

# Programme document for Rwanda (2008-2012)

## I. Situation analysis

1. The UNDP country programme was developed in partnership with the United Nations country team, and is in line with the United Nations Development Assistance Framework (UNDAF) which, in turn, reflects the Government of Rwanda's Economic Development and Poverty Reduction Strategy (EDPRS) and Vision 2020.

2. Rwanda has experienced a remarkable recovery since the 1994 genocide that devastated the human and physical capital of the country as well as its social and institutional fabric. Growth rates have averaged 5.8 per cent per annum, and poverty rates have dropped from over 70 per cent at the end of the war to 56.9 per cent Rwanda's long term development objective, as outlined in 'Vision 2020', is to become a middle-income country by 2020.

3. Social indicators show improvement from 2000-2001 to 2005-2006. Infant mortality rates have declined and primary school enrolment has increased from 74 per cent to 86 per cent. Public sector reforms, decentralization and anti-corruption measures have started to yield benefits for public sector performance. Rwanda has made significant progress in the area of peace and reconciliation, restoration of law and order, and democratization. This has included the establishment of a National Unity and Reconciliation Commission (NURC), a National Human Rights Commission (NHRC) and the adoption of a new constitution. Local elections were held in 2001 and 2006 and national elections were held in 2003.

4. Despite these encouraging features, obstacles to development remain. Population growth has contributed to a rise in the absolute number of Rwandans living in poverty by more than half a million since 2001. The bulk of the population lives in rural areas (90% in 2005), while current economic growth has come almost exclusively from the manufacturing and service sectors, thus further concentrating wealth at the top of the income ladder. Furthermore, Rwanda's public sector management capacity is weak. The issue of capacity building needs to be addressed comprehensively, to efficiently manage national resources plus the anticipated increase in official development assistance (ODA).

5. Currently Rwanda enjoys substantial ODA, with approximately \$497.6 million in 2005. Almost half of this is provided through direct budget support, and the rest through sector wide approaches and technical assistance. Increased aid is anticipated, which would require strengthening public financial management, the macro-economic framework, and addressing institutional weaknesses in service delivery and decentralization.

## II. Past cooperation and lessons learned

6. After a period of emergency cooperation (1998-2001), the second common country framework (CCF) focused on: (a) good governance and (b) economic management for poverty reduction; in line with the national development priorities outlined in the first Poverty Reduction Strategy Paper. UNDP resources were also allocated to support HIV/AIDS prevention and control.

7. The UNDP contribution to the Assessment of Development Results (ADR), 2000-2006, and progress reports from the Second CCF highlight the role of UNDP in a number of spheres, such as in strategic partnerships, aid coordination, harmonization, alignment, the reinforcement of national economic and management structures, encouraging democratic processes, policy formulation and implementation.

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Furthermore, UNDP has shown great flexibility in its use of programming instruments and execution modalities

8. Key lessons learned include the need to improve public expenditure management, accountability mechanisms and to establish a link between government policies and the Millennium Development Goals (MDGs). Areas not earlier supported should be addressed, including increased support for anti-corruption measures, strengthening the capacities of non-executive state actors, reinforcing institutional frameworks and accommodating gender needs in UNDP-supported activities. Greater emphasis should be placed on capacity building support for civil society organizations (CSOs) and institutions for environmental sustainability.

### III. Proposed programme

9. The 'One United Nations' pilot process will serve as the basis for the country programme. UNDP will provide technical leadership in two out of five UNDAF strategic results areas: 'Good governance enhanced and sustained' and 'Management of environment, natural resources and land is improved in a sustainable way'. UNDP will collaborate with other United Nations organizations to carry out evidence based policy formulation on pro-poor, environment, and gender issues, and collaborate with UNAIDS to support national and decentralized institutions in coordinating and mainstreaming the HIV/AIDS response. UNDP will strengthen existing partnerships and forge new ones.

#### A. Democratic governance

10. Key outcomes of this programme are enhanced capacities of Government and partners to sustain a peaceful state where freedom and human rights are fully protected, and participation by the people in democratic processes and structures at national and decentralized levels is increased. The areas of support include:

11. *Parliament.* Building the institutional capacity of Parliament to play a crucial, oversight role in drafting and reviewing laws, institutional accountability and responsiveness. UNDP will continue to support the Women's Parliamentary Forum and strengthen the communication abilities of Parliament.

12. *Justice and human rights.* Enhancing the capacity of the Justice sector to provide universal access to justice. UNDP will help the NHRC strengthen its managerial capacities, promote and protect human rights, and strengthen partnerships with CSOs and international human rights treaty bodies. UNDP will continue to serve as the Justice sector co-chair and remain active in the Action2 Human Rights Programme. It will support the development of a legal aid implementation plan and funding mechanism.

13. *Peacebuilding.* Strengthening cooperation with NURC, civil society and youth, through the mainstreaming of conflict sensitivity into programming activities under the International Conference on Great Lakes Region.

14. *Elections.* Strengthening the capacity of the National Electoral Commission and other key actors through the adoption of good election management systems.

15. *Media.* The country team will strengthen the capacity of the High Council of the Press to ensure that local media agencies remain independent and adhere to internationally accepted professional standards.

16. *Civil society.* Strengthening the institutional, programme planning and management capacity of CSOs.

17. *Corruption.* Supporting the Office of the Ombudsman, government accountability measures and policy formulation through the implementation of national anti-corruption initiatives through partnerships with key stakeholders.

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## B. Public management

18. The expected outcomes of this programme are effective, accountable and transparent management of public resources at national and decentralized levels. Policy and socio-economic planning using quality and disaggregated data will be strengthened. The areas of support include:

19. *Public sector reform.* Strengthening the effectiveness of public administration for efficient, accountable and results-oriented service delivery.

20. *Capacity building.* Capacity building and mapping exercises contributing to the formulation of a national capacity building strategy and policy. UNDP will ensure the usage and oversee the implementation of this strategy and policy.

21. *Economic governance.* Supporting the implementation of the Paris Declaration principles through support to the Ministry of Finance and Economic Planning, as well as through continued enhancement of aid coordination mechanisms.

22. *Statistics.* Supporting the National Institute of Statistics in its production of quality reports, data collection and dissemination for the production of National Human Development Reports and MDG Reports.

23. *Decentralization.* Supporting the Ministry of Local Government, Community Development and Social Affairs in drafting and implementing the Rwanda Decentralization Strategic Framework and providing capacity building support to elected authorities.

24. *Local development.* Building the service delivery and development planning capacities of districts, sectors and cells, as well as funding pro-poor local development initiatives through the Common Development Fund.

## C. Environmental sustainability

25. Expected outcomes of this programme are the establishment of a framework for environment management and ecosystem conservation, including strengthened capacities at national, district and community levels. UNDP will support national policies and programmes in the following areas:

26. *Biodiversity.* Building capacities of national institutions in sustainable management of renewable natural resources, thereby protecting biodiversity. The Global Environment Fund (GEF) will also help build capacity to manage and conserve Rwandan Protected Areas, thus ensuring maintenance of biodiversity, ecological functions and environmental services and the consequent economic benefits.

27. *Poverty and environment.* Linking environmental protection with sustainable use of natural resources. UNDP will continue to serve as the Nile Basin Initiative/GEF/Small Grants programme partner.

28. *Management of natural resources.* Managing natural resources and the environment to assure long-term maintenance of environmental services and economic benefits.

## D. HIV/AIDS, social protection and gender

29. *HIV/AIDS.* UNDP will support efforts for an expanded HIV response by national and local coordinating institutions. National and decentralized capacity will be built in planning, coordination, implementation and mainstreaming of the HIV response.

30. *Social protection.* UNDP will support the Government in instituting 'safety nets' for the protection of the most vulnerable, and in improving productivity and access to markets for small producers. Support will be provided for the review and strengthening of a national social protection policy framework, and the

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development and implementation of a national strategy for financial inclusion, to enhance access to financial services by small producers.

31. *Gender.* UNDP assistance in policy, programming and action at all levels will be guided by a commitment to gender equality and comprehensive gender analysis. This includes promotion of inclusive growth, participatory preparation of poverty reduction plans and gender mainstreaming in all sectors. UNDP will work with other United Nations organizations to increase the participation of women and gender advocates in democratic structures and processes.

#### IV. Programme management, monitoring and evaluation

32. The country team in Rwanda will use the UNDAF as the basis for its 'One Programme'. In accordance with the High Level Panel Report on United Nations reform, a clear separation will be made between the office of the Resident Coordinator and UNDP programme implementation. This separation will be reinforced through the establishment of a UNDP Country Director. UNDP will continue to provide administrative support to the office of the Resident Coordinator.

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

34. The UNDAF monitoring and evaluation (M&E) framework will serve as the basis for country office monitoring and evaluation activities. In addition, UNDP will seek to partner with government bodies and other development partners for results monitoring and evaluation, in accordance with the broader M&E plan of the EDPRS. A mid-term evaluation of the country programme will be undertaken to evaluate progress. Annual auditing of projects and programmes will continue as a component of the financial management plan.

35. The 'One United Nations' programme will guide resource mobilization activities and focus on building and maintaining partnerships with development stakeholders. The office of the Resident Coordinator will provide leadership in mobilizing funds for the 'One United Nations' programme activities. Indicators such as past performance, evaluations, reviews and delivery rates will guide financial disbursements. The country office will focus assistance on improving capacities and supporting the national decentralization process.

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## Annex. Results and resource framework for Rwanda (2008-2012)

National priority or goal : Good governance promoted for equitable, efficient and effective services delivery to all citizens					
Intended UNDAF outcome 1: Good governance enhanced and sustained					
Programme component	Programme outcomes	Programme outputs	Output indicators, baselines and targets <i>(Baselines in italics; no targets)</i>	Role of partners*	Resources by goal (\$ '000s)
Fostering democratic governance	1. Capacity of Government and partners enhanced to sustain a peaceful state where freedom and human rights are fully protected and respected	1.1 Capacity of Parliament/relevant ministries enhanced to review/draft laws/policies, oversee implementation 1.2 Capacity of Justice sector enhanced in administration of justice and law enforcement 1.3 Capacity/mechanisms for conflict prevention/ peace-building/reconciliation at district and sector level enhanced 1.4 Capacity of Human Rights institutions/Government/ civil society to promote, monitor and report on human rights enhanced 1.5 Access to justice increased	1.1 No. of laws drafted by MPs conforming to Human Rights commitments <i>(0 - 2006)</i> 1.2 No. of law enforcement staff trained through United Nations country team <i>(0 - 2006)</i> 1.3 No. of districts/ sectors with crisis prevention/coordination committees <i>(None)</i> 1.4 No. of capacity building initiatives provided to NHRC <i>(8 -2006)</i> 1.4 Treaty reports submitted on time ( 1 submitted on <i>The Rights of the Child - 2006)</i> 1.5 No. of persons accessing legal aid services <i>(854- 2006)</i>	Ministries, European Commission, DFID, Danish Centre for Human Rights, Belgium, Netherlands, GTZ, Convention on the Elimination of All Forms of Discrimination; Prosecutor General's Office, Bar Association, NGOs, Legal Aid Forum; CSOs, Abunzi Gacaca, RHRC:	Regular 5,000  Other 5,000
	2. Effective, accountable and transparent management of public resources and services at national and decentralized levels enhanced	2.1 Aid management/mutual accountability mechanisms fully operationalized 2.2 Anti-corruption policy made/implemented 2.3 Capacity of national/local institutions in service delivery strengthened 2.4 National capacity building programmes in service delivery harmonized & coordinated 2.5 Decentralized government capacity strengthened in participatory planning/M&E	2.1 No. of SWAps signed <i>(1 Education - 2006)</i> 2.1 No. of independent evaluations concluded <i>(0 - 2006)</i> 2.3 Number of individual/institutional performance contracts established in government ministries/ Districts <i>(0 - 2006)</i> 2.5 N of district level joint planning sessions with CSOs/CBOs/private sector <i>(50% - 2006)</i>	Office of the Auditor General, Ministries, CSO; RNE, SIDA, GTZ, DFID, CIDA, Belgium, European Commission ; HIDA/MIFOTRA:	Regular 9,000 Other 6,000
	3. People's participation in democratic processes and structures at national and decentralised levels increased	3.1 National information & management systems to administer elections in place 3.2 Participation of women/gender advocates in democratic structures/ processes enhanced 3.3. Planning and management capacities of civil society organizations strengthened	3.2 % of women in decision making positions both at central and local levels <i>(6.6% district mayors, 8% cooperative banks - 2006)</i> 3.3 No. of advocacy and lobbying initiatives undertaken by United Nations supported CSOs <i>(20 -2006)</i>	NEC, Ministries, POER, FFRP, European Commission, DFID, SIDA, Belgium	Regular 3,500 Other 6,000
	4 Policy and socio-economic planning based on quality and disaggregated data strengthened	4.1 Capacity for quality data collection/ analysis/dissemination/use strengthened at central/local levels (Rwanda DEVInfo) 4.2 Capacity to monitor MDGs and development results through the production of NHDRs and MDG reports enhanced	4.1 % of NIS needs covered in terms of adequate equipment for data processing and management <i>(80% 2006)</i> 4.2 No. of staff trained in data collection, processing and dissemination <i>(100 NIS, District &amp; Ministry Staff)</i>	MINECOFIN, INS, World Bank, DFID, European Union, USAID	Regular 3,000 Other 7,000

<b>Intended UNDAF outcome 2: Mortality due to child/maternal morbidity, incidence/ impact of HIV/AIDS and other major epidemics reduced and population growth slowed</b>					
Responding to HIV/AIDS	1. In line with the Three Ones principles, leadership and oversight for an expanded HIV response by national and local coordinating institutions strengthened and sustained	1.1 HIV response plans and coordination mechanisms established and operational at national and decentralized levels	1.1 No. of sectoral, district and CSO action plans in line with EDPRS/NSP implemented and monitored	CNLS, Ministries NGOs; GFATM, ADB, regional economic bodies, bilateral partners	Regular 1,000 Other 1,200
<b>Intended UNDAF outcome 4: Management of environment , natural resources and land is improved in a sustainable way</b>					
Energy and environment for sustainable development	1. An enabling policy framework to support an effective system for environment management and ecosystem conservation established	1.1 Policies/regulations/guidelines/standards for environment protection developed and implemented at central/decentralized levels 1.2 Information management system for natural resources developed and operational 1.3 Coordination of REMA/MINITERE in environment management strengthened 1.4 Capacities of REMA/MINITERE and local governments to monitor the quality of environment strengthened	1.1 Environmental policy priorities reflected in key sectoral annual Public Expenditure. Reviews (0 -2006) 1.2 REMA mechanism for data collection and analysis developed (Tracking system exists; data collection and analysis needed - 2006) 1.2 National Environmental Information Network established (0 - 2006) 1.3 Annual integrated report on multinational environmental agreements (0 - 2006) 1.4 % technical staff at decentralized level trained and equipped in basic tools for environment monitoring (To be decided)	NGOs, Private sector, Ministries	Regular 4,500 Other 5,000
	2.Capacity at national, district and community levels to restore and protect ecosystems of national and global importance against potential degradation strengthened	2.1 Strategies and action plans for rehabilitation of critical ecosystems developed, operationalized and made available to local governments 2.2 Technical and operational capacity of districts for the management of wastes and contaminants developed	2.1 Number of action plans for each identified critical ecosystem implemented with community participation (1 pilot project in Western Province - 2007)	Ministries/ Districts, ORTPN/REMA/Forest Office Netherlands, European Commission, World Bank, ADB, International Fund for Agricultural Development, NGOs	Regular 4,000 Other 4,000
<b>Intended UNDAF outcome 5: Rwandan population benefits from economic growth and is less vulnerable to social and economic shocks</b>					
Achieving the MDGs and reducing human poverty	1. Effective safety nets for protection of the most vulnerable implemented	1.1 National social protection policy framework reviewed and strengthened 1.2 A national Social Assistance Fund operational to support the most vulnerable households and respond to recurring emergencies	1.1 % & amount of donor social protection funds channelled through the SAF (In 2006: 0% of funds channelled through SAF - 75% of SP Funds, i.e. 110M, were not on budget/plan) 1.2 No. of returnees assisted to be socially and economically settled in specific locations defined by Government (To be decided)	Ministries/ Districts, BTC, CIDA, DFID, European Commission, Swiss Development Agency, GTZ, USAID, World Bank, NGOs, CBOs, FBOs	Regular 1,000 Other 0
	2. Improved productivity and enhanced access to markets for small producers	2.1 National Strategy for financial inclusion and Action plan developed and implemented to enhance sustainable access to financial services by small producers	2.1 % increase of population having access to financial services (To be decided)	MINECOFIN, MINAGRI, BNR, MFI Network and Bankers' Association	Regular 0 Other 2,000

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## Acronyms and abbreviations

ADB	African Development Bank
BNR	Banque Nationale du Rwanda
BTC	Belgian Technical Cooperation
CBO	Community based organization
CIDA	Canadian International Development Agency
CNLS	Commission Nationale de Lutte contre le SIDA
DANIDA	Danish International Development Agency
DFID	Department for International Development (British aid)
EDPRS	Economic Development and Poverty Reduction Strategy
EFRP	European Federation for Rural Development
FBO	Faith based organization
GFATM	Global Fund to fight AIDS, Tuberculosis and Malaria
GTZ	German aid agency
HIDA	Human Resource and Institutional Capacity Development Agency
INS	Immigration and Nationality Directorate
MFI	Micro Finance Institutions
MIFORTA	Ministry of Public Service, Skills Development and Labour
MINAGRI	Ministry of Agriculture and Animal Husbandry
MINECOFIN	Ministry of Finance and Economic Planning
MINITERE	Ministry of Lands, Human Resettlement and Environmental Protection
MP	Member of Parliament
NDHR	National Human Development Report
NEC	National Electoral Commission
NGO	Non-governmental organization
NHRC	National Human Rights Commission
NIS	National Institute of Statistics
NSP	National Solidarity Programme
NURC	National Unity and Reconciliation Commission
ORTPN	National Office of Tourism and National Parks
POER	Programme for Observation of Elections in Rwanda
REMA	Rwanda Environment Management Authority
RHRC	Rwanda Human Rights Commission
RNE	Royal Netherlands Embassy
SAF	Stability Assessment Framework
SIDA	Swedish International Development Agency
SP	Social protection
SWAP	Sector Wide Approaches
USAID	United States Agency for International Development

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