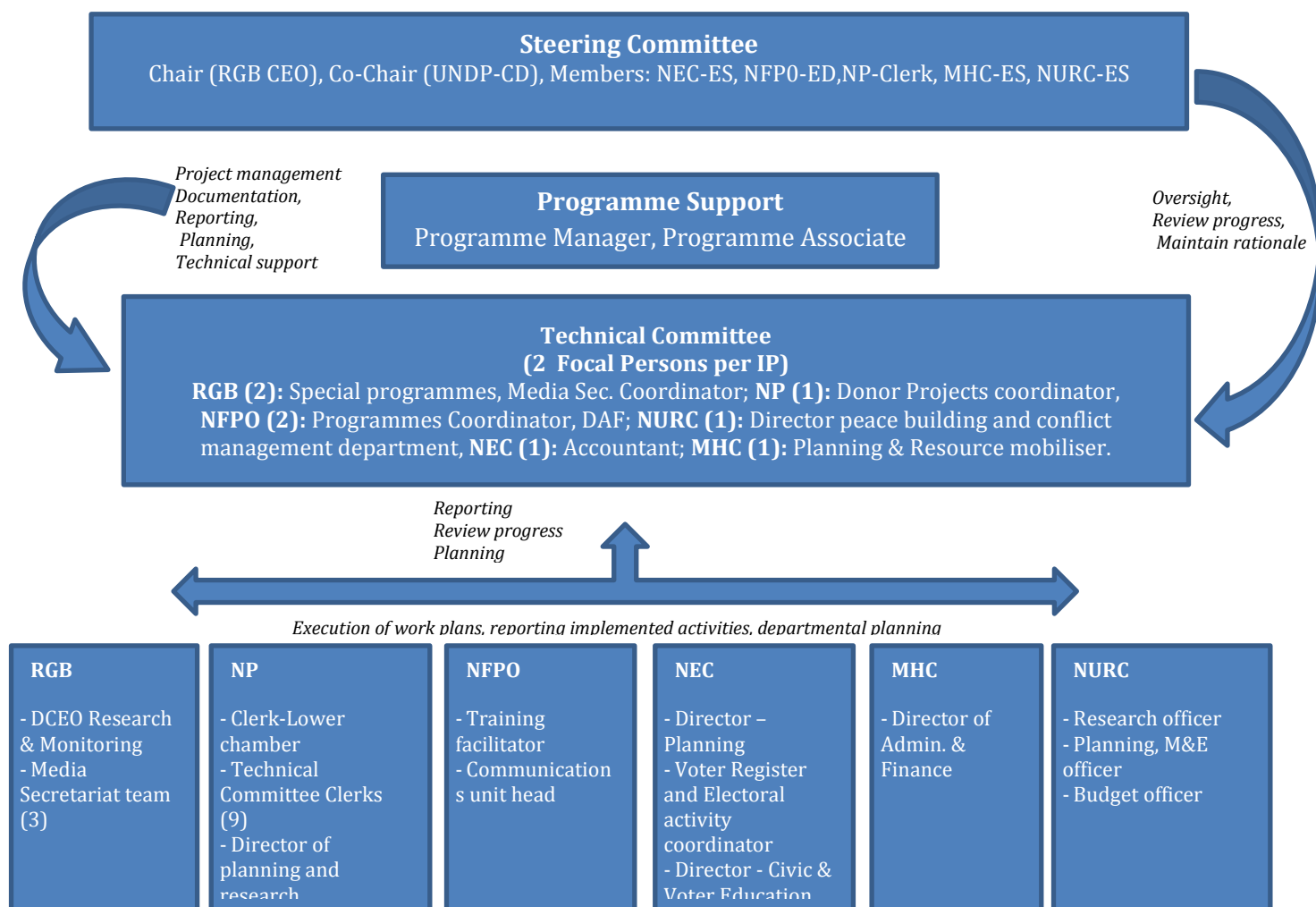


Figure 2: Project implementation arrangements

The overall observation with regard to the implementation arrangements is that the distinction between the roles and responsibilities of the steering and technical committees were strategically designed with no overlaps. As seen above, the steering committee has been involved in adoption of proposed plans and some new project activities requested for by IPs.

The oversight role of a steering committee ideally consists of strategic activities that for example set the tone for cooperation between institutions, making final policy, legal and organisational decisions, management of scope with respect to time and budget constraints, discussing arrangements for extra or continued funding and fund mobilisation and resolving obstacles beyond control or management of the technical committee. We acknowledge the steering committee has tackled some of these roles with stronger orientation towards review of activities and approval of work plans as required by UNDP rules and procedures.

There are indications of insufficient synergy between implementing partners. For instance, several activities such as dialogues, trainings and awareness campaigns that were implemented by individual IPs can be undertaken together as they either have the same objective or are an opportunity for another IP to create awareness or gain visibility. However such opportunities have not been exploited extensively during the IPG with exemption of the peace and democracy week where joint activities focussing on awareness campaigns and policy dialogue were conducted by the project. Ideally it is such synergies, coordination and communication issues that should be addressed by the technical committee.

The overall implementation arrangements for the IPG are assessed as satisfactory because they provide a clear structure for planning, implementation and evaluation. However there are minor gaps that need to be addressed including improving coordination, communication and synergies between all implementing stakeholders.

3.4.3 Financial planning and management

The total allocation to the IPG was 3,342,896 USD with the Government of Belgium contributing 81% of the budget and UNDP covering the remaining 19%. The funding of activities was aligned to supporting existing strategic plans of the GoR and its respective IPs for the period 2010 – 2012 June. Financial planning was conducted on an annual basis and IPs requested for funding from UNDP on a quarterly basis. The IP then used advances to fund quarterly activities after which accountability was done through FACE forms, cash books and bank reconciliations.

Following accountability of expenditures at the end of one quarter, in case of any remaining balances, UNDP disbursed funds for the next quarter, minus balances from the previous quarter. Funds were only returned to UNDP if the IP spent less than 80% of its budget by the end of the year. Such cases were identified at NURC and RGB during the early stages of the program.

Regarding procurement, all IPs that passed the HACT¹⁶ assessment conducted their procurement in line with work plans approved by the steering committee. All procurement conducted by IPs was done using national procurement rules and regulations. In cases where procurement was conducted through UNDP, UN procurement regulations were followed.

The IPG faced financial management challenges in different institutions especially in the early stages of the program and with IPs that had not previously worked with UNDP. For example at NURC, management of IPG funds after resignation of the previous IPG coordinator was difficult due to the new coordinators inexperience of working and reporting using UNDP systems. While the media secretariat at RGB used personnel with insufficient accounting experience/expertise at the start of the project due to the resignation of the unit finance officer resulting in several inaccuracies in financial reporting. However this challenge was addressed through recruitment of a qualified accountant for the IPG and training of all relevant staff in financial management was conducted by the Program management team. Also, IPs do not have a professional financial management system (FMS) to track and report on IPG finances. The accounts management has been mainly through administration of a special project's bank account, use of MS excel spread sheets and FACE forms.

There were also delays in disbursements to IPs which affected implementation of work plans. Various reasons are identified for the delays including delayed financial and physical progress reporting from IPs to internal program delays from the donor, for example, the Belgium funds were disbursed six months after the beginning of the program implying that the IPG faced a shortage of funds for a third of the programme cycle. One identified bottleneck in this aspect of the program was the inefficient planning by IPs leading to low absorption rates that result in time losses during the bank reconciliation and financial reporting and accounting procedures, subsequently delaying eventual disbursements.

Overall the financial planning and management is assessed as satisfactory because of the moderate gaps observed in the funds management of the IPG. The gaps are mainly in the areas of the need for more capacity building in project specific financial planning and forecasting, the need for a professional financial management system and alignment activities with procurement requirements and disbursements with targeted activity implementation timelines.

¹⁶ Harmonized Approach to Cash Transfers (UNDG, 2005)

3.4.4 Program Planning, Monitoring and Evaluation

3.4.4.1 Program planning

The overall Program plan was designed and developed by UNDP in consultation with the relevant IPs. Following the launch of the IPG, IPs developed annual work plans based mainly on their respective institutions strategic plans and priorities as at the time of launching the IPG while ensuring the activities were in line with their respective thematic areas.

During the implementation of the program, IPs prepared work plans by the concerned departments in their institutions submitting departmental work plans to the respective planning directors. The planning departments then consolidated work plans and submitted them to their institution heads for approval. Following the approval, focal persons for the IPs submitted work plans to the UNDP program management team for review and approval during the quarterly steering committee meetings.

However this described process was not uniformly implemented across all IPs as it also depended on the internal institutional arrangements, for example in parliament the plans with IPG related activities from technical committee clerks and department heads are submitted to the project coordinator who reviews and consolidates them before submitting them to the clerk of the upper chamber for approval. While in NEC the Voter Register and Electoral activity coordinator and the director of C&V Education submit their work plans to the planning director who reviews consolidates and submits finalised plans to the executive secretary for approval, these are then submitted to the focal point who transmits them to UNDP program team. All plans were then reviewed and approved during steering committee meetings attended by IP institution heads and IP focal persons.

From the above description, it is evident that the IPG focal points play different roles in the different IPs, in certain cases the focal point plays a role in actual review and revision of work plans to ensure activities are in line with the Program objectives and stem from the annual work plan. While in other cases the IPG focal persons play mainly a communication role between the UNDP program management team and the IP during the planning process.

Review of the IP action plans indicates insufficient analysis and presentation of issues in some work plans. Steering committee members, Program management and some IP focal persons interviewed explain that some of the work plans prepared by the IPs are simply lists of items linked to activities, not realistically achievable within a single quarter or are not analysed adequately prior to submission or approval. For example we identified a case in NEC and NFPO where the entire work plans for 2012/2013 was placed under output 1: *“governance assessments and providing dialogue undertaken”* with the work plan’s indicator as, *“the number of studies and assessments validated”* at NEC and *“Number of trainings and seminars to be carried out”* at NFPO . The activities in these work plans are not related to the stated output or indicators and have been approved by the IPs. These examples not only indicate inadequate analysis of work plans but also possible limited understanding of Program results and performance indicators.

3.4.4.2 Use of the project log-frame and indicators and reporting

To assess the IPGs use of the projects’ results framework we first reviewed the Program design’s monitoring, evaluation and quality control arrangements as per the project document. Thereafter we reviewed the actual implementation of these arrangements over the 18 months bridging period. As illustrated in the figure 3 below the Program predefined the presented mechanism and tools to address the M&E and quality control function of the IPG.

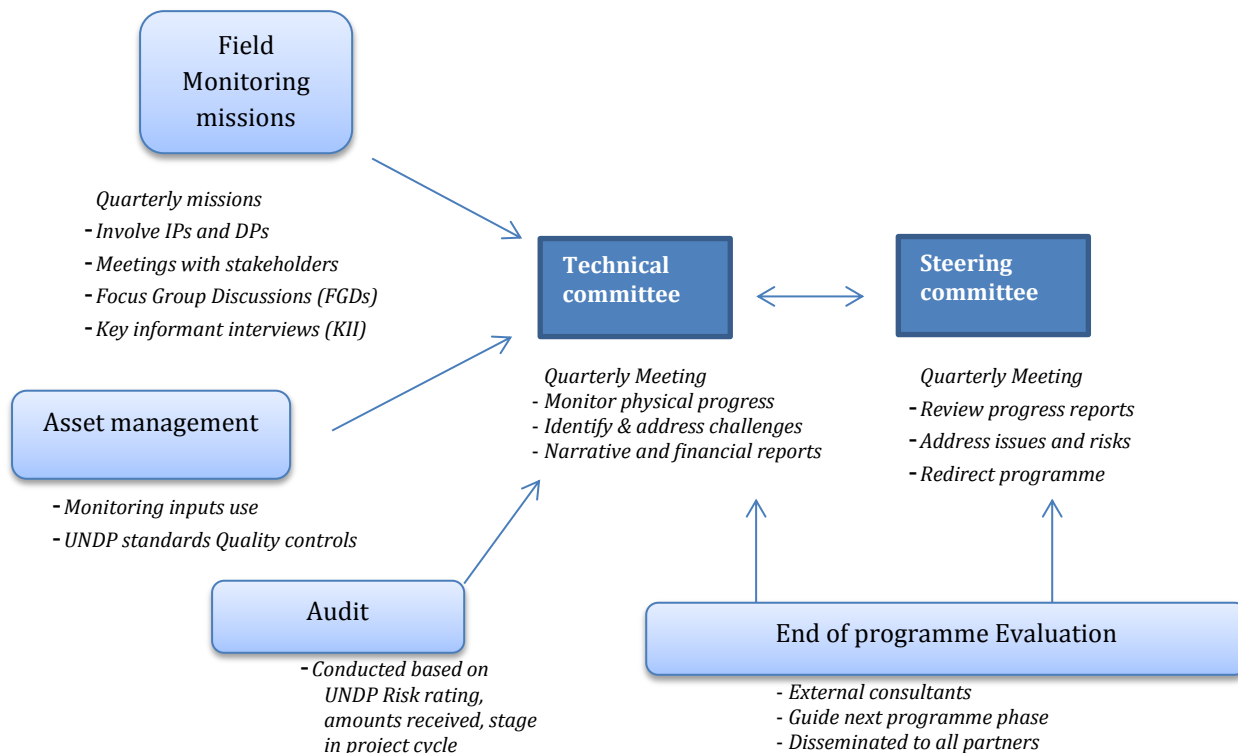


Figure 3: Program Monitoring and Evaluation arrangements

The overall M&E function of the IPG was managed by the Program technical committee which reported to the steering committee on projects' physical and financial progress and related issues. Three project monitoring mechanisms were instituted including field monitoring missions, asset management and audits. Among the tools proposed in the monitoring mechanisms were meetings with stakeholders, focus group discussions and key informant interviews. At the end of the Program is this evaluation aimed at guiding the next phase of the Program.

Reviewing this M&E set-up, the evaluation established that reporting on monitored activities by IPs was done quarterly as required and steering committee meetings were conducted as evidenced in the steering committee meetings' minutes reviewed. However several gaps were identified with regard to the illustrated M&E arrangement. Firstly, other than IP focal persons and the Program management team, there was no specification of particular positions within the IPs that would be engaged in actual monitoring and evaluation of IPG activities. For example at NURC the focal person is a director in charge of the peace building and conflict management department, while at NFPO the focal point is in charge of the entire organisation's programs. This implies the lack of sufficient time to monitor or evaluate only IPG activities, in comparison to RGB that had a designated program M&E officer. Furtherstill, from the Program documentation provided and interviews conducted there is no evidence of the use of some of the mentioned tools in the monitoring missions, such as FGDs and KIIs.

Regarding use of the project's results matrix in monitoring and reporting, there are several cases of where project activities and results are aligned to either the wrong outputs or where outputs that are not in the project document are stated as the Program outputs. For example one report from MHC places its activities under output 1: "A mechanism for supporting media sustainability is established", while NFPO in one report places its training activities under one output 4: "citizens, community and media have improved capacity to participate in decision making and demand for accountability and transparency at all level", however the IP foot notes that this is an organisation specific indicator.

As noted in the work plans, where institution's planned activities under the wrong thematic area, this was also observed in project reports under wrong outputs. For example in one NFPO quarterly report all the projects training activities are reported under output 4: Trainings undertaken in the areas of results based planning, monitoring and reporting for implementing partners staff.

The misplacement of activities and results makes it not only difficult to track results against targeted project outputs but also alignment of project expenses against specific project outputs and thematic areas requires time and critical analysis to decipher.

Regarding program reporting, a uniform reporting template was shared in 2012 and used as the basis for the RBM training. However the format was not used uniformly during all the quarters of the bridging phase. From reports reviewed, NP, NEC, MHC, RGB mostly used one report format that provided information under four sections of a matrix that included Outputs, Planned activities, Outcomes and Budget. NFPO also used this format in some quarters but also provided detailed narratives of the actual trainings conducted including the training content and outputs of the training. From the documentation provided there is no detailed or narrative report from NURC and all reports provided only present financial progress of the IPG.

Despite the breakdown of program report components as explained above, there are several weaknesses identified in the IP's reports. For example, NEC mentions an activity in a single line as a targeted outcome, "*BRIDGE Program*", and its aligned narrative of results is an elaboration of how the funds were spent in the activity and not what results were achieved. Similarly in MHC reports there is mention of milestones such as advertisement of terms of reference as an outcome of a targeted project.

Overall, the Program planning, monitoring and evaluation and reporting are assessed as marginally satisfactory because the planning as reflected in project work plans was inadequate and funds absorption rates by some institutions was poor, especially at the start of the IPG. There is limited knowledge and capacity for effective program monitoring and evaluation and project reports of most institutions are not able to distinguish between narrative of results and elaboration of implementation steps. However some IPs such as RGB and NP prepared elaborate reports that explained in detail project results accruing from implementation of planned activities and these are consistently aligned to the IPG outcomes and thematic areas.

3.5 Project Results

3.5.1 Sustainability analysis

The overall goal of the IPG is to enhance and sustain good governance. The evaluation therefore conducted an assessment of the sustainability of the program results and activities to reach a judgment on the extent of sustainability within the program's intervention areas. Using a sustainability checklist the evaluation assessed results stakeholders considered beneficial and worth continuing without external assistance, existing mechanisms to fund the activities, ownership and capacity to manage the results and activities. The findings from this assessment established the following mechanism among those that are contributing to the sustainability of the Program's results. The assessment and presentation is done for individual IPs.

3.5.1.1 Sustainability Mechanisms

RGB

Ordinary Budget support

The sustainability strategy used at RGB during the IPG was that most, if not all, of the activities in the project work plans, especially under governance assessments and dialogue, were always partly funded from the GoR ordinary budget. Furtherstill, with the mandate to coordinate media sector development activities, it is imperative to note that media policy implementation tasks will continue to be funded through the Government ordinary budget even after the IPG support phases out. These mechanisms support ensuring that GoR continues ownership of the project activities and outputs even in absence of IPG support.

NUR

Integration into Government Programs

Dialogues, unity and reconciliation activities have been integrated in districts' performance contracts (IMIHIGO). Subsequently, community dialogues will be organised at district level where all the logistics are integrated in the district budget. Therefore, there is guaranteed funding for dialogues to continue and cover even wider areas.

Communal interest

Citizens are personally interested in the dialogues after realizing that they are platforms not only to raise their grievances but also for other unintended benefits such as coming together and forming cooperatives and associations for income generating activities. Citizens continually take part in dialogues in order to express their unaddressed concerns and have as a result formed group efforts for economic gain which consequently contribute to the frequency of dialogues in communities.

Capacity building

Trainings done for specific groups such as youth, women, volunteers, religious groups have supported them carry on with the dialogues in communities with their designated budgets. At different levels, those trained have continued to hold meetings and facilitate dialogues and reconciliation weeks with no funding from NURC.

NEC

Capacity building

Training of communities' volunteers has put in place a permanent group of volunteers that monitor and report about election related activities and support during elections. The institution has a strategy in place to have at each district trained a civic and voter education coordination committee to train others up to the grass root level.

NEC staffs trained are able to train others in future regarding election management, civic and voter education and the BRIDGE course at a much lower cost than consultants. For example, two accredited BRIDGE trainers can train others reducing the cost of hiring international trainers.

NP

Capacity building

The IPG has trained not only the focal points in the parliament but also other institution staff responsible for the effective management and performance of the parliament. For example at

least 33 staff were trained in effective planning, monitoring and evaluation as part of the Results Based Management (RBM) Program. Those interviewed that participated in this training assert that even in the absence of future IPG support, they are capable of training other staff.

NFPO

Commitment by NFPO Leadership, GoR and Political Parties

The NFPO leaderships strong expression of ownership and commitment to the IPG Program is a positive indication of sustainability of the program activities and results even when development partners funding comes to an end. This is supplemented by NFPO annual budget line allocations through the incorporation of IPG Program activities in the NFPO strategic planning process.

The GoR is committed to the democratic governance processes and strengthening good governance. This has been demonstrated by establishing strong institutions with clear mandates to oversee the processes of democratic governance. On the other hand, political parties have also not been left behind in expressing their commitments to democratic and governance processes. The fact that there exists a national forum for political parties and all political parties accept to participate in its activities is evidence to indicate the levels of political party's interest and commitment to the cause.

MHC

Ownership and commitment

The GoR is highly committed to support the media sector through the media reform processes. The establishment of institutions and strengthening others is in line with facilitation of the reform process. These reforms are geared towards strengthening the independence and professionalization of the media sector, whose intent is to create self-sustaining entities.

The MHC board of directors, executive secretariat and its partner's express high levels of ownership and commitment to IPG Program initiatives and implementation. Initiatives and implementation of capacity building development Programs at both the institutional and individual staff is strong evidence of MHC commitment.

Ministry of Finance and Economic planning (MINECOFIN) budget lines on capacity building and other partners for instance UNESCO, AMI and New Media Communications contribute to ensuring effective utilization of resources for capacity building and development, which includes the media sector.

3.5.1.2 Threats to sustainability

RGB

Media secretariat co-dependence

The media secretariat department and its activities are 100% financed by the IPG with no clear or documented strategy of how the department activities or resourcing will be fully integrated into the RGB or GoR ordinary budget financing. The lack of a clear handover or continuity strategy presents a minor risk to the sustainability of the department and its associated activities. For instance, one interviewee explains how almost six years ago, the MSG was initiated with support from the European Union (EU) that financed 100% of the activities and after the support ended, the MSG also stopped until it was revived with support from the IPG.

NURC

In-sufficient Funding

Limited funds and lack of permanent personnel at district level threaten the effectiveness of dialogues, Unity and Reconciliation activities in communities. Local partners at lower levels complain of delayed activities as a result of lack of autonomous staff in charge of unity and reconciliation and not under good governance department at district level. Dialogues even though integrated in imihigo, do not have a permanent schedule and lack a strong system in place like other Government activities. This threatens dialogues' permanence and sustainability.

Project's sustainability is also threatened by having a single source of financing. For example, the RRB research is 100% funded by UNDP. In case the project is not funded anymore, NURC had no guaranteed funding for future research at the time of the evaluation

More interest in economic development initiatives

Continued poverty that contributes to the inability by perpetrators to compensate victims threatens the stability of dialogues, unity and reconciliation in communities. Furthermore, citizens are more interested in economic activities which surpass the main purpose of the dialogues and yet still some think of dialogues as platforms for political propaganda. This can be detrimental to the rationale of dialogues as means to unite and reconcile and a platform to raise concerns and play a part in governance of communities.

No whistle blower protection mechanism

Sustainability of dialogues is threatened by the fact that there is no strong protection mechanism in place for people who openly testify or speak out about poor performance, misconduct or any other complaints against leaders, Government policies or any grievance in their communities. This threatens the whole essence of dialogues to promote a culture of free expression as some who speak out fear consequences and that could prevent others from openly speak out.

NP

In-sufficient Funding

The IPG funded activities at parliament are normally funded through the GoR ordinary budget. However this funding is often not sufficient to support the required scale of execution of mainly oversight related activities.

Oversight field visits that were one of the most beneficial outputs of the IPG in parliament have a limited allocation in the ordinary budget for which no increment has been made that would provide assurance of the continued scale of implementation of this activity in absence of the IPG.

Further still, the IPG is coordinated by a focal person whose remuneration is only met by one other development partner – DFID. This presents two risks, one being the increased focus of the coordinator on only one development partner's activities. The other being, if DFID halts or ends funding to the IP, there is no ensured continued presence of a focal person for the IPG.

No research repository

The research department has been trained in research methods and other relevant skills and knowledge. However no mechanism was established to ensure that in absence of these trained staff the unit remains with the acquired capacity and resources. For instance, there is no central repository of research information or protocols that would remain in the institution if all the trained staff left the IP.

NFPO

Insufficient capacity for M&E of project outputs

Follow up, monitoring and evaluation of activities is one in the many contributing factors to the sustainability of program results. The IP was identified to have limited capacity and resources to follow up on all its implemented activities, especially the YPLA training activities. As such one is not able to take stock of the benefits of a project or adjust design and implementation based on lessons learned. Subsequently, there are cases where websites are created as outputs but are not optimally used contributing to unsustainability of such results. However it is still essential to note the autonomy of political parties which limits the mandate of NFPO to execute this M&E function of project activities.

MHC

Lack of an Institutional Strategic plan

The Media High council faces a challenge of not having in place an institutional strategic plan that is relevant and aligned to the key strategies that were elaborated with the support of the IPG Program. This to greater extent has been attributed to the recent changes associated with the media reforms.

Overall sustainability of IPG activities varies across IPs because they differently implemented varying sustainability mechanisms which contribute to the Program activities and result's sustainability. Ownership has been enhanced through direct implementation by existing GoR structures and use of the ordinary budget for some project activities. However the overall observation is that the IPG did not devise a sustainability strategy that caters for UNDP's support phase out, which is a requirement for sustainable good governance. The overall rating is moderately likely.

3.5.2 Project Impact

Given that the IPG bridging Program was implemented over an 18 month period and the issues addressed are not the kind whose impact can be felt within such a short time frame. The evaluation did not conduct a detailed impact assessment; we instead took stock of effects of the different activities that were conducted by the IPs that could justifiably be attributed to the successful implementation of specific IPG activities. The assessment was conducted under each of the project components and is presented as such in the preceding section.

3.5.2.1 Component 1: Governance Assessment and Dialogue

Output 1: Governance assessments and dialogues providing recommendations undertaken

Enhanced awareness of governance

During the IPG the Rwanda Governance Board engaged in several public dialogue events including the MSGs, Governance clinics and the Governance month. The MSGs were conducted in 18 districts where the public were sensitised on different good governance issues including anti-corruption, transparency and accountability, service delivery and media reforms. The local leaders interviewed in the northern, southern and eastern provinces acknowledge that these MSGs increased not only their knowledge of the importance of good governance concepts but also provided them with more clarity of their roles and responsibilities especially to their citizens. For example some leaders indicated that they previously emphasised accountability to the MINALOC, but following the MSGs they have increased their focus on accountability to their citizens and have included more accountability mechanism such as the accountability day, at all local Government levels from cell through sector to district level as was confirmed in Musanze district. This was previously mainly done at district level and it was only for district councillors

and other local leaders. But now citizens are invited at cell and sector level to observe the achievements and challenges in their areas.

Further still, at the MSGs RGB was given the platform to publicise major findings from the various governance assessments that have been conducted over the years. One assessment report that the evaluation confirmed as having had its results disseminated was the CRC, 2010. The local leaders consulted mention how this gave them a more detailed picture of service delivery in their respective districts and gave them areas on which to focus for future development. For example the evaluation confirmed that in Musanze district, under their governance pillar, their first priority is “*improved citizen’s satisfaction with service-delivery*”. This new focus can be attributed to the realisation of the importance of this aspect of good governance from activities such as the MSG and findings in the CRC assessment.

Increased identification and improved tracking of local issues

As part of the Governance month conducted during the IPG, governance clinics were undertaken. The governance clinics are forums where leaders interact with citizens and address their concerns and grievances. This activity resulted in the identification of several issues among citizens, some of which were resolved during the interactions and others which were submitted for resolution to relevant institutions. Overall during the 2013 governance clinics, 7,153 issues were identified of which 6,205 were resolved and 560 remain unresolved¹⁷.

Increased peace, unity and reconciliation initiatives in communities

As a result of participation in unity and reconciliation dialogues, groups and associations for unity & reconciliation were awarded for uniting the community of perpetrators and survivors through continued dialogues in the Eastern Province. There have also been increased numbers of community reconciliation initiatives such as dialogue clubs and reconciliation associations throughout the country, which have contributed to peace, unity and reconciliation. Community members and faith based organisations’ (FBO) representatives in FGDs confirm that these initiatives have contributed to citizens living in more harmonious neighbourhoods. Furthermore this has assisted in changing the mind-set of those still harbouring bad ideology, eased tension and increased trust within communities leading to enhanced social cohesion and more integrated communities.

Dialogues have also made it easier and faster to disclose and resolve ethnic related concerns as they arise in communities. This is mainly because community members are becoming accustomed to coming together to openly share and find solutions to these problems. This way, conflicts are contained, unity and reconciliation realized in communities. Dialogue clubs in schools as well have helped explain better to students born after the genocide why and how it happened, reducing divisionism and bad mentality amongst the youth.

NURC has conducted dialogues in prisons and correctional centres which have helped prepare prisoners and persons in correctional facilities for society at the end of their incarceration terms. Perpetrators still in jail or in correctional centres through dialogues make amends with victims making it easier for them to live in peace and harmony as they join communities at the end of their sentences. Interviews with members of the National University of Rwanda Student club for unity and reconciliation (SCUR) confirm that the students association has been supported by NURC to implement some of its activities which include visits to prisons to conduct dialogues with genocide perpetrators as part of the unity and reconciliation strategy. The youth explain how prison dialogues have not only benefited prisoners and vulnerable survivors but also the youth engaged have gained an appreciation for the importance of

¹⁷ Mobile school of Governance report (RGB, 2013)

dialogue in reconciliation. They now recognise dialogue as a platform for open interaction that has given them more insight into the need for unity and reconciliation as a necessity for sustainable social and economic development.

As a result of dialogues, some religious leaders have put in place permanent counselling centres to deal with issues causing conflicts in their communities. For example in Rwamagana district, a pastor realized during community dialogues that there are many misunderstandings in marriages that lead to fatal incidents in their communities. Subsequently, he started a ministry to counsel married couples, families in his church and community at large.

Trainings conducted for different groups who make up the unity and reconciliation forum at district level have enabled them acquire the skills and knowledge required to facilitate dialogues and train other community members. Organized dialogues engaged over 2,651 religious representatives, 2,146 community members, 66 student's representatives and 1,754 volunteers of unity and reconciliation in all districts. This has resulted in a team of people contributing to not only unity, reconciliation and healing but enhance participation of citizens and increased their ability better manage governance in their communities.

Influenced Government policies and developmental Programs

Dialogues have contributed to enabling citizens understand more Government policies and Programs. Similarly, mostly local leaders have been made more aware of problems affecting citizens and their views regarding Government policies and development Programs. Policies that have raised significant debate during the dialogues include categorisation of citizens under the health insurance according to their capacity to pay and issuing of tax on property like land and houses. As a result some of these policies are either under review by implementing agencies or more explanations were given to clarify the misunderstandings about the policy or development Programs. For instance, it was established that NURC reports on dialogues and the RRB contributed to influencing MINALOC to amend the policy on implementations of taxes on plots of land and houses in mostly rural areas.

3.5.2.2 Component 2: Political Participation

Output 2: Accountability structures for NP, NFPO and NEC established or improved

Policy and Program oversight

Parliamentary committees have been engaged in oversight visits supported by the IPG. These field visits have contributed to fact-based decision making and effective monitoring of Government policies and Programs through interaction with implementers and beneficiaries. Committee clerks interviewed reiterate how the project has helped them cover more ground in a year than they usually do regarding field visits. Also local Government authorities mention how the field visits by parliamentarians gave them the opportunity to express the challenges they face in their day-to-day operations, while citizens who interacted with parliamentarians during their field visits mention how they not only appreciated the fact that they were pleased to be consulted by the MPs but also that they felt their opinions were finally being considered in policy and Program design and evaluation.

As an impact to Programs and policies, oversight visits have contributed directly to some Government initiatives, for instance an oversight visit by the budget and patrimony committee identified challenges in districts regarding capacity gaps in public financial management (PFM) which were contributing to the high number of qualified audit reports (100%)¹⁸ from local Government entities. This deduction led to the recommendation of a SMART PFM training for all

¹⁸ Report of the Auditor General of state finances for the year ended 30 June 2012 (OAG, 2013)

relevant local Government staff which has contributed to FM and reporting at local Government level. Further still, the agriculture committee also conducted oversight visits to three provinces, in which they interacted with both local Government authorities and beneficiaries of the national artificial insemination (AI) Program. The AI aimed to improve the quality of livestock breeds in Rwanda. The oversight visits resulted in the identification of bottlenecks in the Program including the lack of sufficient technical capacity to deliver the required quality of service. This led to a parliamentary summon of relevant executive authorities from MINAGRI and other relevant institutions to readdress the Program, resulting in concrete recommendations including the introduction of a veterinary officer post at the sector level to ensure proper management and monitoring of the AI Programs and other related services.

Overall, national parliament records indicate that as a result of visits and other related forms of policy and Program oversight activities, the parliament has been able to identify a total of 183 issues and has resolved 131 (72%) in the last five years in addition to which 481¹⁹ recommendations developed from parliament have been forwarded to 15 ministries for action during the IPG bridging period.

Capacity development

The parliament research unit was trained in tools and methods to analyse and formulate budgets in the local context and how to conduct analytical and contextual research. The unit staff interviewed during the evaluation confirm how the training improved their technical skills in research and what previously took more than a day to research and analyse, today takes them no more than an hour. Subsequently the department is able to provide timely information to the relevant committees. The committee clerks reiterate how in the past the research department provided them with issues reports quite late which left parliamentarians with insufficient time to review papers before sessions. However of late the information is provided well in time and is of better quality in terms of depth and writing than in previous years. Further still, the research methods training helped the research department network with other researchers who are now used as resource persons for the unit.

The IPG Program has supported NEC staff trainings through BRIDGE system and others like volunteers who manage NEC's day today affairs and handle the electoral process. The training resulted into well trained and experienced staff in election management/voting system that are able to manage well, coordinated and smoothly run elections. NEC so far has 2 accredited and 19 semi accredited BRIDGE trainees; the 2 BRIDGE trainees are able to train others at all levels, also training of volunteers for support during elections. Training of over 20,027 volunteers has put in place a permanent group of people who monitor and report about elections. All this contributes to well manage elections, increased public awareness of election and increased citizen participation in electoral and democratic processes.

Increased citizen participation in governance

There is remarkable increase in citizen participation in governance through elections of leaders, and having a say in their planned community activities instead of being executed by a small committee, for example in Kyanya sector Rwamagana district, locals who had participated in community dialogues petitioned for a solution to water shortage to the sector authority to be prioritised before other planned activities could be implemented. Furthermore, due to various groups' trainings like women, youth, disabled, religious representatives and CSOs have increased engagement of locals in electoral process and more intensive participation in social and political events in this area. For example, dialogues have increased social cohesion and brought together citizens beyond the intended purpose e.g. cooperatives/associations have

¹⁹ End of IPG Programme Report (UNDP, 2013)

been formed for income generating, saving and social support projects.

In the communities visited, increased participation was explained through how openly citizens complain about their leaders regarding poor performance and bad conduct. They are able to raise complaints about bad governance, issues concerning corruption and Government policies. Dialogues too have led to locals initiating their own permanent discussion platforms where they regularly chat about different challenges they face in their communities. Therefore, there is increased openness and free expression about governance and development Programs as a result of community dialogues.

Enhanced youth participation in political party affairs

During the IPG the NFPO conducted the YPLA training for youth from the ten political parties in the country. Following these trainings the youth that participated in the YPLA that were contacted during this evaluation attest how the training contributed significantly to their knowledge of the role of their respective political parties in the Rwanda political environment. In addition, they explain how prior to the trainings many of them in opposition political parties were usually embarrassed to publicly declare their respective political parties. However by the end of the trainings they could confidently stand their ground and name their political parties loud and proud.

Further still, following the YPLA many of the youth returned to their political parties and took on active roles not only as members but in leadership positions. For example one party member mentions how after the training there was a decision that 30% of the leadership positions in their party would be occupied by political party members under the age of 35 years and this has been achieved. Also as a reflection of the impact of the increased confidence among the young politicians, over 60 participants of the training contests in the 2013 parliamentary elections under their respective political parties.

Increased awareness of political parties agenda

Prior to the IPG only 40% of the political parties in Rwanda had manifestos, clear missions and Programs. Following the implementation of capacity building activities at NFPO for all parties, there was a clearer understanding of the structures and requirements necessary for the proper functioning of a political party. Subsequent to the training of political parties on the methodological road map and manifestos design process, 100% of the political parties designed their manifestos and as of the time of the evaluation 40% had these manifestos uploaded on their respective websites.

In addition, all political parties had their websites designed and hosted with support from the IPG. All websites are currently available online and provide platforms for interaction with citizens through interactive functionalities such as blogs and chat options. This has contributed to increased visibility of political parties through online presence.

3.5.2.3 Component 3: Media Strengthening

Output 3: Mechanism for media development and media freedom established

Enhanced the foundations for democratic space and media freedoms

During the IPG there were several reforms in the institutional structure of the media governing sector. This included the transfer of the media secretariat from MINICAFF to RGB. The IPG supported the establishment of this unit that has been at the fore front of the media sector reforms. The media reforms for which the secretariat played a central role included revision of

media related laws including the media law, MHC Law and promulgation of Rwanda Broadcasting Agency Law and the Access to Information Law. In addition to these the unit supported the establishment of the media self-regulatory body in which one staff from the media secretariat is now a part of. All together these media reforms are assessed as contributing factors to the establishment of a free and fair media sector in Rwanda. For example, a result of the enactment of the access to media law, there have been cases of contestation of public officials' failure to abide by the law, which is a reflection of the quick adoption of the systems and process put in place to ensure democratic space and freedoms are respected by all.

The IPG supported establishment of the Rwanda association of Journalists (ARJ) secretariat by recruiting and paying the salary of the ARJ secretary general (SG). The SG is responsible for coordinating activities of the ARJ and press house and closely following up media reforms in collaboration with the RGB. The ARJ was also actively participated in setting up the media self-regulatory Body and its interim committee. Overall the IPG Program contributed to drafting of the ARJ statute which was passed and led to the full and official recognition of the ARJ by RGB.

Increased awareness of media laws

During the IPG the media secretariat and MHC were actively engaged in increasing awareness of the media reforms. These were conducted through radio, TV and road shows. From the visits conducted in the different districts we established that there has been increased awareness of mainly the access to media law especially among local media practitioners and local Government authorities. For instance at one radio station in Huye district there was evidence of the media law on the walls of the radio station, while at the district offices, following the reform campaign, there has been assignment of spokespersons for the district, sector and cell offices. These positions have been instituted to streamline access to information from these institutions.

Established a foundation for vibrant media sector capacity development

Most of the activities implemented by the MHC including the gender audit, development of the gender mainstreaming strategy for the media sector, development of the five year strategic capacity building plan and the basket fund feasibility Study all contributed to establishment of a foundation for a vibrant media sector in Rwanda with emphasis on capacity development.

3.5.2.4 Component 4: Program Support

Output 4: Learning activities undertaken in areas of governance, results based planning, monitoring and reporting for implementing partner's staff.

Capacity development

Also as explained before parliament staff were trained in RBM. The NP clerk explains how this has improved the organisations planning and reporting functions. Through the reports reviewed from parliament it is evident that the IP work plans and reports are quite comprehensive and detail project results than other IPs reports reviewed. Overall there is evidence the RBM training contributed to the IPs efficiency in terms of planning and reporting.

Improved Program management

Some of the IPs had not worked with UNDP prior to the IPG. Following the commencement of the project the IPs were trained in different Program management aspects including RBM, Program reporting and financial management for relevant staff. This contributed to improvement of the efficiency with regard to the Programs management. For example heads of institutions interviewed comment on how at the start of the project they had issues especially

with financial reporting in the first quarter of the project. However by the end of the project they were receiving less recommended changes to their financial reports and FACE forms. However we noted that there are still gaps in physical progress reporting and results based work plan development.

3.5.3 Project rating for outcomes, sustainability, relevance and impacts

In table seven below the evaluation summarises the ratings for the different aspects of the end-of-Program evaluation that were assessed and gives a brief description of the why the ratings given are as such.

Table 7: Summary of project rating

Criterion	Summary Comments	Rating
Project Formulation		
Project Concept and Design	Project concept, results and design are relevant to the country context, are well aligned to UNDAF results with minor oversights in documented formulation and the logical flow of results is rational.	Highly Satisfactory
Project Implementation Arrangements		
Project Governance	The project governance is clear and well aligned to project goals. There is sufficient transparency and accountability between partners as evidenced from steering committee meetings documentation	Highly Satisfactory
Project Implementation and management	There was a clear structure for planning, implementation and evaluation. However there are minor gaps that need to be addressed including improving coordination, communication and synergies between all implementing stakeholders.	Satisfactory
Country ownership	The GoR has shown commitment throughout the IPG through collaboration and participation in the planning, implementation and evaluation of the project.	Highly Satisfactory
Implementation Approach		
Stakeholder participation in implementation	All stakeholders have participated equally and sufficiently throughout the project during planning, implementation and evaluation. All activities committed to be implemented were executed and for those that weren't there are clear reasons that were beyond control of the implementers.	Highly Satisfactory
Risk management	Risk assessment was adequately undertaken and appropriate mitigation measures designed. Only risk 4.0 rating was assessed as inaccurate and the mitigation measure inadequate and risk 6.0 mitigation measure was not adequate.	Satisfactory
Project Finances		
Co-Financing	Project financing was adequate as all projects planned were funded as intended. However the IPG budget being 100% donor funded leaves a gap to be addressed by the GoR. There is also need to integrate GoR expenditures in the IPG budget to reflect its contribution to specific activities.	Satisfactory
Cost-effectiveness	Gaps exist in the funds management of the IPG. The gaps are mainly in the areas of effective project specific financial planning and forecasting, absence of a professional FMS and alignment of disbursements with targeted activity implementation timelines. There were no cost-cutting mechanisms evidenced throughout the bridging phase.	Marginally satisfactory

Criterion	Summary Comments	Rating
Monitoring and Evaluation		
M&E Arrangements	Planning as reflected in project work plans was inadequate, there is limited knowledge and capacity for effective Program M&E. There is limited evidence of implementation of the planned M&E mechanisms such as FGD, and KIIs throughout the project. However some IPs evidenced implementation of effective M&E systems.	Marginally satisfactory
Project reporting	The uniform reporting template was not evenly used, project reports from more than 50% of IPs are not able to distinguish between narratives of results and elaboration of implementation steps. There was mainly activity based reporting and reporting against wrong IPG outputs and indicators is cited.	Marginally satisfactory
Sustainability		
Overall sustainability	Level of political commitment is high and various sustainability mechanisms have been implemented by the different IPs. There are still threats to sustainability including limited human resources as evidenced in IPs like NFPO, inadequate project management technical capacity evidenced in use of provided M&E and reporting systems and insufficient local funding of program activities.	Moderately likely
Replication approach/Replicability	Project activities are important and suitable to the Rwanda society given its past history of bad governance and politics. Replication is relatively easy and convenient given the required foundational system and processes are existent.	Highly satisfactory
PROJECT RESULTS		
Result 1: Increase citizen's participation in democratic processes and structures at national and decentralized levels	Noticeably the project has contributed to and managed to influence Government policies and reforms, increase citizen participation in democratic process and structures through increased awareness, and towards peace, unity and reconciliation initiatives.	Highly satisfactory
Output 1: Governance assessments and dialogues	RGB conducted 4 governance assessments (RGS, RRB, RCB and RMB), 18 MSGs, 4 local and 1 international dialogue. All targeted outputs were achieved NURC undertook a qualitative study through dialogues to follow up on the 2010 RRB to further probe grievances raised in the communities and supported initiatives of unity and reconciliation dialogue in communities. Together these outputs contributed to increased awareness of governance, identification and tracking of local issues, peace, unity and reconciliation community initiatives and influenced Government policy and development Programs.	Highly satisfactory
Output 2: Improve / establish accountability structures	NP trained its research department staff in research methodology, conducted induction training of senators, and established the parliamentary radio as planned. NEC conducted the 3 rd BRIDGE training of 30 staff of which 2 were accredited and 19 semi-accredited trained 680 volunteers in election management and 78,500 citizens in C&V education. NFPO conducted a YPLA training of 386 youth and supported all 10 political parties develop their	Satisfactory

Criterion	Summary Comments	Rating
	websites and manifestos. These outputs contributed to enhanced policy and Program oversight, increased IP staff technical capacity, increased citizen participation in governance, enhanced youth participation in political party affairs and improved political party structures. However there are still gaps in awareness and participation of certain categories of citizens in election processes and political parties have not yet attained a satisfactory level of vibrancy.	
Output 3: Mechanism for media development and media freedom established	The Media Secretariat was set up at RGB and together with MHC supported establishment of the media self-regulating body, revision and enactment of 4 media related laws and conducted awareness campaigns of the media reforms. They also implemented the annual journalism awards which were not part of the original plans. These outputs have contributed to establishment of a foundation for democratic space and freedoms of expression and increased awareness of media reforms and new laws.	Highly satisfactory
Output 4: Learning activities undertaken in areas of governance, results based planning, monitoring and reporting for implementing partner's staff.	RBM, financial management, audit preparation trainings were conducted for all implementing partners and one for parliament technical staff who were also trained in HRBA and gender mainstreaming. These Program management support outputs have contributed to capacity development in RBM and improved project management skills. However there are still gaps in project management planning, M&E and reporting as explained	Satisfactory

4 Lessons, Recommendations and Conclusions

4.1 Lessons learnt

There are many lessons that can be drawn from the above assessments and while most are specific to the IPG there are others which may have a broader generic value which may be applicable to other Programs. A list of some of the more important lessons learnt from this IPG evaluation are as follows;

4.1.1.1 UNDP Comparative advantage

Throughout the implementation of the IPG, UNDP has operated as a neutral DP which has enabled it steer smoothly through addressing challenges in contextually sensitive issues. Some of the mechanisms identified that the organisation has managed to exploit include the ability to deal with the historic trajectory of issues and appreciate context prior to designing Programs. In doing so, UNDP maintained focus on root causes of issues and not on the face value of problems, for example on dealing with the perceived media freedom challenges in Rwanda the organisation focused its actions on supporting the required legal frameworks and institutional capacities, which ensured GoR support throughout the entire process.

4.1.1.2 Use of existing systems and structures

The IPG was implemented through existing GoR implementation structures and systems. The EDPRS accountable governance pillar goals are consistent with the IPG results and the existing IPs chosen fit the project rationale. This mix has contributed to ownership of project results and activities as it does not superimpose temporary structures with indefinite or unclear support systems.

4.1.1.3 Limited visibility of IPG/UNDP

There is limited awareness among implementing stakeholders and beneficiaries of the source of financing or intended goals of the IPG. For example several beneficiaries interviewed acknowledged having participated in activities supported by the IPG such as MSGs, media reforms awareness campaigns, YPLA, reconciliation dialogues and others, but have no idea of the IPG or UNDP support to these initiatives.

4.1.1.4 Inadequate planning

The planning by some of the IPs such as NURC is observed as inadequate as they are plain lists of activities with limited focus on issues and realizable goals. This creates an outlook of short sighted planning as indicated by the low absorption rates in several quarters. Further still there is indication of a missing link between procurement procedures and activity planning. For instance, activity budget amounts should reflect expected procurement procedures timelines, however lack of this alignment results in failure to execute certain activities as the procurement timelines exceed the anticipated implementation timelines.

4.1.1.5 Activity based reporting

Most IP reports are activity based and less result based. The overall observation in project reports is that IPs reports were more of narrations of actual activities, activity steps and milestones rather than explanations on contribution of activities to realisation of outputs or actual results occurring as a result of implementing specific activities.

4.2 Corrective actions for the design, implementation, monitoring and evaluation

4.2.1.1 Program design

There is need to integrate a communication of results component in the overall project design. This would be considered as a complementary strategy to increasing resource mobilisation for the projects that are underfunded. The supposition is that UNDP would increase visibility of project results within the local and international donor community which would in turn increase resource mobilisation and allocations to scale-up IPs results.

4.2.1.2 Implementation arrangements

In order to reinforce the effectiveness and efficiency of the IPG, the evaluation recommends that there is stronger coordination between IPs and UNDP and between IPs themselves. There is indication of inadequate communication and coordination reflected through delayed reporting, disbursement and execution of activities. This would be reduced through institution of more effective formal and informal communication and coordination mechanism between partners, including team building initiatives such as team retreats.

Improve synergies on linked and cross-cutting activities. Some IPs implement related activities or one IPs activities' success is dependent on the actions of another, but this has not been exploited exhaustively. For example RGB is a focal institution in the regulation of political party activities, while NFPO is their umbrella organisation, but there is no indication of any synergies during the IP implementation process.

The IPG needs to assess the feasibility of integrating the projects financial management arrangements into the national SMART financial management system. This would support effective alignment of the project financial resources with ordinary budget lines and improve the projects financial reporting arrangement.

There is need to undertake a project wide RBM and FM training for all IPs focal persons and all relevant technical staff involved in the IPG Program. Considering the general observation of the limited knowledge and capacity in RBM related concepts of project management, planning, monitoring and reporting, this training would contribute to strengthening this capacity. However we also find it essential that in addition to a workshop training, follow-up coaching and on job mentoring should be used to reinforce implementation of learnt RBM concepts

4.2.1.3 Monitoring and evaluation

The IPG has only conducted quarterly technical and steering committee sessions as mechanisms to monitor and review implementation. The evaluation recommends that the Program introduce interim audits to take stock of faults and challenges faced by the IPs. These monitoring and crosschecking mechanisms would support the strategic guidance of partners throughout the implementation cycle by efficiently addressing programmatic issues without waiting for quarterly meetings. These interim checks can be implemented through the originally planned field monitoring missions.

Increase use of ICTs in monitoring of project activities. There is a multitude of activities which involve significant numbers of beneficiaries, inputs and outputs. This requires efficient tracking systems that will enable the project efficiently account for and address mainly numeric gaps.

In addition to the overall IPG results matrix there is need for IP specific result based M & E system to be able to establish the impact and contributions of IP specific actions. For example, it

would be beneficial to track and assess the results from YPLA graduates in their respective political parties, within their communities and to create mechanism to obtain information from lessons learnt by project beneficiaries.

The evaluation established that the project M&E function is primarily conducted by the IP focal persons and UNDP. However not all focal persons have adequate project management, monitoring and evaluation capacity. It is for this reason that we recommend building M&E capacity of all focal persons and where possible or applicable support recruitment of M&E officers where IP focal persons are overloaded with other tasks such as in NFPO, NEC, MHC and the RGB-Media Secretariat

Finally there is need to conduct an annual assessment and evaluation of the entire Program over the next five years to ensure Programs are on track and not wait for mid-term evaluation. Such evaluations would contribute to design and timely implementation of corrective action

4.3 Actions to follow up or reinforce initial benefits from the project

4.3.1.1 Effective planning

IPs need to plan realistic time frames for activities and avoid over optimistic work plans. UNDP Program management office needs to critic and assess feasibility of plans or quarterly targets prior to approval of work plans. We suppose that with better planning there would be less or no account balances minimising the need for bank reconciliations during reporting which would save time and contribute to timely disbursements.

For some procurement that are conducted through UNDP there is need to involve the IPs in the selection process to allow for a clearer understanding of the selection process and reduce delays associated with procurement. For example NEC would like to be included in the future procurement of consultants to train the BRIDGE course. There are indicators of dissatisfaction with the consultants hired to train the previous Program especially in areas of the facilitation language used and contextual knowledge of the Rwandan political and electoral climate.

4.3.1.2 Effective reporting

Need to transform reporting from activity based reporting to results based reporting. This requires training in RBM and development of clear and uniform reporting templates with clear guidelines especially in the results narrative aspect. We propose to introduce a report format that disaggregates physical progress reporting against project components, financial reporting also aligned to project components, procurement progress and a narrative of lessons learnt and challenges faced in each quarter. Any reports deviating from the standard format with no reasonable explanation would ideally not be approved.

4.3.1.3 Capacity building activities

Bridge training

Expand bridge training to political parties, media and sector level to broaden citizens knowledge of electoral cycles, procedures and requirements that are often misinterpreted and misrepresented.

Complete accreditation process of local trainers to contribute to sustainability, cut costs of the Program and avail a critical mass of knowledgeable electoral process experts in the country.

Civic and Voter education

Introduce certificates in this training Program as a mechanism to increase motivation and proactive participation by citizens in the civic and voter education (C&V) training.

Increase capacity building for local leaders in their roles and responsibilities to citizens with regard to civil rights and voting. There are still some leaders who regard voting rights and free expression as a privilege to some citizens and not as a civil right.

Increase inclusion of the middle class citizens in C&V training. The middle class as described by one trainer are the citizens who mainly inhabit urban areas and have professional jobs, work in corporate institutions or are mid and high level civil service employees. There is a general perception that many in this class of citizens are not sufficiently engaged in C&V education Programs.

There is need to translate civic and voter education training material into the three languages (English, French and Kinyarwanda) to increase usage and awareness by all categories of citizens. All materials reviewed were only available in Kinyarwanda.

YPLA training

The YPLA training needs to be diversified and tailored to include the non-educated class of citizens who also have an important role to play in Rwanda's political space. The current Program only addresses the educated and literate categories young politicians.

Parliamentary training

The next phase of the IPG needs to prioritise the induction training of 80 new parliamentarians and emphasise their roles in citizen representation and consultation. This is mainly because interviews with community members indicate a limited confidence in their level of representation by MPs, as many mention that after elections they rarely or never see their MPs again.

For departments such as the research unit it is more relevant to introduce mentoring or coaching programs as opposed workshop and classroom based training activities. This approach provides more room for learning and on the job practicing of learnt knowledge.

Mediation training

There is an observation that there are several volunteers and other citizens engaged in facilitating, supporting and administration of mediation and reconciliation dialogue. However many of these citizens such as the SCUR committee and its members have not received any formal training in such areas and are using tacit knowledge. We recommend a comprehensive mapping of sector players and training of trainers as well as practitioners in mediation, unity and reconciliation

4.3.1.4 Electoral management

Support in improving the efficiency of the electoral management process through increasing use of technology, for example explore and implement the appropriate technologies in management of voter register and integration of the National ID project.

4.3.1.5 Political parties strengthening

Despite the achievement of the outputs in the thematic area of strengthening political parties, the observation is that majority of the parties are still very weak and the issue has not been adequately addressed. For example only 30% have offices in all provinces, only 30% have all the content on their websites populated²⁰, while field visits identified districts where one political party has only 20 members in the entire population. The NFPO needs to devise more strategic activities to strengthen political parties.

4.3.1.6 Effective research

As part of capacity building and delivering more on their research responsibilities, there is need for more synergies between IPs engaged in research for policy and Program development such as national parliament with professional research institutions such as the Rwanda National Institute of Statistics (NISIR) and Institute of Research in Peace and Development (IRDP) and National university of Rwanda (NUR). These synergies with existing expert institutions would contribute to sustaining research work and cutting costs of external trainers.

To contribute to the NP monitoring and evaluation framework for accountability there is need for a survey of all decisions made from the implementation of laws by the different committees. The aim would be to identify what needs revision or sensitisation at executive, legislature and citizen level. This would increase feedback, monitoring and coordination of NP outputs that is required for formulation of appropriate legislation.

Those involved in policy and Program research have mainly focused on status and challenges of existing policies and Programs. There is a need to advance the current research approach and focus to include exploration of best practices both locally and internationally.

4.3.1.7 Enhance representation participation, and inclusion

There is need for research and development of more innovative citizen participatory practices in governance. For the different institutions mechanisms should be developed that address the different levels of citizens (literate and illiterate) in governance and the different levels of Government in accountability. For example there are commonly used online platforms such as “Igihe.com” that can be explored as a citizen interaction platform for governance. While in accountability there are platforms such as the “eParliament” that can be explored for inclusion of decision tracking functionalities that can be made available to the public.

Interviews and discussions with citizens during the evaluation revealed that there is both limited knowledge and understanding of the petition process in Rwanda. First, it is not well known and there is still a fear among especially those in rural areas of possible repercussions for the use of such tools in expression of their rights and freedoms. We thus recommend that sensitisation of citizens on the importance of inclusive participation tools such as petitions.

Increase youth participation in Program activities. For example we identified that platforms such as SCUR have not been adequately utilised by the IPG. Supporting such structures

²⁰ <http://www.forumfp.org.rw/> : NFPO home page link providing access to all 10 political parties websites.

financially and technically in realising their action plans, train youth leadership and development of students' newsletter would not only fast-track achievement of IPG goals, include a broader range of citizens but also reduce Program implementation costs associated with reaching large numbers of citizens.

Use public personalities as governance and dialogue ambassadors as opposed to Government authorities. Citizens interviewed mention how they are more comfortable to freely express themselves during public dialogues on governance, reconciliation and related issues when social personalities facilitate the discussions than when Government officials facilitate or own the activities.

4.3.1.8 Support media sector development

The media sector suffers from a general lack of funding across from Government, development partners and civil society and it has become increasingly evident that a sustainable financing mechanism presents the most realistic opportunity to address funding gaps in the media sector. The recent positive developments of conducting feasibility study to create and establish a basket fund to support the media sector reflects this need as well. Major efforts by MHC will be needed to mobilise development partners and the civil society to contribute towards the established basket fund.

Funding the Media sector activities should be executed through the media sector basket fund rather than disbursing funds through Government agencies. This creates unnecessary bureaucratic delays that hamper implementation of planned activities.

Provide technical assistance to MHC in elaborating the institutional strategic plan embedding priority IPG Program support areas. The realization and achievement of IPG Program objectives and activities in the media sector strongly hinges to a certain great extent on a well elaborated and clear institutional strategic plan of the MHC that all stakeholders in the media sector ascribe to. It is envisaged to be a big challenge to implement the various strategies elaborated without the MHC not having its own institutional strategic plan in place.

Individual staff capacity building is an area of concern that needs technical support. The evaluation identified insufficient levels of staff capacities with the skills, knowledge and expertise required to deliver sufficiently against the IP's work plans, thus heavy reliance on external consultants. As such, media reforms taking place need to address capacity gaps within the IPs, public and private media sector. The capacity development plans require tailored on the job training Programs as opposed to the workshop and classroom training approach. Capacity building initiatives should also target different press categories including Radio, TV, Online publishers and print media.

4.3.1.9 Enhancing Sustainability

To ensure continued existence of a knowledge database at the parliament, there is need to design, develop and establish a data repository for the research department.

Strengthen mechanisms for coordination and monitoring of institutions to ensure they integrate unity and reconciliation activities in their annual work plans. Examples of activities include public talks at work places, dialogue in public and private institutions. The objective would be to widen reconciliation and unity dialogue to a broader range of citizens.

Develop strategies and mechanism to make dialogues permanent activities and not one time off events. There is need to build the culture of dialogue between different levels and categories of citizens as an effort to build and egalitarian society.

With increased dialogue and freedom of expression comes the need to increase awareness of existing whistle blower mechanisms and enforce mechanisms to protect citizens who speak openly from possible repercussions.

Several project activities implemented by IPs such as NURC and NEC engage volunteers who have received training and facilitate activities such as dialogues, C&V trainings and election processes support. To enhance the sustainability of the volunteers support there is need to plan and increase logistical support to these volunteers during execution of these activities to both ensure they are able to adequately conduct the activities as well as to motivate them.

4.4 Conclusions

The policy framework and contextual governance environment in Rwanda is the perfect fit for the IPG Program goals and approach. Overall the IPG that derives its targeted results from the UNDAF is directly linked to the EDPRS 1. Additionally planned project activities are in line with all IPs strategic plans. The IPG therefore fits as a bridging program that ensures continuity and consolidation of results of the different Program phases.

The program has taken advantage of the One UN comparative advantage to synergise resource mobilisation for the Program in both financial and technical terms. Overall the stakeholders involved have met their financial commitments for this phase of the Program with no funding deficits. However some IPs such as the NFPO, NP and NEC mention how they would be able to scale up their activities if more funding were availed. It is therefore one of the conclusions of the evaluation that the program requires an intensive resource mobilisation plan adequate to scale up IPG activities during the follow-up phase of the Program as well as to avoid the risk of intermittent halts of program activities during implementation.

The program has a well elaborated results chain that clearly relates identified issues and interventions to address the issues through the anticipated hierarchy of results. Generally the log-frame adequately addresses the gaps identified in governance assessments, dialogues, political structures, inclusive participation and media freedoms. To complement these results and interventions traced to these results an elaborate risk assessment matrix was developed for the program and it identified details of potential risks to the project and devised suitable mitigation measures. However the risk assessment process has a few minor gaps including inappropriate ratings and inadequate mitigations. Overall the evaluation concludes that the program design was highly satisfactorily relevant to the addressed issues.

The IPG implemented several interventions that the evaluation concluded as having high potential for replication and scaling-up mainly because of their relevance to the Rwanda governance context and their effectiveness in addressing existing problems and challenges. Some of the replicable interventions highlighted in this evaluation, include citizen dialogues on different pertinent issues, civic and voter education, BRIDGE training Programs, YPLA training, Oversight interventions, media reforms awareness campaigns and capacity building for IP staffs.

The project implementation and management structure is assessed as satisfactory because it suitably and equally engaged all levels of stakeholders in the planning, implementation and evaluation of the Program. However, minor gaps are identified in coordination, communication and enhancement of synergies between different stakeholders.

The project monitoring and evaluation arrangements are evaluated as insufficiently adequate to ensure results based monitoring and evaluation approach is applied in the program. This is mainly because of the limited M&E capacity within the IP program management personnel. This has affected project reporting as the reports reviewed reflect an activity and output based reporting practice and format as opposed to a results based reporting system with detailed

systematic presentation and analysis of pertinent issues and feedback mechanisms. The overall rating for the M&E arrangement and Program reporting of the IPG is marginally satisfactory.

Program results and activities are assessed with an overall rating of moderately likely with regard to the sustainability of their relevance, effectiveness and efficiency. This overall rating is based on the fact that the IPG implemented all its planned activities and achieved almost all targeted outputs. To complement these achievements there are several sustainability mechanism used by the different IPs ranging from co-financing to capacity building. However there are still some minor risks associated with the sustainability of the results and activities such as limited human resources in some IPs like NFPO, inadequate project management technical capacity and insufficient local funding, hence the moderately likely sustainability rating.

In terms of achievement of program results the project is rated as satisfactory mainly because it achieved almost all its targeted outputs for the bridging phase of the IPG. Under the Governance assessment and dialogues thematic area, the project undertook all the planned studies and dialogues. The only underachievement in this area was the LGMS that has been initiated but did not show any tangible evidence of affecting local Government policies and Programs. The project is still in its infant stages. Regarding improvement of political structures, all planned outputs were also achieved, but there is still evidence of limited participation from different categories of citizens in political issues, weak political parties and some of the outputs such as the political parties' websites are not yet being optimally utilised. The third thematic area that focused on strengthening the media also achieved all its outputs and has contributed significantly to establishment of the required structures and framework for a strong and independent media in Rwanda as well as created a framework for capacity building in the media sector. However there is still need to create more awareness of the reforms among mostly Government officials and media practitioners to exploit the systems put in place. Subsequently the project achieved all its outputs and has contributed to the intended outcomes of inclusive participation of citizens in governance. However the gaps identified need to be addressed in later phases of the Program in order for it to meet its goals entirely and achieve the highly satisfactory rating

Overall the IPG performance and management is rated as satisfactory with highlighted recommended actions required for implementation for the Program to gain highly satisfactory rating. Some of the recommendations from the evaluation are development of a Program communication strategy, improving synergies between IPs, strengthening communication and coordination between IPs and UNDP, emphasizing use of a results based planning, M&E framework and reporting system, scaling-up capacity building initiatives, improving electoral management systems, strengthening political parties, making research more effective, devising innovative and inclusive citizen participation mechanism, funding media sector development and enhancing sustainability of program results and activities. With these recommendations addressed and results from the bridging phase consolidated the follow-up Program would achieve a highly satisfactory rating

5 Annexes

5.1 List of documents reviewed

1. Republic of Rwanda, Rwanda Vision 2020
2. Republic of Rwanda, Economic Development & Poverty Reduction Strategy (2008 – 2012),
3. Republic of Rwanda, Annual Progress Reports on the implementation of the Economic Development and Poverty Reduction Strategy (EDPRS) – 2013-2018
4. Republic of Rwanda, Education Sector Strategic Plan (2006-2010), Ministry of Education, 2006
5. Republic of Rwanda, Health Sector Strategic Plan (July 2009 – June 2012), July 2009
6. Republic of Rwanda, Rwanda Aid Policy, 2006
7. United Nations Rwanda, One UN ‘Delivering As One’ in Rwanda Concept Paper, April 2007
8. United Nations Rwanda, UNDAF 2008-2012
9. United Nations Rwanda, UNDAP 2013-2018
10. United Nations Rwanda, One UN Program Rwanda, Common Operational Document (2008-2012)
11. United Nations Rwanda, Communication Strategy (2007-2008)
12. Consolidated Annual Work Plan (CAP) 2008
13. United Nations Evaluation Group (UNEG), Evaluability Assessment of Delivering as One Pilots,
14. Assessment Report on Rwanda, March 2008
15. United Nations Rwanda, Annual Reports 2008, 2009, 2010
16. United Nations Rwanda, Stocktaking report 2008 & 2009 for Delivering as One in Rwanda
17. Consolidated Annual Work Plan (CAP) 2008, 2009, 2010, 2011
18. UNDP Rwandan, Implementing partners work plans
19. UNDP Rwanda, Implementing partners quarterly reports
20. UNDP Rwanda,
21. Inclusive Participation in Governance Project Document (UNDP, GoR, 2011)
22. Standards for Evaluation in the UN System (UNEG, 2005)
23. Guidance for conducting terminal evaluations of UNDP-supported, GEF-financed projects (UNEG, 2012)
24. Law N° 04/2013 Of 08/02/2013 relating to access to information (GoR, 2013)
25. Law N° 41/2011 of 30/09/2011: Law establishing RGB
26. Law N° 03/99 of 12/03/99: Law establishing NURC
27. Mobile school of Governance report (RGB, 2013)
28. Report of the Auditor General of state finances for the year ended 30 June 2012 (OAG, 2013)
29. End of IPG Program Report (UNDP, 2013)
30. Report of the Auditor General of state finances for the year ended 30 June 2012 (OAG, 2013)
31. Rwanda Reconciliation Barometer (GoR, 2013)
32. Rwanda Governance Scorecard (GoR, 2012)

5.2 List of Consulted stakeholder

No	Names	position
1	Auke Lootsman	UNDP-Country Director
2	Judy Wakahiu	UNDP-IPG Program Coordinator
3	Nadine Umutoni Rugwe	UNDP-Head of Governance and Peace consolidation unit
4	Prof. Shyaka Anastase	RGB-Chief Executive Officer
5	Ignatius Kabagambe	RGB-Focal Person
6	Nadine Umutoni	RGB-Head of Corporate Services and Special Programs
7	Olivia Kabatesi	RGB-IPG M&E Specialist
8	Jack Niyongabo	RGB-IPG Finance Manager
9	Robert Mugabe	Rwanda Media Self-regulatory Body
10	Alphonse Nkusi	Rwanda Media Self-regulatory Body
11	Jean Bosco Rushingabigwi	Rwanda Press House President
12	Mugisha Protegene	MHC-Focal person
13	Linda Mbabazi	Association of Female Rwanda Journalists
14	Colin Haba	Association of Rwanda Journalists
15	Rutikanga Jean Bosco	NEC-Zone coordinator
16	Liberatha Irambona	NEC-Voter register and electoral activity coordinator
17	Olive Kasanga	NEC-Civic and voter education director
18	Albert Tumubare	NEC-Accountant- IPG Focal person
19	Richard Kananga	NURC-Peace building and conflict management director
20	Justine Babirye	NURC-Planning and Monitoring officer
21	Tereza Mukaruziga	NURC-Planning and Monitoring officer
22	Gasnase Damascene	NURC-Budget officer
23	Rusanganwa Dieudonne	NP-Focal Person
24	Mukarurangwa Immaculee	NP-Chamber of Deputies Clerk
25	Jerome Gikyondo	NP-Agriculture Committee clerk
26	Habarurarema Anaclet	NP-Government Programs researcher
27	Hatungimana justin	NP-Director of planning and research
28	Jijuka Zephyrin	NFPO-Program Coordinator
29	Anicet Kayigema	NFPO-Executive Secretary
30	Terrance Muhirwa	Radio Sallus Programs manager
31	Muhire Francoise	SCUR-Vice president
32	Manzi Felix	SCUR-Communications officer
33	Nsabimana Jean Pierre	Huye District-focal point for unity & reconciliation
34	Nkurayija Ferdinand	Huye District-Secretary for the executive committee Unity and Reconciliation Forum and head of volunteers
35	Cassien Dukundimana	Huye District-Secretary Volunteer's committee
36	Mukiga Victor	Rwamagana District-Head of Religious Platform-
37	Nyiringabo Hamdin	Rwamagana District-Head of the Muslim community -
38	Phillipo Ruramirwa	Rwamagana District-Good Governance /Unity and Reconciliation
39	Ndayambaje Soustene	Rwamagana-Kigabiro Sector Veterinary officer
40	Hakizimana Jean Marie Vianney	Rwamagana-Fumbwe Sector Veterinary officer

No	Names	position
41	Mutingannda Francesca	Rwamagana District-Vice Mayor Economic affairs
42	Hategikimana Damien	Musanze Sector-Executive secretary
43	Ntiriburkaryo J Bosco	Muhoza sector-Community member
44	Munyarukumbuzi J Claude	Muhoza sector-Community member
45	Muganza Claudine	P.S Imberakuri
46	Mukandagijimana Bernadette	PSD
47	Kamugunga Aline	PSD
48	Kimenyi thierry sabin	PDC
49	Issaie mbonyinshuti	RPF-inkotanyi
50	Niyomugenga Clarisse	RPF-inkotanyi
51	Martin Ruvugabigwi	RPF-inkotanyi
52	Vincent Mwumvaneza	RPF-inkotanyi
53	Musirikare david	RPF-inkotanyi
54	Mukashema kate	RPF-inkotanyi
55	Mwumvaneza emile	PL

5.3 Terms of Reference

1. Introduction

In April 2007, the United Kingdom, Department for International Development (DFID) and the United Nations Development Program (UNDP), jointly initiated the Program for Strengthening Good Governance (PSGG). The main purpose was to “Enhance effectiveness and capacities of key national institutions mandated to promote state accountability and responsiveness”. In 2011, UNDP and the Government of Rwanda, through the support of Belgium, initiated a follow up Program, “**Inclusive Participation in Governance Program**” (IPG), as a bridging Program between the end of the PSGG and the start of the next programming cycle for the UN and the Government of Rwanda. The next programming period for the EDPRS and the UNDAF will start June 2013 and will run until June 2018. The IPG Program built on the good practices of the PSGG takes into consideration new governance priorities as well as addressed shortcomings documented.

The Program aimed to achieve concrete outputs in three thematic areas and one cross cutting output area.

1. Undertake governance assessments and dialogues providing recommendations undertaken;
2. Accountability structures for the National Parliament, the National Forum of Political Organisations and the National Electoral Commission established or improved;
3. Mechanism for media development and media freedom established;
4. Trainings undertaken in the areas of results based planning, monitoring and reporting for implementing partner’s staff.

2. Objective of the Inclusive Participation in Governance Program (IPG)

The overall objective for the Inclusive Participation in Governance Program is to establish a Program structure that can contribute to consolidating high quality data and channels for inclusive participation leading up to the larger Governance Program that will be aligned with the UNDAF/EDPRS period June 2013 to June 2017.

Mechanisms and opportunities to deepen inclusive participation include focusing on: electoral processes and institutions, mobilization channels such as political parties and CSOs; and communication channels in relation to access to information and independent media. Following this rationale, the project is built around three key components that will ensure critical interventions are undertaken in this bridging period and to seize the momentum of on-going governance projects. The three thematic areas are:

- Governance Assessment and Dialogue
- Political Participation
- Media Strengthening

3. Purpose of the Evaluation

The Program has been implemented for 18 months (January 2012-June 2013). This end of Program evaluation will focus at the entire implementation period. The evaluation is forward looking and will capture effectively lessons learnt and provide information on the nature, extent and where possible, the potential impact and sustainability of the IPG Program. The evaluation will assess the project design, scope, implementation status and the capacity to achieve the project objectives. It will collate and analyse lessons learnt, challenges faced and best practices obtained during implementation which will inform the programming strategy in the next programming phase 2013-2018 in response to the EDPRS 11 priorities. The emphasis on learning lessons speaks to the issue of understanding what has and what has not worked as a guide for future planning. It will assess the performance of the project against planned results. The evaluation will assess the preliminary indications of potential impact and sustainability of results including the contribution to capacity development and achievement of sustainable development goals. The results of the evaluation will draw lessons that will inform the key stakeholders of this evaluation are the Government of Rwanda- through the Rwanda Governance Board (RGB), the Parliament, The Media High Council (MHC), the National Unity and Reconciliation Commission (NURC) and the National Forum for Political Organisation (NFPO), UNDP and the Embassy of Belgium. The evaluation will generate knowledge from the implementation of the IPG Program by the various

implementing partners in collaboration with UNDP and the Embassy of Belgium and reflect on challenges; lessons learnt and propose recommendations for future programming.

3. Scope and focus of the Evaluation

3.1 Scope

The IPG End of Program evaluation will assess the effectiveness of the implementation strategy. This will include the implementation modalities, co-financing UNDP/GoR roles and responsibilities, coordination, partnership arrangements, institutional strengthening, beneficiary participation, replication, sustainability of the Program. The evaluation will include review of the project design, and assumptions made at the beginning of the Program development process. It will assess the extent to which the Program results have been achieved, partnerships established, capacities built, and cross-cutting issues of gender and human rights have been addressed. It will also assess whether the Program implementation strategy has been optimum and recommend areas for improvement and learning. The evaluation will cover the period January 2012 to June 2013. In order to achieve these objectives; will focus on the areas in 3.2 below.

3.2 The Evaluation Questions

The following key questions will guide the end of Program evaluation:

1. **Relevance – (The design and focus of the Program)**
 - To what extent have the stated outcomes and outputs for the Inclusive Participation in Governance Program been achieved?
 - To what extent have the IPG outcomes and outputs contributed to the UNDAF and EDPRS1 results in governance?
 - What factors have contributed to achieving or hindered achievement of the intended outputs and outcomes?
 - Was the strategy adopted and inputs identified, realistic, appropriate and adequate for achievement of the results?
 - Has the partnership strategy been appropriate and effective?
 - To what extent has UNDP support contributed to the achievement of the results?
 - Was the Program relevant to the GoR priorities in governance?
2. **Effectiveness- (The management processes and their appropriateness in supporting delivery)**
 - Was the Program effective in delivering desired/planned results?
 - To what extent did the Program's M&E mechanism contribute in meeting Program results?
 - How effective were the strategies and tools used in the implementation of the Program?
 - How effective has the Program been in responding to the needs of the beneficiaries, and what results were achieved?
 - What are the future intervention strategies and issues?
3. **Efficiency – (Of Program Implementation)**
 - Was the process of achieving results efficient? Specifically did the actual or expected results (outputs and outcomes) justify the costs incurred? Were the resources effectively utilized?
 - What factors contributed to implementation efficiency?
 - Did Program activities overlap and duplicate other similar interventions (funded nationally and/or by other donors? Are there more efficient ways and means of delivering more and better results (outputs and outcomes) with the available inputs?
 - Could a different approach have produced better results?
 - How was the Program's collaboration with the UNDP, the Government of Rwanda, national institutions, development partners, and the Steering Committee?
 - How efficient were the management and accountability structures of the Program?
 - How did the Program financial management processes and procedures affect Program implementation?
 - What are the strengths, weaknesses, opportunities and threats of the Program implementation process?

4. Sustainability

- To what extent are the benefits of the Program likely to be sustained after the completion of this Program?
- What is the likelihood of continuation and sustainability of Program outcomes and benefits after completion of the Program?
- How effective were the exit strategies, and approaches to phase out assistance provided by the Program including contributing factors and constraints
- What are the key factors that will require attention in order to improve prospects of sustainability of Program outcomes and the potential for replication of the approach?
- How were capacities strengthened at the individual and organisational level (including contributing factors and constraints).
- Describe the main lessons that have emerged
- What are the recommendations for similar support in future?

Institutional arrangements

The evaluation will be managed by UNDP in collaboration with a review panel made of representatives of implementing agencies. The UNDP M&E manager shall be the focal person for the evaluation and the interlocutor with the Governance Program.

5. Methodology for Evaluation:

The IPG End of Program will be carried out in accordance with UNEG Evaluation Norms and Standards of Evaluation and Ethical Standards as well as OECD/DAC evaluation principles and guidelines and fully compliant with the DAC Evaluation Quality Standards (206). This is a summative evaluation involving qualitative and quantitative methods to evaluate the IPG implementation and performance and to make recommendations for the next programming cycle.

5. Data Collection

The IPG End of Program Evaluation will be carried out through a wide participation of all relevant stakeholders including the UN, the GoR institutions, CSOs as well as development partners, and right holders. Field visits to selected project sites; and briefing and debriefing sessions with UNDP and the Government officials, as well as with development partners is envisaged. Data collected should be disaggregated (by sex, age and location), where possible. In order to use existing sources/information and avoid duplication, data will be mainly collected from various 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. Data will also be collected from stakeholder key informants through interviews, discussions, consultative processes, and observations in field missions. This phase will be comprised of:

(i) Review and analysis of relevant documents including the GoR programmatic documents & reports, the UNDP/UN Rwanda programmatic documents & reports, recent studies and research reports, developmental and social reports, (see list attached and relevant links)

(ii) Critical analysis of available data with regards to the national guiding documents as well as the intended UN inputs to the GoR. The IPG End of Program Evaluation will benefit from and use optimally the data collected through the Country-Led Evaluation of DaO, the UNDAF MTR reports, Independent Evaluation of DaO, UNDAF End of Program Evaluation and independent project evaluations.

5.2. Basic Documents for Desk Review

The IPG End of Program Evaluation will take cognizance of One UN Annual Reports, the Country led Evaluation, the UNDAF Mid-Term Review Reports, Independent Evaluation of DaO, and other agency evaluations/reports to determine the effectiveness of the Delivering as One modality to support achievement of national priorities.

The IPG Terminal Evaluation should also take into account the lessons learned from the Country-led Evaluation and Independent Evaluation, UNDAF Evaluations in terms of:

- (i) Response to the national development objectives (Program relevance);
- (ii) Creating a common, coherent and results-oriented strategy for successor Program
- (iii) Facilitating joint Programs to the extent possible (reducing overall transactions costs)

(Other suggested reference documents are in Annex 3.)

Activity	Deliverable	Time allocated
Evaluation design, methodology and detailed work plan	Inception report	3days
Inception Meeting Initial briefing		
Documents review and stakeholder consultations	Draft report	20 days
Field Visits		
Data analysis, debriefing and presentation of draft Evaluation Report		
Validation Workshop		
Finalization of Evaluation report incorporating additions and comments provided by all stakeholders and submission to UNDP and SC.	Final evaluation report	7 days
Total number of working days		30 Day

6...Expected Deliverables:

The following deliverables are expected.

1. **Inception report:** The evaluator will prepare an inception report which details the evaluators understanding of the evaluation and how the evaluation questions will be addressed. This is to ensure that evaluator and the stakeholders (Rwanda Governance Board, Media High Council, Parliament, National Forum for Political Organisations, National Unity and Reconciliation Commission, the Program team, UNDP) have a shared understanding of the evaluation. The inception report will include the evaluation matrix summarizing the evaluation design, methodology, evaluation questions, data sources and collection analysis tool for each data source and the measure by which each question will be evaluated. **(See Sample in Annex).** The report will include the scope of work, work plan, time frame, analysis 4.-5 days after starting the evaluation process.
2. **Draft IPG End of Program Evaluation report-** The evaluation team will prepare a draft IPG Evaluation Report, cognisant of the proposed format of the report and checklist used for the assessment of evaluation report (see annexes) and distribute it to the members of the Steering Committee and other stakeholders for review and comments. It will be submitted to UNDP and the evaluation review panel. Comments from the Steering Committee and stakeholders will be provided within 10 days after the reception of the Draft Report. The report will be reviewed to ensure that the evaluation meets the required quality criteria. The report will be produced in English in Kigali, Rwanda.
3. **Final IPG End of Program Evaluation Report.** The final report (30-50 pages) will include comments from the Steering Committee, UNDP, and stakeholders will be submitted 10 days after receiving all comments. This will be submitted to the IPG Project Steering 6 Committee through the UNDP Country Director for validation .It will include recommendations, policy options and conclusions.**(Recommended structure of the report is in the Annexes)**

7. Duty Station

The duty station of the work is Kigali, Rwanda. However, the consultant may be required to travel to project sites outside Kigali.

8. Scope of Price Proposal and Schedule of Payments

The consultancy shall be paid the consultancy fee upon completion of the following milestones.

- 30% after adoption of the inception report
- 30% after presentation of the draft report
- 40% after the approval of the final report

The consultancy fee will be paid as Lump Sum Amount (all inclusive of expenses related to the consultancy). The contract price will be fixed regardless of changes in the cost components.

9. Required expertise and qualification

An international consultant with the following expertise and qualification:

- At least master's degree in Law, Public Policy and Management, Public Administration, Development studies, International Development, or any other relevant university degree;
- Extensive expertise, knowledge, and experience in the field of Governance , inclusive participation, support to democratic governance initiatives with focus on citizen participation and empowerment, media development and elections;
- At least 10 years of experience in working with international organisations and donors;
- Experience of Program formulation, monitoring and evaluation;
- Fluent in English. Working knowledge in French is an added advantage; and
- Excellent written and verbal communication skills in English. Fluency in spoken French will be and added advantage.

10. Management Arrangements for the Evaluation

UNDP will contract the evaluation team (consultant) on behalf of the Government of Rwanda and the UN Agencies. UNDP will focal point for the evaluation will facilitate the logistical requirements for the evaluation team including setting up interviews, field visits, payments for the evaluation teams

The IPG End of Program Evaluation process will be led by the Steering Committee which shall provide overall guidance and direction for the review process. The Steering Committee is co-chaired by the SC chair and includes members UNDP senior leadership

A Technical Committee, led by the UNDP Country Director comprised of both implementing partner representatives, and UNDP will supervise the overall work of the consultancy team and guide the process at technical level and provide regular reports to IPG Steering Committee, The

M&E Advisor will provide technical oversight, quality assurance and guidance to the evaluation to ensure that it meets the UNEG evaluation quality criteria. The technical committee will oversee the implementation of the agreed schedule of consultation activities, wide stakeholder consultation and verification of all facts in the report and oversee the production of the final Report and follow-up actions.

11. Time-Frame for the Evaluation Process

The evaluation will be conducted in July 2013 for an estimated 30 working days. The consultants will be provided with information to prepare (with the support of the UNDP Country Office) a table with tasks, timelines and deliverables, for which the consultants will be responsible and accountable, as well as those involving the commissioning office (UNDP-CO), indicating for each, who is responsible for its completion.

Interested candidates should apply by presenting the following documents:

- a. Letter of Confirmation of Interest and Availability** using the template provided by UNDP;
- b. Personal CV or P11**, indicating all past experience from similar projects, as well as the contact details (email and telephone number) of the Candidate and at least three (3) professional references;
- c. Brief description** of why the individual considers him/herself as the most suitable for the assignment, and a methodology, if applicable, on how they will approach and complete the assignment.
- d. Financial Proposal** that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs, as per template provided.

12. Selection Criteria

Submissions will be evaluated in consideration of the Evaluation Criteria as stated below:

The offer will be evaluated by **using the Best value for money approach** (combined scoring method). Technical proposal will be evaluated on 70%. Whereas the financial one will be evaluated on 30%. Below is the breakdown of technical proposal on 100% which will be brought to 70%:

Criteria	Weight	Max. Point
Technical		
At least master's degree in Law, Public Policy and Management, Public Administration, Development studies, International Development, or any other relevant university degree;	10 %	10
Extensive expertise, knowledge, and experience in the field of Governance, inclusive participation, support to democratic governance initiatives with focus on citizen participation and empowerment, media development and elections ;	20 %	20
Overall Methodology	40%	40
Experience of Program formulation, monitoring and evaluation;	20%	20
At least 10 years of experience in working with international organisations and donors; and h demonstrable experience working for the United Nations System	5%	5
Fluency in English and a working knowledge of one of the other language	5%	5
TOTAL	100%	100

13. Annex 1; Recommended List of Documents

33. Republic of Rwanda, Rwanda Vision 2020
34. Republic of Rwanda, Economic Development & Poverty Reduction Strategy (2008 – 2012), September 2007
35. Republic of Rwanda, Annual Progress Reports on the implementation of the Economic Development and Poverty Reduction Strategy (EDPRS) – 2008
36. Republic of Rwanda, Education Sector Strategic Plan (2006-2010), Ministry of Education, 2006
37. Republic of Rwanda, Health Sector Strategic Plan (July 2009 – June 2012), July 2009

38. Republic of Rwanda, Rwanda Aid Policy, 2006
39. United Nations Rwanda, One UN 'Delivering As One' in Rwanda Concept Paper, April 2007
40. United Nations Rwanda, UNDAF 2008-2012
41. United Nations Rwanda, One UN Program Rwanda, Common Operational Document (2008-2012)
42. United Nations Rwanda, Communication Strategy (2007-2008), 2007
43. Consolidated Annual Work Plan (CAP) 2008
44. United Nations Evaluation Group (UNEG), Evaluability Assessment of Delivering as One Pilots,
45. Assessment Report on Rwanda, March 2008
46. United Nations Rwanda, Annual Reports 2008, 2009, 2010
47. United Nations Rwanda, Stocktaking report 2008 & 2009 for Delivering as One in Rwanda
48. Consolidated Annual Work Plan (CAP) 2008, 2009, 2010, 2011

Web links

13. Studies, Surveys and Evaluations

1. Demographic and Health Survey Reports (2000, 2002, 2007/8)
2. Integrated Household Living Condition Survey (2000, 2005)
3. United Nations & Republic of Rwanda, Country-led evaluation of the Delivering As One, 2010
4. Sectoral studies and evaluations

Annex 2; Structure of the IPG End of Program Evaluation Report

Title page

Name of Program or theme being evaluated
 Country of project/Program or theme
 Name of the organisation to which the report is submitted
 Names and affiliations of the evaluators
 Date

List of acronyms

Executive summary

- A self-contained paper of 1-3 pages.
- Summarize essential information on the subject being evaluated, the purpose and objectives of the Inclusive Participation in Governance Program Evaluation methods applied and major limitations, the most important findings, conclusions and recommendations in priority order.(Maximum 5 pages)

(Main Report; Maximum 35 pages)

Introduction

- (Context and national priorities, goals, and methodology, brief description of the results)
- Describe the project/Program/theme being evaluated. This includes the problems that the interventions are addressing; the aims, strategies, scope and cost of the intervention; its key
- Stakeholders and their roles in implementing the intervention.
- Summarize the Inclusive Participation in Governance Program purpose, objectives, and key questions. Explain the rationale for selection/non selection of evaluation criteria.
- Describe the methodology employed to conduct the Inclusive Participation in Governance
- Program End of Program Evaluation and its limitations if any.
- Detail who was involved in conducting the IPG End of Program Evaluation and what were their roles.
- Describe the structure of the IPG End of Program Evaluation report.
- A Reflection on the main findings which considers: (a) the results of the desk review of existing documentation available, and (b) the interviews conducted with all the stakeholder categories
- Results by UNDAF Outcome: national progress, (specific contribution of UN agencies and resources mobilized etc.

Partnership and collaboration strategy among UNDP/ GoR/IPs, Donors; and evaluation of the efficiency and effectiveness of the IPG Program as a partnership framework

Major Challenges

IPG Financial Management

Assessment of M&E process

Findings and conclusions

- State findings based on the evidence derived from the information collected. Assess the degree to which the intervention design is applying results based management principles and human rights based approach. In providing a critical assessment of performance, analyse the linkages between inputs, activities, outputs, outcomes and if possible impact. To the extent possible measure achievement of results in quantitative and qualitative terms. Analyse factors that affected performance as well as unintended effects, both positive and negative. Discuss the relative contributions of stakeholders to achievement of results. Assess how/if the intervention has contributed to gender equality and fulfilment of human rights.
- Conclusions should be substantiated by the findings and be consistent with the data collected. They must relate to the 1PG objectives and provide answers to the evaluation questions. They should also include a discussion of the reasons for successes and failures, especially the constraints and enabling factors.

Recommendations and lessons learnt

- Based on the findings and drawing from the evaluator(s)' overall experience in other contexts if possible provide lessons learned that may be applicable in other situations as well. Include both positive and negative lessons.
- Formulate relevant, specific and realistic recommendations that are based on the evidence gathered, conclusions made and lessons learned. Discuss their anticipated implications. Consult key stakeholders when developing the recommendations.
- List proposals for action to be taken (short and long-term) by the person(s), unit or organisation responsible for follow-up in priority order.

Annexes may include the following (maximum 10-15 pages)

- Attach ToR (IPG End of Program Evaluation).
- List persons interviewed, sites visited.
- List documents reviewed (reports, publications).
- Data collection instruments (e.g. copies of questionnaires, Survey, etc.).
- Assessment of the progress by outcomes in relevance to the nationally defined goals.
- Photos
- Stories worth telling (Most Significant changes [MSC])
- List of used documents and persons met.

****The Inclusive Participation in Governance Program Evaluation Report should be developed in accordance with the UNEG "Standards for Evaluation in the UN system", "Norms for Evaluation in UN System and "Ethical Guidelines for Evaluation." Analysis should include an appropriate discussion of the relative contributions of stakeholders to results. It will consider the evaluation objectives as per relevance, effectiveness, efficiency, impact and sustainability of results, as well as the key issues of design, focus and comparative advantage.***

Annex 3: Sample Evaluation Matrix

Relevant evaluation criteria	Key Questions	Sub-Questions	Data Sources	Data collection Methods / Tools	Indicators/ Success Standard	Methods for

5.4 Data collection instruments

IPG Implementing Partners Interview Guide

Institution:

Date:/...../.....

Name: Position: Contact details:

Introduce Yourself	
What is your role in the IPG Program?	
What is the background of your institutions involvement in the Program? <i>Probe the institutions needs identification and planning processes</i>	
Describe the Programs implementation arrangements. <i>Planning, Coordination, financial management, Monitoring, Evaluation, Reporting</i>	
What are some of the inputs your institution has contributed to the Programs you support? <i>Probe activities implmented with IPG support and funding</i>	Output 1
	Output 2
	Output 3
	Output 4
What in your opinion has been the impact of these activities? AND what are your major challenges	Impact
	Challenges
How sustainable are the Program results and on-going/future activities of the IPG? <i>(Discussion guided by sustainability checklist)</i>	
What was planned and not achieved in the intervention area?, and why <i>(Discuss absorption rates)</i>	
What priorities would you propose be focused on in later phases of the Program? <i>(Ensure focus of discussion in “inclusive participation in governnance enhancement”)</i>	

RELEVANT NOTES

Local Partners interview guide

Name: Position:..... Date:Contact Details:.....

1	Introduce yourself	
2	Are you familiar with IPG work in Rwanda? If yes, How have you participated in this project?	
3	What are some of the IPG supported activities you are aware of that have been implemented in the last 18 months?	
4	What in your opinion has been the impact of these activities?	<u>Positive Impact</u> <u>Negative impact</u>
5	How sustainable are the results of the IPG's activities in your line of work and Rwanda as a whole? <i>(Explain existing sustainability strategies and mechanisms)</i>	
6	What was planned and not achieved in the IPG intervention areas?	
7	What priorities would you propose be focused on in later phases?	

Relevant Notes

Beneficiaries In-depth Interview guide

Name of narrator _____

Name of person recording narration _____

Location _____

Date of recording _____

** (If they wish to remain anonymous, don't record their name or contact details – just write "beneficiary or some similar description.)*

Questions

1. Tell me how you (the storyteller) first became involved with the IPG Programme and what your current involvement is:

2. From your point of view, describe a story that epitomizes the most significant change that has resulted from your involvement in the programme

3. Why was this story significant for you?

4. How, (if at all) has the work of the IPG programme contributed to your participation in government decision making?

Beneficiaries Focus Group Discussion guide

STEP ONE:

Activities that Worked out Well <i>(Ibikorwa I'byagenze neza)</i>	Activities that did not work out well <i>(Ibikorwa bitara genze Neza)</i>

STEP TWO: Prioritize the key Outputs presented in Stage one.

Ibikorwa Byingenzi Byagenze Neza <i>(What key activities were successfully implemented)</i>	Iki Gikorwa cyagufashije gite <i>(How did this activity help you? (Impact))</i>
1)	1)
2)	2)
3)	3)
Ibikorwa Bitagenze Neza <i>(What key activities were not successfully implemented?)</i>	N'iki gituma uvuga ko iki kiba igikorwa kitagenze neza <i>(In your opinion why do you say this was an unsuccessful project)</i>
1)	1)
2)	2)
3)	3)

Group:..... Umubare:..... Location: