ANNUAL REPORT
2007

RWANDA
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<td>IRDP</td>
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<td>Integrated Support Project</td>
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<td>Information Technology</td>
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<td>JSCG</td>
<td>Justice Sector Coordination Group</td>
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<td>LOV-RWANDA</td>
<td>League des organisations des volontaires, Rwanda (League of Volunteer’s organisations, Rwanda)</td>
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<td>LTIP</td>
<td>Long Term Investment Plan</td>
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<td>MDGs</td>
<td>Millennium Development Goals</td>
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<td>MINAGRI</td>
<td>Ministry of Agriculture and Animal Resources</td>
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<td>Ministry of Finance and Economic Planning</td>
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<td>Ministry of Lands, Environment, Forestry, Water and Mines</td>
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<td>MP</td>
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<td>National Decentralisation Implementation Secretariat</td>
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<td>New Partnership for Africa’s Development</td>
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<td>National Unity and Reconciliation Commission</td>
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<td>Poverty and Environment Initiative Programme Management Unit</td>
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<td>Rwandese Association of Local Government Authorities</td>
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<td>TOKTEN</td>
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<td>UNAIDS</td>
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<td>UNCDF</td>
<td>United Nations Capital Development Fund</td>
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<td>UNCT</td>
<td>United Nations Country Team</td>
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<td>UNCTAD</td>
<td>UN Conference on Trade and Development</td>
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<td>UNDAF</td>
<td>United Nations Development Assistance Framework</td>
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<td>United Nations Development Programme</td>
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<td>United Nations Development Fund For Women</td>
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<td>WTO</td>
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As the United Nations system in Rwanda embarks on its One UN “Delivering as One” reform, all the UN agencies are geared towards implementing the United Nations Development Assistance Framework (UNDAF) in all its thematic areas: education, health, governance, environment, social inclusion and population. Through Delivering as One, the UN will have better coordinated interventions that will not only optimise the use of its resources, but will also enable the provision of efficient development and humanitarian services to the people of Rwanda.

We are pleased by the partnerships around the Delivering as One pilot initiative, and especially by the ownership of the process by the government of Rwanda and its development partners. This, added to the commitment of the UN Country Team, makes me confident of the smooth implementation of the reform in Rwanda which will serve as a reference for other programme countries.

The United Nations Development Programme (UNDP) contribution to the UN reform agenda in 2007 was crucial. The new UNDAF and Common Operational Document (COD) were prepared in collaboration with sister agencies and are now being implemented.

In addition to its contribution to the UN reform process, UNDP has supported the government and people of Rwanda in their efforts to eradicate poverty and achieve their Vision 2020 and the Millennium Development Goals (MDGs).

UNDP’s efforts are people-centred, based on the needs, priorities and aspirations of the Rwandan population. We appreciate the fruitful collaboration and partnerships between UNDP and the various development partners present in Rwanda. Such strong partnerships will indeed be a crucial asset in the implementation of the One UN “Delivering as One” reform in Rwanda.

Aurélien A. Aghénonci
UN Resident Coordinator and UNDP Resident Representative
The UN Country Team (UNCT) in Rwanda has made significant progress in Delivering as One since the signing of the One UN Concept Note in April 2007.

**Delivering as One**

The UN Secretary General’s High Level Panel Report on System-wide Coherence advocates for the UN system to Deliver as One to overcome fragmentation and duplication of UN operations. At the request of its government, Rwanda was selected as one of the eight pilot countries in January 2007 alongside Albania, Cape Verde, Mozambique, Pakistan, Tanzania, Uruguay and Vietnam.

The overall objective of Rwanda’s Delivering as One pilot initiative is to improve the impact, coherence, efficiency and positioning of the UN system in Rwanda to better help the country meet the MDGs and guide it toward the fulfilment of its Vision 2020. The reform is based around four pillars: One Programme, One Budgetary Framework, One Leader and One Office.

**Main achievements in 2007**

In each of the above areas, substantial achievements have been realised since the beginning of 2007, including the creation of a One UN Programme which is aligned with national priorities as outlined in the EDPRS; the establishment of One Budgetary Framework and the One Fund to meet its financing needs; the strengthening of the Resident Coordinator’s system through the implementation of a clear code of conduct for the UNCT; and further development of common services such as an interagency recruitment panel, a UN travel agency, a UN security unit and a UN dispensary.

A joint communication strategy has also been put in place. The government of Rwanda has allocated a plot of land in Kigali on which to build UN House, which will accommodate under one roof most of the UN agencies working in Rwanda.

The One Programme focuses on six thematic areas:
1) Governance
2) Health, population and nutrition
3) HIV and AIDS
4) Education
5) Environment
6) Social protection and sustainable growth

Each of the six groups is co-chaired by two UN agencies. Implementation of the One Programme is further supported by two programmatic task forces: the human rights task force and the gender task force.

UNDP is the lead agency for the governance and environment thematic areas and co-chairs the governance theme group and the human rights task force.
Fostering democratic governance as a major development agenda for both government and the UNDP formed an important part of the country office's programme in 2007.

Key outcomes for this programme are enhanced capacities of government, institutions and partners to sustain a peaceful state where freedom and human rights are fully protected, and increased participation by the people in democratic processes and structures at national and decentralised levels.

Key areas of support included:
- Enhancing the capacity of the justice sector to provide universal access to justice.
- Developing the institutional capacity of parliament to play a crucial oversight role in drafting and reviewing laws, institutional accountability and responsiveness.
- Within the framework of the International Conference on the Great Lakes Region, strengthening the capacities of government institutions and civil society to ensure sustainable peace.
- Enhancing the capacities of the National Electoral Commission (NEC) and other key actors through the adoption of good election management systems.
- Strengthening the institutional, programme planning and management capacity of civil society organisations.
- Supporting the Office of the Ombudsman, government accountability measures and policy formulation through the implementation of national anti-corruption initiatives in partnership with key stakeholders.
- Supporting the Ministry of Local Government, Community Development and Social Affairs (MINALOC) in drafting and implementing the Rwanda Decentralisation Strategic Framework and providing capacity development support to central and local government.
- Developing 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.

Programming was based on the human rights-based approach and in general was guided by principles which included the promotion of inclusive growth, gender equality and the achievement of the MDGs. Details of specific programmes and projects are set out in the following sections.

Two major governance programmes formed the cornerstone of the democratic governance programme of the United Nations Development Programme (UNDP) Rwanda in 2007. The “Good Governance for Poverty Reduction” (GGPR), a multi-year initiative focusing on institutional capacity development for reconciliation and justice, was in its final year in 2007. The second was the “Programme of Support for Good Governance” (PSGG), a UNDP–DFID (the Department For International Development of the UK) five-year initiative focusing on institutional capacity development for improved responsiveness and accountability.

These programmes shared two partners in 2007: Parliament and the National Unity and Reconciliation Commission (NURC). In addition, the Office of the Ombudsman, a partner in the new PSGG programme, was also supported by the UN Democracy Fund.
GOOD GOVERNANCE FOR POVERTY REDUCTION (2002–2007)

Source of funds: UNDP, DFID  
Partners: UNDP, Ministry of Justice (MINIJUST), Office of Prosecutor General, Supreme Court, Gacaca, Centre for Conflict Management, Parliament, National Unity and Reconciliation Commission, FFRP  
Total budget: US$ 4 225 000  
Budget for 2007: US$ 1 413 000

The national Programme for Strengthening Good Governance for Poverty Reduction (2002–2007) was designed to focus on institutional capacity building, national reconciliation, peace-building and efficient administration of justice.

The objective of the programme was to strengthen the capacity of national and local level institutions to promote good governance. It was run in two phases and had two main components: institutional capacity building for good governance and efficient administration of justice.

The first phase (2002–2004) was implemented by five key national institutions: Parliament, the National Unity and Reconciliation Commission (NURC), the Centre for Conflict Management (CCM) at the National University of Rwanda, the Ministry of Justice and the Gacaca jurisdictions.

The second phase (2005–2007) was implemented by seven institutions: Parliament, the Forum for Women Parliamentarians (FFRP), the Supreme Court, the Ministry of Justice, Gacaca jurisdictions, the National Unity and Reconciliation Commission and the Office of the Prosecutor.

PROGRAMME OF SUPPORT FOR GOOD GOVERNANCE (2007–2010)

Project duration: Dec 2006–March 2010  
Source of funds: UNDP, DFID  

Total budget: US$ 10 300 000  
Budget for 2007: US$ 1 810 000

The Programme of Support for Good Governance was built on the belief, shared by the government of Rwanda, DFID and UNDP, that effective governance is a vital part of the development process. The project’s purpose is to “enhance effectiveness and capacities of key national institutions to promote state accountability and responsiveness”. Activities are designed to improve the capacity of partner organisations so as to improve their effectiveness at delivering on their mandates, particularly in the areas of responsiveness and accountability. The project seeks to achieve these outcomes through capacity development support for effectiveness with six organisations: the Office of the Ombudsman, Parliament, the National Human Rights Commission (NHRC), the NURC, the NEC and the High Council of the Press.

Support to the NEC is scheduled to end in mid 2008, as a basket-funded project of support to the election cycle is expected to commence at this time. Support to the High Council of the Press will not commence until January 2008.

The budget for the entire project, which began in April 2007, is approximately US$ 10.3 million from 2007–2011 (US$ 8.4 million from DFID and US$ 1.9 million from UNDP).

The Programme of Support for Good Governance was built on the belief, shared by the Government of Rwanda, DFID and UNDP, that effective governance is a vital part of the development process.

Rwanda’s justice system faced a number of challenges in the aftermath of the 1994 genocide. Strengthening the rule of law was therefore considered key to building a post-genocide nation capable of fighting the ideologies of genocide, sectarianism and impunity. To this end, ambitious legal reforms were undertaken.

Moves towards a sector-wide approach to planning and policy-making have been supported, entailing the management and coordination of internal and external interventions in various sectors to enhance coordination and efficient allocation of resources. This is paramount to ensuring that the sector achieves its objectives.

1 This phase to be discussed in Chapter 5, Promoting Gender Equality.
UNDP co-chairs the Justice Sector Coordination Group (JSCG) together with the Ministry of Justice. This coordinating organ brings together all institutions in the area of justice to harmonise efforts, efficiency and effectiveness. As co-chair, UNDP played a major role in supporting the elaboration of the Economic Development and Poverty Reduction Strategy’s (EDPRS) chapter on justice.

UNDP has helped the Supreme Court develop the necessary capacity to support the judicial system, and the Ministry of Justice to deliver fair and equitable justice and enable access to justice by the poor. The Gacaca process is also supported to facilitate reconciliatory justice which is crucial in post-genocide Rwanda. The Office of the Prosecutor was also supported to establish a witness protection unit. These projects were run as part of a larger programme to support good governance for poverty reduction, contributing to the UNDP’s desired outcome, to improve the capacity of justice sector institutions to deliver justice to the poor, and increase the capacity of national systems for the promotion and protection of human rights and peace building.

Support to the Supreme Court

Support to the Supreme Court was based on clear needs presented by the institution, a number of which are rooted in the history of the country where the justice sector has had significant demands imposed on it. Although there were partners willing to rehabilitate existing infrastructures and build new buildings for the Supreme Court, support to rural courts remained a challenge.

At the same time, the courts faced significant capacity challenges in their functioning. Since the bulk of the work to be done is at the lower levels, this project was designed with the primary objective of contributing to the development of human capacities through the training of judges from provincial and district courts, as well as the provision of basic equipment to courts in order to facilitate timely access to justice by all Rwandans, with a particular focus on the poor.

These objectives were achieved through the provision of support to the rehabilitation, computerisation and provision of basic infrastructure for rural courts, capacity building through the provision of scholarships, training on documentation techniques and electronic research, and facilitation of rural judges’ transportation in remote areas.

Challenges and lessons learned

Capacity building remains a key component of UNDP support to the Supreme Court, with particular emphasis on the clearing of the backlog of cases, as well as in the continued development of accessible and high quality justice services for the population. UNDP’s support seeks to address remaining constraints including insufficient facilities and equipment, scarce financial resources and weak logistical and administrative support. Improvement in the latter is vital for the smooth running of courts.
Working through the JSCG has helped to consolidate efforts and facilitate the sharing of information between different partners to minimise duplication and to encourage this sector to work in an increasingly harmonised way.

**Plans for 2008**

There will be continued support through a new programme of support to the justice sector for improved access to justice for the people over the period 2008–2012.

In line with the evolution of the justice sector, UNDP will continue to support the strengthening of capacity of the provincial and district courts by providing training to their judges and by providing them with basic equipment in order to facilitate timely access to justice by all Rwandans. Support will also be provided to the administration of the judiciary in the handling of case backlogs.

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**Support to Gacaca jurisdictions**

The Gacaca jurisdictions in Rwanda represent an innovative transitional justice mechanism, rooted in Rwandan culture, to deal with the aftermath of the genocide of 1994. Rwanda decided to adopt this approach because the conventional courts were overwhelmed with the burden of trying a huge number of suspects. Gacaca reflects the current shift from retributive to restorative justice. The latter emphasises repairing the harm caused by criminal behaviour through participatory processes which include all stakeholders. Contrary to the classic concept of retributive justice which focuses on punishing perpetrators through trials, restorative justice emphasises an approach that addresses the needs of victims, who play a primary role and are actively involved in the process.

There are 11,000 courts under Gacaca jurisdiction throughout the country, and therefore monitoring their capability, fairness and consistency is a challenge. Creating public awareness on their role contributes to the overall accountability of proceedings and, as the Gacaca system has potential groundbreaking legal and international significance as a transitional, community-based justice model, experiences and lessons learnt should be shared at a global level.

UNDP's support activities have therefore included:

- Preparation of manuals and guidelines on Gacaca in local languages that contain the basic tenets of their responsibility and functions. These are intended for wide distribution in order to support consistency in the decisions taken and other formalities.
- Organisation of specific training sessions for Gacaca judges (Inyangamugayo).
- Sensitisation seminars and booklets on Gacaca for local communities and international partners to better understand their importance and roles.
- The documentation and cataloguing of important lessons from Gacaca for reconciliation, justice, conflict management and the democratisation of potential applications elsewhere.
Main achievements in 2007

Project activities were implemented with a view to ensuring that conflict prevention, peace-building and reconciliation at district and sector level are enhanced, and that preparations for the eventual closure of Gacaca activities in the country are facilitated. As a result, the capacity of the national service for Gacaca jurisdictions to guide popular and participatory justice processes was strengthened.

Much of the training of Gacaca judges was done in previous years. In 2007, manuals, guidelines and booklets on Gacaca continued to be produced. A number of meetings with partners took place to share information on Gacaca jurisdictions. A three-volume book was written on the history of Gacaca. Finally, the necessary information was collected to support progressive closure of Gacaca courts.

Challenges and lessons learned

The Gacaca system, although embedded in the Rwandan culture, is innovative in that it deals with a high volume of criminal cases. The challenges facing the justice sector were enormous after the genocide and Gacaca was introduced to tackle some of those challenges.

Development partners have, on occasion, pointed to challenges caused by capacity gaps in the management of such huge volumes of criminal cases by traditional courts. Information meetings have been crucial in informing partners of progress. UNDP’s support has been limited to selected areas of the process and, in the face of significant demands for support, other development partners have channelled complementary assistance to the process.

Key capacity challenges had to be overcome by training the Gacaca judges and staff from the national service of the Gacaca courts to improve the quality of justice. It is worth noting that a number of countries in conflict or emerging from conflict have visited Rwanda to share lessons on the use of home-grown solutions for similar national problems. It is expected that the Gacaca courts will complete their work in 2008.

Plans for 2008

UNDP will continue its support through a new programme in the justice sector for improved access over the period 2008–2012. This will be done through the financing of capacity-building activities, collecting and storing information on Gacaca, and the systematic documentation of lessons learned. UNDP will support the smooth closure of the Gacaca courts and the transfer of cases to the Office of the Prosecutor.

Support to the Ministry of Justice

The Ministry of Justice is the chair of the Justice Sector Coordination Group and as such it hosts the secretariat for the group. UNDP, as co-chair, has worked closely with the ministry and other institutions within the sector, and this has led to improved coordination and harmonisation of programmes.

The poor continue to face barriers in exercising their legal rights because of the high costs involved. When justice is denied to people, especially the poor, there is a risk that these individuals may resort to unlawful means to redress their grievances.

Project activities were therefore implemented to enhance the capacities of the Ministry of Justice to review and draft laws and policies, and to oversee their implementation.

Efforts in the provision of legal aid were also supported, as was the strengthening of the capacities of abunzi (mediation committees). Activities were also implemented with the aim of strengthening the capacity of the traditional justice system to ensure effective and harmonised delivery of justice and to uphold the rule of law.

Main achievements in 2007

The project activities determined by the institution were achieved and the Justice Sector Coordination Group elaborated a calendar for its effective participation in the elaboration of the EDPRS.

The sector was identified by the government of Rwanda as a priority sector for the adoption of a Sector-Wide Approach (SWAp) and in this regard, a roadmap for the SWAp was developed in collaboration with government, development partners and civil society. As sector-wide coordination efforts needed to be extended to the district level, district coordination committees were established.

The project supported the elaboration of a number of strategies and policies, including the ICT strategy, the media and communications strategy, the justice sector strategy and the finalisation of the legal aid baseline survey.

The Gacaca system, although embedded in the Rwandan culture, is innovative in that it deals with a high volume of criminal cases.
Support was provided in implementing the legal aid policy, which provides for the establishment of the Maisons d’Accès à la Justice. In line with this, the Legal Aid Forum was supported in its review of the existing regulatory framework and in its work to propose solutions. Support has also been provided for capacity building through training the abunzi mediation committees.

**Challenges and lessons learned**

The justice sector comprises thirteen institutions that are independent in their day-to-day operations. Promoting coordination without compromising the independence of each institution has been a challenge. The institutions do however continue to show an interest in enhanced coordination, given the linkages that are inherent in the justice “chain”.

Capacity-building activities within the Ministry of Justice have been ongoing but need to continue to be enhanced.

High staff turnover in the ministry has, as with a number of government institutions, continued to pose a challenge.

In 2007, a number of policies were finalised including the Information and Communications Technology (ICT) policy, the media and communication strategy, the legal aid survey and the Ministry of Justice strategy. These must be implemented to have the desired impact both across the sector and within the Ministry of Justice.

**Plans for 2008**

There will be continued support through a new programme of assistance to the justice sector, targeting improved access to justice for the people over the period 2008–2012. This will be done through financing capacity-building activities, legal aid support and justice sector coordination. UNDP, as co-chair of the JSCG, will continue to play a lead role in the sector.

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**Support to the Office of the Prosecutor General**

Witness protection and the empowerment of victims are crucial in the administration of justice. Gaps in the knowledge of the rights of victims and witnesses have been identified.

This project aims to assist the service for support and protection of victims and witnesses, which has been established by the Prosecutor General of the Republic.

The project’s objective was to build the capacity of the justice system in the administration of justice and law enforcement. Activities were implemented to improve the capacity of the Prosecutor General to protect and promote the rights of victims and witnesses. This included the development of a decentralised assistance mechanism (psychological and judicial) for victims and witnesses, and the provision of assistance to victims and witnesses at all stages of the procedures in criminal and civil reparation actions before the courts. There was also a need to sensitise the population on the rights of victims and witnesses.

**Main achievements in 2007**

The establishment of the Witness Protection and Victim Empowerment Unit was a major step towards improved administration and upholding the rule of law. All activities planned for 2007 were implemented.

The decentralised assistance mechanism to victims and witnesses has been developed. The project supported victims and witnesses at all stages of the procedures in the criminal and civil reparation actions before the courts. A capacity-building initiative for the Prosecutor General Office’s staff was organised and field visits to raise awareness on the protection of the rights of victims and witnesses were organised throughout the country.

**Challenges and lessons learned**

The Witness Protection and Victims Empowerment Unit is faced with new challenges; there is a need for support to develop capacity in this unit and in all institutions that deal with witnesses and victims. Funding is generally inadequate, and this unit needs to undertake significant campaigning to create awareness amongst the general population and other government institutions on the importance of witness protection and victim empowerment.

Although the Witness Protection and Victim Empowerment Unit is a new one, its work has been appreciated because the issue of witness persecution — especially in post-genocide Rwanda — remains a crucial issue.

**Plans for 2008**

This project started in June 2006. May 2007 saw the signature of a cost-sharing agreement with DFID, through which additional resources were provided to the project.

It aims to strengthen the capacities of the service for the support and protection of victims and witnesses established under the authority of the Office of the Prosecutor General. The project will continue until the end of 2008. It is important that the government assumes continuity of the activities and incorporates all staff working in this unit into its own staffing structure.
Support to the Office of the Ombudsman

Freedom from corruption is essential to the good governance of any nation. That the public is able to access essential services and feel confident that they will be treated in a fair and timely manner is critical to a well-functioning state.

In Rwanda, the task of fighting corruption is held by the Office of the Ombudsman. The Office concentrates on two main areas: sensitising the population to the issues of corruption and anti-corruption (and particularly the rights of the individual regarding investigating corruption) and, where appropriate, mediating charges of corruption. Over the next few years, the Office of the Ombudsman will also be undertaking research on corruption in Rwanda, and will use this research to inform the creation of an anti-corruption policy.

UNDP supported the Office of the Ombudsman in two very important ways in 2007: through capacity-development support to the institution in order that it may be able to fulfil its mandate, and in support to sensitisation campaigns for the public on anti-corruption that they might better understand their rights and roles in corruption.

Main achievements in 2007
UNDP supported the Office of the Ombudsman in building its capacity throughout 2007. Senior level staff members were sent on a substantive anti-corruption course to improve institutional knowledge of the subject area, and several members of staff were sent on study tours to other anti-corruption bodies, regionally and internationally. Nine members of staff received management training in order to improve the day-to-day functioning of the institution itself. Finally, as gender is an important cross-cutting issue for both the Office of the Ombudsman and UNDP, all staff of the Office of the Ombudsman received gender training in 2007. Computer infrastructure was also improved to facilitate improved management and communications.

The Office of the Ombudsman was also able to do a significant amount of outreach and sensitisation work, with its goal being to increase the people’s understanding of their rights vis-à-vis corruption. Umuvunyi, a magazine dedicated to anti-corruption produced by the Office of the Ombudsman, was printed and distributed. Anti-corruption messages were published in journals across the country. One thousand two hundred anti-corruption panels were printed and placed at grass-root and district sectors and national levels. In December, Rwanda held an anti-corruption week. UNDP supported the communications plan around the anti-corruption week, allowing the messages of anti-corruption to be heard nationwide.

Challenges and lessons learned
That outreach activities are able to reach people at the grass roots and in rural areas is critical to the success of the communications strategy. In 2008, the programme will focus more on contact with these populations, through meetings with local and grass-roots leaders, and through live drama and radio programmes targeting local populations. Also, moving forward, the Office of the Ombudsman intends to do research on anti-corruption to inform their policy framework. However, research skills and detailed knowledge of anti-corruption issues are limited in Rwanda. Therefore, UNDP will be supporting the Office of the Ombudsman through the provision of regional and international expertise in these areas.

Plans for 2008
Activities in 2008 will continue to focus on capacity development for the staff of the Office of the Ombudsman and will include advanced management and finance courses, continued participation in substantive courses and study tours, and participation in the International Anti-Corruption Conference, which is held every two years. Outreach will continue through writing, radio, drama and posters, and expanded support to anti-corruption week activities.

Finally, surveys on the level and state of corruption with the ultimate goal of informing the anti-corruption policy framework will continue.

Support to Parliament

Strengthening the fundamental representative, legislative and oversight roles of parliaments is a core activity of UNDP support to parliamentary development.

In 2007, UNDP particularly focused on supporting the Women’s Parliamentary Forum.

Rwanda, like many other countries in Africa, is working hard to institutionalise democratic and representational governance. After the genocide in 1994, parliamentary elections were suspended until 2003. Therefore, the country has taken an important step...
forward by re-constituting an elected parliament. It is also important to note that the current parliament has the highest proportion of women members of parliament (MPs) in the world (48% in the lower house and 30% in the upper house).

In Rwanda, the parliament has two houses: the Chamber of Deputies (the lower house) and the Senate (the upper house). This parliament is a relatively new institution, and is taking important steps towards its institutionalisation. However, it faces many constraints, including a weak committee structure which lacks the support of a robust research unit and library, a weak administrative and information system to support the work of parliament and a lack of critical skill-sets, from legal drafting to translation. In addition, the culture of communication is weak, and therefore improved outreach and communications are very important for its effective functioning.

As part of both the Good Governance for Poverty Reduction (GGPR) and the Programme of Support for Good Governance, UNDP contributed to the strengthening of the capacities of parliament. GGPR also provided support in 2007 to the FFRP (Forum for Women Parliamentarians).

**Main achievements in 2007**

Capacity was built at parliament in many of the areas mentioned above. The year 2007 saw the preparation of the financial and administrative procedure manuals for both the Chamber of Deputies and the Senate. These manuals are designed to give clear guidance on systems and allow for improved functioning of parliamentary bodies. In addition, a guide for deputies was created. The guide, a reference document outlining the legal texts governing parliament, was produced to inform MPs on their roles and responsibilities as members of parliament. Finally, training was provided to MPs in ICT and English.

Communication and outreach, both nationally and regionally, was also strengthened throughout 2007. The Amani Forum, a regional body made up of parliamentarians, held a national debate that was supported by UNDP on genocide ideology in Kigali. A parliamentary seminar on the World Trade Organisation and its implications for Rwanda was also held. A study on the feasibility of a parliamentary radio station as a tool for improved information exchange with constituents was begun in 2007.

The Women’s Parliamentary Forum was also supported in its activities throughout 2007. UNDP supported an international conference on “Perspectives of Rwanda in Fighting Gender-based Violence” which was held to bring a greater understanding to parliamentarians of the issues of gender-based violence. UNDP also supported the strengthening of the strategic plan of the forum, training held by FFRP in gender planning and budgeting, and support to gender-sensitive law making.

**Challenges and lessons learned**

Parliament has accomplished much with limited means. It has been particularly active on legislative issues, amending and adopting numerous laws, while trying to consult with citizens as much as possible. Conscious of its multiple challenges, it has continued to look for support from donors. In 2007 a new programme was launched with parliamentary support as the largest component.

Capacity needs to be built across the board, and more engagement with MPs themselves in both ca-
pacity development and outreach areas is expected in future years of the programme.

**Plans for 2008**
The programme for parliament will focus in 2008 on the following areas: initiating and improving the quality of laws, strengthening mechanisms of information and oversight of government action, and strengthening the communications strategy of parliament. Further support to parliament in these areas will be provided in 2008 by UNDP’s Global Parliamentary Programme of Support. Support to the Rwandan Women Parliamentary Forum will also continue through 2008.

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**Support to the National Human Rights Commission**
The protection and promotion of human rights is a fundamental issue for the UNDP and the entire UN system. It is for this reason that UNDP partnered with the National Human Rights Commission (NHRC) in order to strengthen the capacities of the NHRC in several key areas: human rights promotion through the sensitisation of the population and training of crucial target groups on human rights; human rights protection through monitoring the respect of human rights and investigation of human rights violations; and through institutional support, both in the improvement of internal systems and through the support of the NHRC in creating a coordination framework and partnerships with civil society. UNDP is also supporting activities aimed at strengthening the capacity of the government in international treaty body reporting.

**Main achievements in 2007**
Improving people’s understanding of their human rights was a key objective of the 2007 annual plan. This was achieved through a robust training programme in human rights held with a wide variety of stakeholders such as teachers, police, prisoners, students, religious leaders, youths, community mediators and voluntary human rights organisations. A training manual on human rights was also designed in 2007. The African Conference of Human Rights Organisations was held in Kigali and was supported by NHRC and UNDP. Human rights discussions were supported on TV and radio, as were communication activities around International Human Rights Day to improve people’s knowledge of human rights. International human rights instruments were also translated into Kinyarwanda, so as to improve access for the local population.

The improvement of human rights protection was a subject of much activity in 2007. In partnership with the National Human Rights Institute of India, the NHRC has completed the second phase of the implementation of a case-handling database for human rights violations.

The database, once fully operational, will improve the NHRC’s ability to track and report on human rights violations. NHRC also ran a campaign on the protection of children’s rights in 2007.

Institutional capacity of NHRC was improved through both training in various areas and infrastructure improvement. The local area network was upgraded and accounting, human resources, and library software were installed. ICT training was given to staff members to improve administration and communication at the commission. Language training was provided to 40 employees and seven commissioners in order to improve the commission’s ability to communicate with all citizens. NHRC also participated in training on treaty monitoring in Geneva.

**Challenges and lessons learned**
The promotion and protection of human rights is a long-term endeavour. Efforts in this area have been crucial in improving the human rights situation of the country as it recovers from war and genocide and progresses down the road to sustainable development. Capacity building in this area continues to be crucial. Also, the coordination of the NHRC with civil society and other players is important, and the commission needs to continue efforts in this area. There are some treaty body reports that are long overdue and capacity building, particularly in the area of treaty body reporting, continues to be necessary and is set as one of the priorities for 2008.

**Plans for 2008**
The Support to the NHRC project will continue until 2010. Focusing on capacity building in the area of protection and promotion of human rights will continue to be important. The coordination of NHRC, civil society and other players will be an area of focus, and supporting Rwanda in treaty body reporting will be a priority for 2008 onwards. Focus will continue to be placed on improving managerial capacity to improve the effectiveness and efficiency of the NHRC.
Support to the National Unity and Reconciliation Commission

The National Unity and Reconciliation Commission (NURC) was created in March 1999. Its goal is to promote unity and reconciliation by enabling a climate of trust and harmony among the people of Rwanda. The commission has played a leading role in uniting and reconciling Rwandans after the genocide. NURC’s goals are linked to both Vision 2020 and the EDPRS.

NURC has been able to define, popularise and transfer ownership of the reconciliation process to ordinary communities throughout the country. Through its interventions, NURC has also created an institutional base for reconciliation in the form of Ingandos (solidarity camps), regular reconciliation summits, Abakangurambaga (community peace mobilisers), peace and reconciliation clubs at primary, secondary and tertiary institutions, and community reconciliation associations. The commission has given technical support to the Abunzi (mediation committees), Inyangamugayo (persons of integrity) and Gacaca coordinators. It has also been very active in shaping and monitoring reconciliation-friendly policies at the state level.

It is against this background that the commission’s partnership with UNDP seeks to focus efforts for unity and reconciliation in priority areas. NURC has been mandated as an “institutional observatory” to monitor the population, government organs, and other entities in their quest for unity and social cohesion and to report on findings. Various instruments to support this mandate had to be put in place as they did not exist at the inception of this programme.

NURC needed to be equipped to examine and propose new laws or amendments as they relate to unity and reconciliation, to monitor, raise and denounce cases of injustice and discrimination, and generally regulate the activities of different entities. UNDP provided support to NURC in 2007 to promote activities in several areas: training of civic groups in conflict management, sensitisation of youths and children in conflict prevention and peace, and institutional capacity development for NURC itself.

Main achievements in 2007

Conflict management is a crucial skill-set in Rwanda, and NURC has concentrated its training programme on improving skills in this area. NURC finalised an early warning manual for conflict prevention and completed training with religious leaders and media practitioners aimed at improving skills in conflict resolution. NURC also concentrated on sensitising youths to conflict prevention. Late in the year, NURC brought together students from several countries to discuss their thoughts on conflict prevention and peace promotion in the Great Lakes Region. NURC also ran an inter-district and inter-school competition with the theme “Children and Peace and Conflict Resolution”.

Finally, UNDP supported NURC in building its own capacity and providing tools for implementing its mandate. UNDP provided software for a databank of civil groups in the country and an electronic filing system for NURC, as well as office and computer equipment. UNDP also supported the production of the NURC annual magazine, which is a tool for promoting unity and reconciliation across Rwanda.
Challenges and lessons learned

The commission faces huge resource constraints. Instilling and implementing reconciliation at all levels of society is a Herculean task. The commission’s beneficiaries constitute thousands of ordinary people throughout the country.

With the closure of NURC offices at provincial levels, and the subsequent reduction of staff, the commission’s capacity was constrained, and yet it continues to be inundated with demands from communities.

Since the genocide, unity and reconciliation continue to be a need in the country, as is demonstrated in the report to parliament regarding incidents of genocide ideology in schools earlier this year. NURC has responded in the past, and will continue to respond to these changes in environment, and to shift its programme to suit new needs; it will also continue to promote unity and reconciliation in new and innovative ways.

Challenges and lessons learned

There are critical needs for the NEC in 2008 and beyond, as the election cycle is about to start. Although the project was scheduled to end in 2007, in order to bridge a gap for the NEC until a joint donor basket-fund arrangement can be completed and implemented, it has been agreed that it will be extended within the framework of the Programme of Support for Good Governance until June 2008.

Plans for 2008

The project plan for 2008 provides support in three areas: reinforcing the institutional capacity of the NEC, support for an elections mission to help formulate the NEC’s projects for the election cycle, and preparation for the 2008 parliamentary elections. It is expected that all programming moving forward for support to the NEC’s projects for the election cycle, and preparation for the 2008 parliamentary elections. It is expected that all programming moving forward for support to the strategic plan of the NEC and the electoral cycle will be in place by mid 2008.

Support to Decentralisation Implementation

Source of funds: UNDP Target for Resource Assignment from the Core (TRAC)
Partners: UNDP, MINALOC, Districts
Total budget: US$ 2,210,000
Budget for 2007: US$ 400,000

Decentralisation is one of the key areas of reform currently under way in Rwanda, and it is at the heart of poverty reduction strategies and efforts to achieve the MDGs. Current UNDP support in the area of decentralisation started in 2005 and is expected to end in 2009. With a total budget of US$ 2.2 million, the
main objective of the programme is to strengthen the coordination mechanisms at the heart of the decentralisation process and to build the capacities of locally elected leaders and technicians.

Even though decentralisation is a cross-cutting area of intervention, it has been assigned a specific place in the EDPRS. The motivation behind this decision is that decentralisation in Rwanda is considered to be a key instrument in the achievement of the MDGs, the promotion of good governance and grass-roots democratisation and development.

UNDP has worked closely with other development partners to assist the Ministry of Local Government, Good Governance, Community Development and Social Affairs in drafting a common strategic framework that should guide future interventions. Most development partners active in the sector went on to sign a Memorandum of Understanding on future support in the context of the strategic framework.

Main achievements in 2007
In 2007, the National Decentralisation Implementation Secretariat (NDIS) restructured the coordination mechanism by successfully putting in place the National Decentralisation Stakeholders Forum (NDSF) and the programme steering committee.

Other activities included capacity building for locally elected leaders, technicians and monitoring and evaluation activities (institutional and individual performance contracts). UNDP supported central government and the local authorities association (RALGA) in the organisation of training workshops.

Over the course of 2007, district mayors and executives have been trained in various topics including administrative procedures, financial management and performance contract evaluation.

Manuals for human resource management and administrative procedures have also been finalised.

The monitoring and evaluation component of the project has included baseline surveys in two districts and the organisation of three monitoring meetings to assess the implementation of performance contracts.

Constraints
- Full implementation of the decentralisation process is, in some cases, hindered by a lack of financial resources at the local government level. Over the course of 2007, financial resources channelled by the government of Rwanda and development partners have sometimes fallen short of the identified needs of district authorities.
- Institutional coordination improved significantly in 2007. The decentralisation cluster met at least twice. The Joint Action Forum and the National Steering Committee have also met to review and adopt the Rwanda Decentralisation Strategic Framework and
the new Decentralisation Implementation Plan (DIP 5). There is still some way to go to ensure the systematic sharing of project documents and monitoring and evaluation reports. A basket funding mechanism has yet to be set up.

- Technical and managerial know-how remains a challenge, with a relatively inexperienced workforce needing continued mentoring, coaching and exposure to professional development activities.
- Most districts continue to be faced with a relatively narrow tax base. While districts are empowered to raise local revenues, many struggle to meet the financing needs for adequate service provision and the creation of an enabling environment for local development. Poverty is pervasive and business opportunities from which revenues can be leveraged are often scarce.

**Lessons learned**

- Capacity is not only about training and workshops; capacity building needs to go beyond training and encompass all organisational and institutional aspects of the decentralisation process.
- Development partners’ interventions should be better integrated with District Development Plans (DDPs); some interventions remain donor-driven and lack clear linkages with DDPs.
- Development partners’ interventions remain insufficient in the face of key challenges; for example, rural electrification is considered by most local leaders as essential enabling infrastructure for development. However, this does not yet appear to be a priority for most development partners.

**Support to Public Service Reform**

**Project duration:** Dec 2005–May 2007  
**Source of funds:** UNDP Target for Resource Assignment from the Core (TRAC)  
**Partners:** MIFOTRA, HIDA  
**Budget for 2007:** US$ 400 000

The MDGs, Vision 2020 and the outcomes envisaged by the EDPRS can only be achieved with a committed, effective and accountable public sector. The government of Rwanda has embarked on comprehensive and systematic public service reforms. UNDP has actively supported these reforms over the past three years. The main components of the support are:

- Restructuring and improvement of institutional performance.
- Modernisation and systems development in public service.
- Monitoring and evaluation of the reform programme.

After the right-sizing and then re-conversion processes that have been implemented over 2005–2006, the Ministry of Public Service, Skills Development, Vocational Training and Labour is now busy consolidating the coordination of interventions in this area and launching its performance evaluation system.

**Main achievements in 2007**

**Project management and reform coordination**  
UNDP has assisted the Ministry of Public Service, Skills Development, Vocational Training and Labour to revitalise the coordination group for capacity development and public service reform; this cluster of key stakeholders meets regularly to share information and to harmonise their interventions. The meeting took place in December 2007 and attracted close partners including the World Bank, DFID and Belgian Cooperation.

**Review of the legal framework for public service**  
The public service statutes have been revised and updated and the Public Service Code of Conduct has been drafted. Other ministerial decrees have also been updated in line with the most recent restructuring.

**Individual and institutional performance contracts**  
A new performance system (subsequent to right-sizing) has been launched through training of top public servants and their assistants. From 2008, all public institutions will sign performance contacts both at individual and institutional levels. UNDP has pro-

**The MDGs, Vision 2020 and the outcomes envisaged by the EDPRS can only be achieved with a committed, effective and accountable public sector.**
vided financial and technical expertise to implement the new procedures.

**Capacity building**
The mapping of ongoing and planned capacity-building initiatives has been completed through the provision of both financial and technical assistance, and the terms of reference for the launch of the next initiative (i.e. the functional review of public services) have also been finalised.

With assistance from UNDP, the Ministry of Public Service, Skills Development, Vocational Training and Labour (MIFOTRA) has successfully organised sector workshops that have fed into the drafting of the Rwandan report on “Building a Capable State” presented during the Seventh Africa Governance Forum held in Ouagadougou, Burkina Faso in October 2007.

**Monitoring and evaluation of the reform programme**
An ex-post evaluation of the current project has been carried out; its key findings are summarised here.

The intended outputs of the UNDP-supported reform interventions have been, in the main, attained. New structures consistent with revised missions have been put in place, although some fine-tuning is still needed.

Public service has been rationalised and right-sized; measures to develop, install and codify basic systems, rules and procedures have been taken; and the public service has readily bought into the global trend of using ICTs to improve its operations.

The evaluation also revealed that much more effective results could have been attained if UNDP had supported reform interventions which had been better coordinated with other donors. Furthermore, the evaluation reveals that project effectiveness could have been increased if there had been even greater involvement of all the stakeholders in project implementation.

This is because public service reform is an organisational and institutional development process, focused around change which affects people, both professionally and personally, in their day-to-day work.

**Constraints**
- Salary harmonisation continues to be one of the key challenges faced by the Ministry of Public Service, Skills Development, Vocational Training and Labour; even though the salary scale has been reviewed in general, some final touches per sector and per category are still needed.
- Capacity building: the government of Rwanda has embarked on a systematic assessment of its capacities in order to design a national capacity development strategy, but the process has proven to be difficult and lengthy due to lack of data in most sectors.

**Lessons learned**
A recent comparative study on salaries in the public and private sectors found that in general, salaries and other benefit packages are comparatively similar in both sectors, especially at the managerial level. Significant differences were however obvious in terms of management styles, career development systems, working environments and promotions. These factors continue to drain highly qualified and experienced staff from the public service to the private sector and non-governmental organisation (NGO) community.

**Community Development Project in Nyagatare District**

**Project duration**: Dec 2006–May 2009  
**Source of funds**: Italian Cooperation  
**Partners**: UNDP, MINALOC, Eastern Province, Nyagatare District, Sectors  
**Total budget**: US$ 4.4 million  
**Budget for 2007**: US$ 839,446

In cooperation with the government of Italy and the District of Nyagatare, a community development project is assisting the people of the district in their efforts to achieve the MDGs. The project, which started in 2006, focuses on addressing the development challenges of the district and seeks to contribute to the improvement of the living conditions of the rural population of Nyagatare District. This is achieved by supporting local authorities in the implementation of their development plans through targeted special interventions. Areas of particular focus include the improvement of food security, the promotion of income-generating activities and the improvement of access to and availability of drinking water. The project fits within the Rwandan government’s priorities as defined in its EDPRS. It is well integrated in the District Development Plan and is actively involved in the District Joint Action Forum. As a consequence of various formal meetings and open collaboration, the district and sector leaders are actively involved in the project implementation and monitoring.

Beneficiaries are participating actively and are providing regular bottom-up feedback. For example, the project management committee has two designated members representing the beneficiaries.

**Main achievements in 2007**
In 2007 UNDP, with financial support from the Italian government, provided administrative support to the district and sectors (sub-district administrative entities)
of Nyagatare. ICT technical support was provided, including internet connectivity for all the district headquarters, an interphone system between the 20 district offices, new information technology (IT) equipment (including 10 laptops, 4 desktops, 8 UPS and 5 printers) was provided to the district while 11 stabilisers and 14 flash disks were provided to the sectors. IT equipment were regularly maintained and/or repaired.

The project has contributed to the improvement of food security by strengthening capacities of the Farmers’ Association, and the distribution of seeds. In 2007, the following were distributed: 7 tonnes of beans, 4 tonnes of maize, 55 000 shoots of bananas, 300 000 cassava cuttings, 228 200 sweet potato cuttings, 19 550 pineapples and other fruit seeds, 75 tonnes of manure, 326 hoes, 326 pangas, 326 axes, 326 three-pronged forks, 102 wheelbarrows and 350 goats.

The project also provided agricultural kits to Cooperative de Développement Rizicole des Vallées du Mutara (CODERVAM), a farmers’ cooperative, and to 326 Rwandan returnees from Tanzania. One hundred and fifty-two tonnes of fertilisers, 380 litres of pesticide and 42 pumps were provided. This support has enabled rice farmers to increase their productivity.

Income-generating activities
The objectives were to increase and strengthen at least ten productive associations in terms of agro-forestry practice which aimed at increasing the quantity and quality of agricultural production. To achieve these objectives, 14 cooperatives were trained, along with 27 groups of farmers. A total of 1 022 participants were trained on the following topics: fertilisation, crop disease control, animal traction, agro-forestry, irrigation, seed multiplication, processing and marketing, cooperative management, beekeeping, mushroom, banana, coffee and passion fruit production.

Study tours across the country were organised for seven groups (totalling 129 participants) from specialised cooperatives in the production of passion fruit, mushrooms, bananas, coffee, seed production, agro-forestry and marketing/processing. Farmers were so interested and enthusiastic that they prepared an action plan for 2008 to put into practice newly acquired techniques.

In its support to cooperatives, the project trained 81 cooperatives in microfinance and design of micro-projects.

Basic social services: access to drinking water
Fourteen boreholes in five sectors had been drilled in 2007 and among them 12 with hand pumps. The installation of solar pumping systems was re-phased for 2008.

For each borehole, a committee of six people at the cell level was put in place for supervision. It included the executive secretary, the head of development, the head of security, the representative of the women’s council and two trustees from the community (one man and one woman). A two-day training session was organised and conducted for the 14 committees. The beneficiaries of the boreholes were sensitised in the maintenance of public infrastructure.

Support Project for Community Development in Gicumbi and Rulindo Districts

Project duration: 2004–2009
Source of funds: UNDP, Belgian Survival Fund, UNCDF
Partners: UNDP, MINALOC, NDIS and CDF
Total budget: US$ 900 000
Budget for 2007: US$ 192 700

The Support Project for Community Development in Gicumbi and Rulindo (PADC–GR) started in 2004 and is expected to end in 2009 with a total budget of US$ 900 000. Funded by UNDP, the UN Capital Development Fund (UNCDF) (US$ 2 million), the Belgian Survival Fund (US$ 3.75 million) and the government of Rwanda, more than 710 000 people across the two districts and 38 cells benefit from the project intervention.

The programme is implemented in partnership with UNDP, UNCDF, the Ministry of Local Government, Good Governance, Community Development and Social Affairs (MINALOC/National Decentralisation Implementation Secretariat) and the government’s Common Development Fund (CDF).

The objective of the project is to support local governance and sustainable development by building local infrastructure, improving service delivery, strengthening local authorities and building their capacity to accomplish their missions through efficient and trans-
parent planning, financial management and monitoring systems.

The project also seeks to improve household revenues through priority public investments, financed through CDF budget support, and to stimulate active participation in national debate on decentralisation and poverty reduction policies at provincial level.

Following territorial and administrative restructuring during 2005, the area of coverage changed from Byumba Province to the districts of Gicumbi and Rulindo in the Northern Province, but the area of operation and targeted population remained more or less the same.

**Project objectives and targets for 2007**

The project’s development objective is to reduce poverty and food insecurity among the Rwandan population in a sustainable way, with particular focus on the districts of Gicumbi and Rulindo. To attain this objective, the following strategic objectives needed to be attained by the end of 2007:

- Territorial institutions were to be strengthened and enabled to assume their roles and responsibilities related to community development, in conformity with the principles of good governance.
- Efficient and transparent systems for planning, financing, monitoring and evaluation of community development were to be defined and implemented by local governments.
- Family revenue was to be increased as a result of public investment in basic infrastructure, diversification of the local economy and efficient management measures of productive natural resources.
- The project process was to stimulate provincial and national debate related to decentralisation and poverty reduction policies.

**Main achievements in 2007**

- Support to the Joint Action Forums (JAF) for the harmonisation of the interventions in both districts was given.
- Support was provided to districts in development planning (district development plans, mid-term expenditure frameworks and annual investment plans).
- Support was also provided to the Northern Province for the institutionalisation of the district performance evaluations.
- UNDP supported MINALOC in the development of a monitoring and evaluation framework for decentralisation and local development (MINALOC/DIP).
- Labour Intensive Public Work (Haute Intensité de Main d’œuvre – HIMO) managers received technical training in renovation and maintenance of radical and progressive terraces, and in the development and management of water infrastructure.
- District agents and technicians were trained in good governance and leadership. Private sector federation members received training in savings opportunities and access to credit, as well as corporate taxation.
Training and support to villages, cells and sectors on community development planning and the identification of priorities was offered.

**Lessons learned**

Some important objectives have been achieved since the launching of the decentralisation process at the beginning of 2006. At present, it is crucial for MINALOC to continue progressing from a “stop-and-go approach” and to make it easier for donors to fulfil their commitments by better coordinating interventions from donors and stakeholders.

Devolution of power to decentralised entities and fiscal decentralisation are long-term objectives, but these should not serve as excuses to delay the implementation of the process. Local leaders learn by doing, so there is a need to give them the opportunity to do so.

As far as the Support Project for Community Development in Gicumbi and Rulindo is concerned, local investments have been executed with little delay in spite of the territorial reform and local elections. Over the coming year, with UNDP’s technical assistance and CDF oversight, the new local leaders and technicians will need to demonstrate their abilities to adequately manage this important budget support. The tender process, service providers’ supervision and pro-poor development (i.e. performance contracts linked to the attainment of the MDGs) will probably be the most challenging aspects of the project.

**Plans for 2008**

The major activities planned for 2008 are:

- Strengthening Gicumbi and Rulindo local governments in order to improve their operations and impact on poverty reduction.
- Securing the investments realised in both districts through a partnership with a local economic development agency.
- Delivering the 2008 local development fund to Gicumbi and Rulindo.
- Communicating and capitalising on the UNCDF/UNDP decentralisation and local development approach with other development partners and the government of Rwanda.
- Providing efficient and enhanced technical assistance to MINALOC and both districts.

**Devolution of power to decentralised entities and fiscal decentralisation are long-term objectives, but these should not serve as excuses to delay the implementation of the process.**
» Creating and implementing a “gender-lens” for planning and budgeting in both districts (gender-equitable local development).

Civil Society Enhancing Democratic Dialogue

The Institute of Research and Dialogue for Peace (IRDP) started working in 2001 to develop a culture of peace and democratic dialogue in Rwanda. During the first five years, IRDP supported all groups of Rwandan society at all levels (state and non-state actors, those at grassroots level and members of the diaspora) in debating the causes of the genocide and the means with which to overcome the obstacles to peace and democracy.

At the same time, IRDP conducted in-depth participatory research around the causes of conflict with the aim of feeding and encouraging the national debate. This initiative has been successful, since the participants in the process requested that IRDP maintains and strengthens this new space for dialogue. Every two years, a national group composed of 150–250 persons from all spheres of society is presented with the results of research and debate.

The group makes operational recommendations and gives orientation for future priority actions of the institute.

The project aims to support the institute in setting up permanent forums at national, provincial and local levels. The forums are in charge of organising debates around the following themes, identified by the national group: consolidating democracy and the rule of law, the fight against genocide ideology and its origins and effective mechanisms to fight against poverty.

Another project component relates to support for a mechanism of advocacy for the implementation of recommendations from previous debates and research processes conducted by IRDP in the following areas: the role of history in protracted conflicts, genocide and its consequences, democracy and ethnicity, justice, the state and rule of law and the role of poverty in conflict in Rwanda.

This advocacy work is performed by three special committees – the steering committees – composed of MPs, members of civil society and senior government officials, in collaboration with the management team of IRDP.

Development objective

The intended outcome is to integrate IRDP’s recommendations from research and debates into the national policies, laws, plans and programmes for the consolidation of peace and development of a democratic society.

Main achievements in 2007

» Ad hoc steering committees have been established to lobby for the implementation of recommendations from research and debates in the areas of legal environment, economic development, poverty reduction and education for development.
» A mechanism for democratic debate has been established: discussion fora on various questions and selected issues of national interest are held on a regular basis and at all levels (national, provincial, district and grassroots).
» Technical discussion papers have been produced to catalyse the debates at all levels.
» Audiovisual material and documentary films have been produced to accompany the process of discussion and debate in various groups.
» The capacity of IRDP through institutional and logistical support to the institute’s work has been enhanced.
» A new Peace Building Research Centre in Burundi is benefiting from IRDP’s experience through an IRDP/Interpeace partnership.

Constraints

Constraints faced by the project include:
» Lack of clear understanding of the role of steering committee members, some of whom tend to conduct additional research rather than lobby for the implementation of recommendations with relevant decision makers.
» Lack of culture of contradictory debate on sensitive issues.
» Difficulty for IRDP to ensure that participants in the process organise feedback discussions within their groups/communities and institutions of origin.
» Insufficient data to help organise debates around practical issues of local interest (e.g. data on use of contraception to feed the debate on demography).
» Engaging other similar local initiatives (civil society and other partners) in the dynamics of IRDP.

Lessons learned

IRDP work has increasing impact, starting with the participants involved in its various activities. Several MPs have confirmed using results of IRDP research and debates while analysing national documents from the executive (i.e. budget, laws and policies) to ensure that recommendations are taken into account.

On the other hand, policy documents and specific legislation (i.e. the law on establishing the commission to fight against genocide) are initiated as a result of IRDP’s work.
2 ENSURING ENVIRONMENTAL SUSTAINABILITY

Introduction

The effects of environmental degradation in Rwanda are particularly acute with respect to living conditions in rural areas and those of the urban poor. Rural households, in particular, rely strongly on natural resources as the basis for farming, energy production and housing. In addition, environmental degradation has been exacerbated severely by conflict, repeated population displacement and the clearing of natural areas for the resettlement of refugees from surrounding states since 1994. Because of this, Rwanda has entered the realm of environmental management at a critical point in time, recognising that the proper management of its natural resources is a fundamental requirement for sustainable existence in the future. It is thus the objective of UNDP Rwanda to support, aid and ensure the forward movement of environmental sustainability.

Recently, the government of Rwanda has undertaken a deep commitment towards creating legal precedence with the new Organic Law and its bolstering of institutional support for the conservation of the environment. In addition, the EDPRS clearly states the importance of mainstreaming environmental concerns into national policies. Sustainable environmental development is a cross-cutting issue that is highly prioritised by Rwanda. National policy objectives for the management and protection of environmental resources include reducing the proportion of the population dependent on agriculture, reducing the rate of disease related to environmental degradation, enhancing capacities for environmental assessment and climate change mitigation, and reducing dependency on non-renewable biomass energy.

Other initiatives include the promotion of alternative energy sources to replace the use of biomass energy, the protection of remaining natural forests by refining resettlement strategies and planning for returning refugees, and institutional capacity building and support for the sustainable management of environmental resources.

The Sustainable Livelihoods Unit at UNDP Rwanda (renamed the Environment Unit as part of the realignment of the new UNDAF and One UN pilot initiative) is engaged in support of the EDPRS. One key initiative has been the mainstreaming of environmental issues into the EDPRS and implementation of related policies in the field.

Strengthening Biodiversity Conservation Capacity in the Protected Forest Area System of Rwanda

The Volcanoes Park and Nyungwe National Park are recognised as sites of global importance for their biodiversity and endemism values. They are also seen as primary sources of tourism revenue and ecological services. These forest estates remain under threat due to the land and resource needs of a growing human population that occupies the rural landscape at an average density of 345 per km².

The Global Environment Facility project promises additional resources to assure the long-term maintenance of protected areas for their biodiversity, ecological functions, environmental services and economic benefits. This investment targets three key areas: (1) central government policies and laws, staff capacities and collaborative frameworks; (2) local district capacity to plan, co-manage and benefit from appropriate development activities on lands adjacent to protected areas (PAs); and (3) PA-adaptive management capacity to assure long-term biodiversity values through applied research, monitoring and evaluation.

The project has had an impact by improving the effectiveness with which protected areas are managed.
Forest regeneration was initiated on 2.15ha of previously burned zones (stimulating regeneration on an estimated 49.5ha). Exotic trees were eliminated from 40km of roadside within the park and high quality park forest was saved from the influence of road enlargement planned for commercial use along 35km of secondary routes within the park. In the Nyungwe National Park buffer zone, tree plantations were protected from clear-cutting and unsupervised selective harvest contracts.

The project also had a positive impact on changes in sector policies, laws and regulations to improve biodiversity conservation and sustainable use. The policy on road use and control in Nyungwe National Park was finalised by the Office of National Parks and Tourism (ORTPN) and transmitted to the Ministry of Infrastructure for approval, dissemination and implementation. The policy on park revenue-sharing with bordering sectors was approved by the ORTPN board of managers and is currently in pilot implementation.

An advisory analysis was provided to ORTPN to serve as the basis for the new policy on compensation for park wildlife impacts on neighbouring crops and people. Comments were provided for management structure and functioning of the Nyungwe National Park buffer zone and for the forestry law, which is currently being drafted.

The Protected Areas Biodiversity project (PAB) covers both Nyungwe and Volcanoes Parks and surrounding areas. It goes beyond the direct protection of biodiversity of the parks to provide new income-generation opportunities for the neighbouring communities. This lessens the need for the communities to enter the parks for survival reasons, which lessens their biodiversity.

**Main achievements in 2007**

In 2007, the capacities of institutions and key stakeholders at central, district and local levels were enhanced to manage and conserve natural resources.

For example, the draft Wildlife Act was prepared. Also, the potential for some income-generation activities such as planting of bamboo and beekeeping were investigated.

Ecosystem-services analysis is also ongoing. This information is expected to provide real value to the conserved ecosystems and to support the attraction of increased investment in biodiversity protection. The project is coordinated by REMA (Rwanda Environment Management Authority) and various activities are implemented by NGO partners.

**Lessons learned**

» The project has benefited from being housed within REMA while supporting the work of ORTPN. Ties to both institutions have allowed for multiple entry points for project action, which encourages collaboration and synergies between the two agencies.

» Action at both national and park-based levels has allowed the project to stimulate synergies among partners, and between policy and field practices.

**Partnerships**

Partners in the project include REMA and ORTPN as implementing agencies, along with the Wildlife Conservation Society, the International Gorilla Conservation Programme, the Gorilla Organisation, the Dian Fossey Gorilla Fund and Helpage Rwanda as executing partners.

**Plans for 2008**

PAB is working with other REMA programmes to harmonise support and capacity building of district environment officers who, being placed at the district level, are in key local positions to stimulate appropriate actions for environmental and park conservation. In addition to training, it will be important to support their transfer (as encouraged by REMA) to the district planning offices which will enable a transition from their current reporting line to the Ministry of Infrastructure.

**Programme to Support Centralised Waste Collection and Recycling**

*Project duration*: 2004–2008  
*Source of funds*: Multilateral Fund under the Montreal Protocol  
*Partners*: UNDP  
*Total budget*: US$ 109,958  
*Budget for 2007*: US$ 70,500  
*Implementing partners*: REMA, CFC Recovery and Recycling Centre, and CFC users

The Chlorofluorocarbon (CFC) Recovery and Recycling Centre was established in Kicukiro, Kigali last year. The primary purpose of the centre is to collect CFC and store it or purify contaminated CFC and recycle it for longer-term use. CFC leaked into the air damages the ozone layer in the atmosphere and ozone depletion causes an increased incidence of skin cancer and other diseases. It has therefore been agreed under the Montreal Protocol that CFC needs to be destroyed. The centre plays a key role in achieving this objective.

The key targets are industries that have CFC fridges and/or air conditioners. As a consequence of the activities undertaken by the centre, beneficiaries are able to treat CFC without incurring private costs. The centre’s
The operation is currently supported by UNDP and Rwanda Environment Management Authority (REMA), though plans for privatisation in 2008 are under way.

**Main achievements in 2007**
The CFC Recovery and Recycling Centre was established and is now operational. In 2007, 1.6 tonnes of CFC were either recovered or recycled. The centre is continuously contributing to the decrease of CFC.

**Lessons learned**
The amount of recovered and recycled CFC in 2007 was relatively small. This seems to be due to the fact that most of the remaining CFC was already being transferred to neighbouring countries.

Incentive measures need to be installed for contracting between the programme management unit (PMU) and the centre in order to achieve a higher level of CFC recovery and recycling.

Due to the fact that recovery of CFCs started relatively late (i.e. not in 2004 as originally planned), recycling did not seem to be the most appropriate approach. The implementing partner preferred to recover and replace it with an ozone-friendly gas. CFC is currently stockpiled, pending approval of a destruction technology by the Montreal Protocol.

**Plans for 2008**
It is anticipated that centre activities will be handed over to the private sector. Regional centres will be newly established under the Terminal Phase-out Management Plan (TPMP) project; funding has already been approved by the Multilateral Fund under the Montreal Protocol.

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**Poverty Environment Initiative, Rwanda**

*Project duration:* 2006–2009  
*Total budget:* US$ 3 082 277.60  
*Budget for 2007:* US$ 279 263.50  
*Total expenditures in 2007:* US$ 255 047.76  
*Source of funds:* UNEP, Government of Rwanda and UNDP  
*Implementing partners:* REMA, MINITERE and UNDP

The Poverty and Environment Initiative project (PEI) is committed to capacity development within key ministries and institutions to enhance their understanding and analyse linkages between poverty and the environment. It is also committed to integrating environmental issues into policymaking, planning and budgeting. The first objective aims at building the capacity of selected key ministries to work with PEI for environment mainstreaming in the context of their respective strategies and policies. These include the Ministry of Agriculture and Animal Resources (MINAGRI), the Ministry of Local Governance (MINALOC), the Ministry of Infrastructure (MININFRA), the Ministry of Finance and Economic Planning (MINECOFIN) and the Ministry of Commerce, Industry, Tourism and Cooperatives (MINICOM).

**Main achievements in 2007**
With the support of the project, the implementing partners conducted studies to generate data for the integration of the environment into the EDPRS. These included: Economic Analysis I and II, Integrated Ecosystem Assessment of Bugesera, poverty environment indicators and guidelines for mainstreaming the environment into the EDPRS.

The programme provided ongoing support to the environment and land-use management sector working group activities for the development of the EDPRS. It also provided ongoing support to the EDPRS process on integrating environment as a cross-cutting issue and as a sector: it included the development of the sector logical framework and a checklist for key sectors, as well as the drafting of the chapter to be included in the EDPRS. The project aimed at improving capacity at district level to understand and analyse links between poverty and environment and to integrate environment into development planning. It provided support to District Development Plans (DDPs) and *imihigo* (performance contracts) in integrating environmental priorities at the local levels. Phase II aimed at supporting districts mainstream the environment into DDPs as well as help them to align with the environment and land-use management strategy.

To increase awareness and more effective participation of stakeholders in environmental policy and planning processes at both district and national level, a media strategy was developed. A programme was aired on national radio (Phase I) and now a weekly programme is aired on Rwanda Television for Phase II. Printed materials were produced and distributed to all stakeholders.

In terms of its contribution to improving national funding levels for investing in environmental sustainability, the project finalised the addendum and financial work plan for PEI Phase II following the official endorsement by UNDP, UNEP and the government of Rwanda. It supported the incorporation of the environment as a key sector for programming in the UNDAF by providing inputs towards the refinement of the UNDAF monitoring and evaluation framework. It also provided support to the Rwanda Ecosystem
Rehabilitation and Poverty Eradication Programme (RERPEP) and Integrated Development Programme, both of which are national programmes with a significant focus on ecosystem rehabilitation to promote sustainable development.

In terms of capacity development for monitoring poverty and environment linkages at both national and district level, discussions were held with partners for the launching of PEI Phase II. The project recruited a project manager and national technical officer.

**Lessons learned**

- Close collaboration with the Ministry of Finance and Economic Planning is crucial to the integration of environmental priorities in national programmes, as has been evident in the formulation of the EDPRS.
- There is an urgent need to build capacity for national environmental management, particularly in the private sector, but also in national institutions of higher learning, in order to generate sufficient tools to influence policy for mainstreaming of environmental issues.
- A presentation on the pilot IEA in Bugesera which was given at the UNEP-organised Stockholm meeting on the way forward for the second Millennium Assessment (MA) acknowledged that the MA approach has the potential to provide tools that contribute significantly to effective national policy advocacy.

**Plans for 2008**

The Rwanda PEI will continue to be involved in the implementation of the EDPRS, with particular focus at the district level, including surveys to generate data for monitoring and evaluation. Immediate areas of focus are: supporting the implementation of EDPRS and DDPs; ensuring day-to-day management with specific emphasis in guiding consultant assignments and district-level implementation of environmental priorities in the EDPRS; and improving implementation of the project in collaboration with UNDP, UNEP and REMA to remain on track to achieve PEI project objectives.

**Decentralisation and Environment Management Project**

The Decentralisation and Environment Management Project (DEMP) was established to enable the Ministry of Lands, Environment, Forestry, Water and Mines (MINITERE, now MINERENA) to effectively implement environment policies and support the decentralisation and coordination of quality delivery...
of environmental services in the districts, as well as strengthen district capacity for environmental management support to sustainable livelihoods.

Key activities of the project for 2007 included the formation of environmental clubs comprising children in secondary and primary schools in all districts of the Western Province. The project also conducted training workshops for these clubs.

Another primary activity was the elaboration of several studies on environmental protection, and putting in place a monitoring mechanism that is now used by all districts. The project also commissioned a consultancy to undertake a mid-term review of the project activities since its inception and the preparation of the DEMP project proposal for the next phase.

Contracts for the rehabilitation of 50m of the Lake Kivu shoreline and distribution of cows in all five districts bordering the lake were analysed and awarded. This was followed by preparation of the tender documents for the procurement of construction materials for the local communities in the province.

**Main achievements in 2007**
The main activities achieved under the project components are outlined here.

DEMP is one of the few interventions that attempted to address environmental sustainability through capacity strengthening at all levels in a complementary way in the seven districts of the Western Province. The DEMP project facilitated the districts in contracting and supervising local enterprises to establish protection belts along the Lake Kivu shores and on the banks of main rivers and streams draining into Lake Kivu. The project, with the support of UN Volunteers, has assisted the districts in the preparation of tender documents, hiring and supervision of contractors, and provision of financial support. The activities undertaken by the contractors are: surveying and clearing the land, identifying and purchasing of planting materials, planting and tending vegetation (i.e. elephant grass, pasparum and bamboo).

Environmental competitions were held in a number of districts in order to motivate farmers to carry out sound environmental management. During 2007, a couple of prizes were awarded to the winners of competitions. These included materials to be used in environmental restoration.

A buffer zone of 50m has been demarcated in all districts in accordance with the Organic Law. The five districts which border the Lake Kivu shoreline have planned the following: 10m for natural vegetation, 20m for French Cameroon grass, 10m for agro-forestry, 5m for fruit trees and 5m for a belt of bamboos. Approximately 270km of the 335km of Lake Kivu shores have been rehabilitated.

The project also assisted in the establishment of tree nurseries for agro-forestry in Rutsiro District. Other tree nurseries for the rehabilitation of hills and the Mukura Forest were prepared in Karongi District.

**Lessons learned**
The project has demonstrated that the decentralisation of the implementation of environmental policy is possible and local entities are able to deliver if they are empowered both financially and technically.
Challenges
Most of the project activities depend on seasonal rains. During the period under review the weather was not conducive to some of the activities, and thus the completion of these activities was delayed for a couple of months. The project was initially due to close at the end of 2007, but due to unforeseen delays, UNDP extended the project until June 2008. This was in order to facilitate the establishment of a district environmental database to train district and REMA authorities in the Geographic Information Service, and to provide all districts and piloted sectors with ArcGIS software and global positioning systems to support the monitoring of the environment in the district, and produce regular environmental reports.

Global Environment Facility/the Small Grants Programme Rwanda
The GEF/SGP programme is a UNDP global programme implemented through the United Nations Office for Project Services. The mission of GEF/SGP is to support local communities’ commitment to addressing global environmental problems. This programme funds projects initiated by local NGOs and community based organisations (CBOs) aimed at environment conservation and sustainable use of natural resources, up to a maximum of US$ 50 000 per project. The GEF/SGP has supported the implementation of two additional micro-grants programmes (MGP): the MGP/NTEAP (a shared vision project of the Nile Basin Initiative) and the MGP/UNEP (a pilot micro-grants programme of UNEP in partnership with NEPAD).

GEF/SGP achievements
Fifteen projects in five different focal areas have received GEF/SGP funding and are currently operational.

Focal areas breakdown

<table>
<thead>
<tr>
<th>Focal areas</th>
<th>Number of projects</th>
<th>Grant value (US$)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Biodiversity conservation</td>
<td>1</td>
<td>147 016</td>
</tr>
<tr>
<td>2. Climate change</td>
<td>3</td>
<td>149 451</td>
</tr>
<tr>
<td>3. International waters</td>
<td>3</td>
<td>197 208</td>
</tr>
<tr>
<td>4. Persistent organic pollutants</td>
<td>4</td>
<td>49 421</td>
</tr>
<tr>
<td>5. Land degradation</td>
<td>4</td>
<td>196 860</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>15</strong></td>
<td><strong>739 956</strong></td>
</tr>
</tbody>
</table>

Three projects in biodiversity conservation supported community ecotourism to reduce pressure on the Volcano National Park by providing rainwater harvesting tanks; setting up a bamboo green belt in the Nkosi and Bikara Forest, which is a forest of great cultural importance, with the participation of a Batswa organisation; and building the capacity of more than 700 beekeepers living on the edge of the Nyungwe Forest.

Four projects designed to protect international waters supported the mechanical control of water hyacinth by fishermen in two lakes of the National Akagera Park; water hyacinth being used in the production of handicrafts by women’s associations; a recycling unit for human excreta and promotion of ecological toilets in the city of Kigali; and sustainable agriculture to protect the Mukungwa River Basin has been promoted. The Mukungwa is an important river which drains into the Nile River Basin, providing income to local communities.

Three projects under climate change supported the promotion of sustainable household biogas; a plastic recycling unit with co-financing from the Rwanda Development Bank; and briquette production from recycled city waste, which also encourages families to build adapted stoves for using the briquettes as fuel.

Four projects have promoted sustainable agro-forestry practices in farming systems by the youth; sunflower and sisal production at Mukungwa River Basin; soil fertility and restoration of mountain terraces by integrating farming methodologies including dairy farming; and rainwater harvesting systems for agriculture in Kayonza District.

One project facilitated activities against soil erosion of the Mukunguri Basin and promoted organic coffee as well as multi-annual cropping and integrated pest management practices.

Lessons learned
One of the lessons learned is always to involve other partners in the programme to increase the chances of project success, consistency and sustainability. It is important not to always be project-focused but also to pay attention to training, awareness and capacity-building of project beneficiaries. Projects should also be guided by demand as well as national priorities and programmes.

It is important not to always be project-focused but also to pay attention to training, awareness and capacity-building of project beneficiaries.
3 ECONOMIC MANAGEMENT FOR POVERTY REDUCTION

UNDP and other development partners assisted the government of Rwanda in the formulation of its second generation Poverty Reduction Strategy, the Economic Development and Poverty Reduction Strategy (EDPRS). The EDPRS sets out a number of key priorities that are vital for Rwanda’s development. These include: moving towards a knowledge-based economy; transforming the agriculture sector away from subsistence; investing in infrastructure to create a business-friendly environment; and improving the quality of life of Rwandans by monitoring population growth and enhancing rural health services.

UNDP supported the government in the design of specific projects and programmes for poverty reduction and the attainment of the MDGs by 2015. Support was provided for the follow-up of the EDPRS macroeconomic framework and medium-term expenditure framework, which are crucial for economic management, resource mobilisation and capacity building.

In 2007, UNDP commissioned the preparation of the National Human Development Report, and contributed to the preparation of the UNDAF and COD for Rwanda. The poverty reduction programme also assists in building government’s capacity for debt management and analysis.

UNDP supports the poverty reduction effort in Rwanda by strengthening the national policy formulation process, strengthening the country’s absorptive capacity for official development assistance, and by improving effectiveness and coordination of aid. The Strategic Policy Unit focuses on the first of these tasks by providing capacity support in the area of policy formulation and planning, and by providing upstream policy advice to government. As such, it plays an important role in fostering alignment behind government policies as well as in harmonisation, by facilitating the policy dialogue between donors, governments and civil society. It also participates in other activities carried out by UNDP, with an enhanced understanding of capacity building and technical cooperation issues, and in the provision of support to the definition of policies and priorities in this area, such as training and management information systems.

Integrated Support Project to the Ministry of Finance and Economic Planning

Project duration : Jan 2006–Dec 2008
Total budget : US$ 5 957 699
Total for 2007 : US$ 202 441 658
Expenditures in 2007 : US$ 205 362 996
Source of funds : UNDP, DFID, European Commission
Implementing partner : MINECOFIN

The Integrated Support project to the Ministry of Finance and Economic Planning (MINECOFIN)
aims to support the implementation of the ministry’s Strategic Development Plan and the establishment of a programme-based approach for broader support to economic governance.

In 2007, the project targeted the implementation of MINECOFIN’s strategic development plan and its expansion to adjacent institutions in view of the establishment of a programme-based approach for economic governance.

**Main achievements in 2007**

During 2007, MINECOFIN’s strategic plan activities were implemented. These included: finalisation and launch of the EDPRS, which included various sub-activities such as the formulation of and support to sector working groups, monitoring and evaluation frameworks; finalisation of the needs assessment of the sector-wide costing by a team of technical experts; support to poverty analysis through a household survey (*Enquête Intégrale des Conditions de Vie* – EICV); management of consultancies in support of sector expenditure reviews, gender and youth, unity and reconciliation mainstreaming into the EDPRS, baseline surveys, *ubuntu* analysis, EDPRS communication strategy, etc. A number of EDPRS log-frame and planning workshops were organised and fully supported.

In terms of support to capacity development, MINECOFIN, through its Integrated Support project, provided local consultants – sector working group (SWG) facilitators and EDPRS experts – on behalf of SWGs under key line ministries. These local consultants have been working within various sectors for the last one and a half years.

The roles of these SWG personnel are to facilitate their respective sectors in the preparation of the EDPRS, and also build sustainable employee capacities in their respective sectors.

In the same manner, the project supported the provision of long-term economic advisors to MINECOFIN. The economic advisors are currently supporting and building capacities in the Macroeconomic Policy and Budget Units. Also, the project supports the senior executive director of the newly established Capital Market Advisory Council (CMAC), whose mission is to establish a fully functioning and efficient securities market in Rwanda. Among other responsibilities, the senior executive director of CMAC is to set up and implement a training programme for the staff and other stakeholders.

In order to finalise the EDPRS, many initiatives were successfully undertaken throughout the year. EDPRS workshops to gather consensus and validate the work of consultants were held throughout the year. UNDP also supported SWG consultancies, cross-cutting issues like mainstreaming gender, the youth, unity and reconciliation and other social inclusion consultancies. The EDPRS costing, SWG monitoring and evaluation framework related consultancies, baseline surveys for justice and security sectors, the operationalisation of the MININFRA action plan, the EICV poverty analysis for Rwanda’s EDPRS, and the drafting, editing and translation of the EDPRS document were supported.

The EDPRS document was adopted by the cabinet on September 14 2007, and officially launched during the government of Rwanda and development partners meeting in November 2007.
Regarding the EDPRS communication strategy, a great deal has been done, including hiring a local company to design, produce and disseminate EDPRS printed materials across the country.

Harmonisation of public debt records
With a view to harmonising management of public debt, MINECOFIN signed a letter of agreement with United Nations Conference on Trade and Development (UNCTAD). The drafting of the Memorandum of Understanding between UNCTAD and MINECOFIN faced numerous impediments, therefore delaying the implementation of the project activities.

However, towards the end of 2006, a technical needs assessment was carried out in preparation for the procurement of computer equipment and Oracle training for the Debt Management and Financial Analysis System (DMFAS) system. After the adoption of the project schedule, staff members from MINECOFIN and the National Bank of Rwanda were trained on Oracle database administration and the DMFAS database was upgraded in Geneva.

The Integrated Support project procured computer-related equipment which was required to establish an electronic link between the National Bank of Rwanda and public debt team databases at MINECOFIN. The equipment was installed and the staff members from the two organisations are currently undergoing training in Oracle database, facilitated by a UNCTAD specialist.

Establishment of a medium-term macro framework and implementation of a poverty analysis macro stimulator model
Throughout the year, a consultant has been working on the macroeconomic model. As a result, the macroeconomic programme has been adjusted in line with the revised Public Investment Programme (PIP) and EDPRS objectives.

The Long Term Investment Plan (LTIP) has been updated and linked with the EDPRS to reflect SWG objectives. A training workshop on the use of the macroeconomic model and the LTIP procedures was held this year by the consultant to enhance the capacities of macroeconomic policy staff.

Development of strategic plan to increase the tax base
The Macroeconomic Unit of MINECOFIN, in conjunction with the Rwanda Revenue Authority (RRA), commissioned a study to examine the legal framework and highlight potential areas and activities that would widen the Rwandan tax base.

The final report identified specific areas in the tax laws that require amendments to seal legal loopholes in order to widen the tax base and improve revenue collection. Also identified in the report were administrative aspects that require improvement in RRA departments to improve operations and service delivery.

Establishment of Capital Market Advisory Council
The key objective is to create a market for long-term capital to supplement the money markets that currently dominate the financial market. This will provide a platform for funding long-term investment projects both in the public and private sector. Ultimately, the presence of the capital market in Rwanda will provide an avenue for integrating Rwanda's financial sector into the region's capital markets.

Since August, a major initiative, the establishment of the CMAC whose mandate is to guide this project, has been on track. The CMAC executive director was recruited by the Financial Sector Development Programme board members on August 1 2007 with the financial support of the Integrated Support project and by end October 2007, the recruitment and staffing exercise of the CMAC secretariat was achieved.

Implementation of strategy for microfinance policy
The project supported the development of a national microfinance strategy as well as follow-up measures such as the provision of equipment, human and technical requirements, training and capacity-building needs, criteria for eligibility for tax exemptions, measures to establish a guarantee fund for savings and criteria for the categorisation of microfinance institutions. The study also identified mechanisms for multi-sector coordination and monitoring activities of the microfinance initiatives such as the establishment of the National Microfinance Consultative Committee and a platform for different actors in the microfinance sector.

Enhancement of performance of MINECOFIN through strengthening capacity expertise and motivation
In order to achieve better performance of MINECOFIN through strengthening capacity, expertise and motivation of staff UNDP, on behalf of MINECOFIN through the Integrated Support project, contracted KPS Associates and KPMG East Africa to undertake process and change management and human resource management systems for MINECOFIN. Consultants began work on April 15 2007 and May 2 2007 respectively.

The objectives of the consultancies were to review the internal systems and processes, and develop improved processes to guide the workflow and ensure smooth delivery of results, while meeting the demands of its clients, as well as review human resource systems, identify key human resource issues and provide suitable recommendations to address such issues. A further objective was to develop suitable human resource systems that will boost the organisational performance.
Adoption of comprehensive staff retention strategy
The project’s target for 2007 was to recruit and finance at least eight masters degree holders and train them in relevant disciplines as part of the capacity-building process.

However, during the year, the project was able to finance the long-term training of only three masters and offer six short-term courses in the relevant disciplines.

Securement of ministry’s network and functioning
Recently, due to increased security software and hardware requirements for both the new and the existing MINECOFIN buildings, the Integrated Support project supported the procurement, acquisition and installation of two uninterruptible power supplies with all accessories and a total output power of 160kW. Other information technology (IT) items were acquired and fully installed.

Ensure consistent capacity building of budget unit staff
In order to ensure consistent capacity building of budget unit staff, the Integrated Support project supported the financing of a long-term technical advisor in the budget unit with the view to enhancing capacities of the unit’s staff.

Proper management of the project with a view to attaining stated objectives
In collaboration with development partners, MINECOFIN has been able to establish an effective and operational technical secretariat to manage the daily activities of the project under the leadership of the national director.

Throughout the year, the Belgian Technical Cooperation (BTC) has been providing the financial operational support to this secretariat. The activities supported by BTC include, among others: salaries and other operational funds, office IT equipment and office furniture.

With effect from August 2007 and with the support of capacity building, the MINECOFIN technical secretariat was able to handle all procurement-related activities. It has established an effective internal tender board committee comprising five members drawn from most beneficiary units of MINECOFIN.

Lessons learned
- Capacity building for key line ministries through local consultants, SWG facilitators and EDPRS experts who have been working for one and half years to facilitate their respective sectors in the preparation of the EDPRS and also in building sustainable employee capacity of their respective sectors, has been effective.
- Capacity building for a large ministry like the MINECOFIN requires long-term technical support through senior economic advisors.
- The transfer of project management responsibilities to the ISP–MINECOFIN, which was planned in January 2007, only started in July 2007 due to the capacity of the ISP secretariat which was insufficiently strengthened to directly manage the funds.

Support Project for the Ministry of Infrastructure in ICT Policy and e-Government

Total budget: US$ 1 011 374
Budget for 2007: US$ 350 000
Total expenses in 2007: US$ 342 941
Source of funds: UNDP Core Resources
Implementing partners: MININFRA (implementing partner); other responsible partners include Rwanda Information Technology Agency (RITA) and UNDP

The project’s objective in 2007 was to develop information and communications technology (ICT) strategic plans for government ministries (the target was six plans) and to improve rural and community access through the establishment of telecenters.

Main achievements in 2007
In accordance with the project’s targets, four ICT strategic plans were developed and validated, for the Office of the Prime Minister, the Ministry of Agriculture, the Ministry of Education and the Ministry of Infrastructure. During 2007, equipment for all twelve telecenters was procured. The equipment included 12 laptops, 180 personal computers, 24 printers, 12 scanners, 12 projectors and 12 photocopiers. In addition to the establishment of the telecenters, their physical locations were enhanced, and cabling and installation of the equipment was carried out. One workshop was organised in May 2007 aimed at discussing the role of telecenters in rural development, as well as the sustainability model for the telecenters. During the workshop, other issues such as connectivity strategies and content generation were discussed. The workshop generated new ideas and recommended the way forward for telecenter establishment in Rwanda.

Lessons learned
There should be proper planning for future programmes to avoid delay in delivery. Most of the execution for the project in 2007 was done in the latter part of the
year. There were notable delays in delivery of goods and services of the project. This was due to the procurement process and also suppliers not delivering on time.

Proper communication should be established between all project stakeholders. It is recommended that in future, the project should have a focal person or project manager, preferably at the beneficiary level. In 2007, there was no designated focal point from the government to follow up on the project.

**Plans for 2008**

The project has now operationally and financially closed. At UNDP level, the final audit of the project, scheduled for April 2008 should be done and the final audit report shared with all the project partners. The project assets should be transferred to the Rwanda Information Technology Authority (RTA) upon agreement with UNDP management and as per the recommendation of the last steering committee that convened in January 2008.

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**Support Project to the National Institute of Statistics of Rwanda**

The main objectives of the Support to the National Institute of Statistics project are to provide support to institutional capacity for coordination and quality data collection, analysis, dissemination and strengthened use at central and decentralised levels. The NISR was able to sustain the production of its regular outputs and at the same time start its quality improvement strategies for data collection and analysis.

The institute formulated its key policy and strategy frameworks for capacity building. These frameworks will serve as the basis of the 2008 planning. Initial capacity development activities were conducted in the form of training and automation of its information systems.

It was able to upgrade its facilities through the purchase of equipment and software, as well as through the development of an infrastructure improvement plan.

**Main achievements in 2007**

- The National Agriculture Survey commenced and all the preparatory activities were completed. Data collection is at completion stage for season A (September 2007–February 2008).
- The district baseline survey started and all preparatory activities were completed. The data collection for this survey has been completed in Southern and Western Provinces, and data entry done for the Southern Province.
- Four long-term international advisors were recruited and have all started their assignments at the National Institute of Statistics.
- Thirty district statisticians were recruited and have all been deployed in the districts.
- The NISR, as part of the capacity building for the entire National Security Service, has conducted several training sessions. Thirty district statisticians and 14 support staff were trained in basic statistics; 60 more statistics staff in charge of statistics within ministries and other government agencies were trained on the use of Statistical Package for the Social Sciences (SPSS) statistical software; and 75 statisticians were trained in statistical concepts.

**Lessons learned**

- The budget available for the year for the basket fund project was less than the NISR requirements; there are outstanding obligations for some services and goods from 2007 that will be financed through the 2008 budget as carried forward. In future, identification of the funding gap at the beginning of the year will help NISR avoid such situations.
- The integration of the district statisticians within the local government units was a great challenge. There have also been office space problems for the district statisticians. This has gradually been resolved; most of the district statisticians are now settled in the districts.
- The financial implications of changes/adjustments in the planned activities such as the increase in the sample of the agriculture survey, the district baseline survey that is fully funded by the basket fund and the electronic population database which was unplanned, affected the available resources for the project. Even though these were approved by the steering committee before being included in the work plan, there were no further resources added to the project. NISR was requested to try and work with the resources already allocated; this was difficult for the institute.

**Plans for 2008**

- Mobilise more resources: considering the limited funding of the basket funds available vis-à-vis the NISR priorities for the year 2008, there is an urgent need to mobilise more funds to allow NISR to overcome the short-term situation of financing the two big surveys that were started in 2007, i.e. the agriculture and district baseline surveys.
- Improvement in the work plan presentation format: future work plans should be prepared and presented to reflect what basket funds are allocated (matching available funds) and what the funding gap is. From the broader NISR plans, the project work plan
shall be extracted and prepared to include only the activities that are supported by the basket fund. This plan will be presented to the steering committee for adoption.

- Prioritisation of activities and improvements in planning including better costing and timeframes should continue. There is also a need to have more results-focused planning.
- Improve costing and budgeting to ensure accuracy and consistency through the use of cost standards.
- Performance indicators should show results and outcomes and not only activity outputs; this area has to be improved while preparing future work plans.
- Strengthen collaboration between and among the NISR and its partners.

**MINICOM Capacity Building Project**

*Project duration*: 2006–2008  
*Total budget*: US$ 54 585  
*Budget for 2007*: US$ 248 316  
*Total expenses in 2007*: US$ 248 315.54  
*Source of funds*: UNDP, Integrated Framework Trust Fund (IFTF)  
*Implementing partners*: UNDP, NISR–IP and other partners such as DFID, EC and IFTF  

The aims of the project are twofold: a) to support the ministry to finalise its strategic plan and identify capacity-building needs for both the ministry and its agencies; and b) to support the ministry in assessing the DTIS recommendations and developing projects for their implementation.

**Main achievements in 2007**

In terms of institutional capacity building for the Ministry of Commerce, Industry, Investment Promotion, Tourism and Cooperatives (MINICOM) and its agencies, a consultancy on private sector capacity building for MINICOM and related agencies was completed and its recommendations are soon to be implemented.

Another consultancy in support of developing detailed project proposals was completed. This included a consultancy to carry out a training needs assessment and a training programme for the tourism industry. This was completed and validated by stakeholders, including the Rwanda Tourism Board.

It also included technical assistance to the Rwanda Coffee Board (OCIR–Café) to build skills in marketing and extension services. A feasibility study on establishing the Rwanda Coffee Marketing Alliance was completed.

Consultancy support to Rwanda Utilities and Regulatory Agency (RURA) and RITA for monitoring competition and developing a regulatory framework for ICT services was completed.

Several activities were completed with regard to effective management of the integrated framework process. DTIS recommendations were integrated with EDPRS priorities and private sector development strategy.

An awareness-raising workshop was held on DTIS action matrix review findings and the way forward in strengthening business development centres and provincial business capacities.

The project also organised training for the National Development and Trade Policy Forum (NDTPF) on EPA’s negotiations, regional integration and WTO agreements, trade policy analysis and intensive negotiation skills, and facilitated workshops and training on standards for export facilitation. Identification of current constraints and prioritisation of activities were carried out.

The Participatory Rural Development Project for Enhanced Access to Coffee Washing Stations was developed. This is the second project to benefit from the remaining Window II IF Trust Fund endowment of US$ 450 000, which is to be implemented in 2008.

Other achievements include the development of the strategy for EPA’s engagement, the facilitation of the regional integration committee strategic plan development, and the elaboration of a project proposal on trade policy formulation and development to be funded by the European Development Fund in 2008.

In 2007, an institutional review for MINICOM was completed and a similar exercise for MINICOM agencies was partially completed. However, the implementation of recommendations of the study will need a significant amount of funds that the project does not have. Therefore only some training and courses will be carried out in 2008. The project needs to make increased funding available in order to implement all planned activities.

The integrated framework secretariat was strengthened through the provision of equipment and staff that can manage the integrated framework process more effectively and efficiently. Consultancy support was also provided; out of eight consultancies planned, four were undertaken.

**Lessons learned**

The main lesson learnt from the project is to be more realistic when planning and budgeting for project activities. Some of the consultancies spent more than what was initially budgeted for.
## Planned activities for 2008

This project will be running up to 31 March 2008 and the following activities will be implemented:

- Some of the MINICOM capacity-building study recommendations.
- Consultancy to evaluate the impact of rules of origin, revenue and trade.
- Elaboration of a five-year strategic plan.

### Support Project to the Implementation of NEPAD Programmes in Rwanda (2005–2007)

**Project duration**: 2005–2007  
**Total budget**: US$ 2 426 050  
**Budget for 2007**: US$ 343 440  
**Total expenditures in 2007**: US$ 308 333  
**Source of funds**: DFID and UNDP  
**Implementing partners**: NEPAD Secretariat Rwanda in the Office of the President (implementing partner); other responsible partners include DFID and UNDP

This New Partnership for Africa’s Development (NEPAD) support project was initiated with the main objective of addressing the capacity gaps within the NEPAD/APRM (African Peer Review Mechanism) country structures that may constrain effective implementation of NEPAD programmes in Rwanda.

### Main achievements in 2007

**Outputs**
The following were the anticipated outputs for the project in 2007:

- NEPAD projects integrated into national and sectoral programmes at the end of the project.
- The planning process of government ministries and agencies to orient their strategies to those of NEPAD.
- Rwanda National Action Plan implementation to have commenced.
- Resources will have been mobilised to facilitate the achievement of the NEPAD goals in Rwanda.

**Update/status of implementing the outputs in 2007**

- NEPAD programmes have been mainstreamed into EDPRS and sectoral strategies.
- The NEPAD programme is dynamic and the planning process of government and agencies will have to be flexible to absorb changes in NEPAD programmes.

- The support project facilitated the preparation of the Plan of Action by financing its preparation.
- There is still much effort needed to mobilise resources to finance the overall NEPAD programme and APRM Plan of Action.

### 2007 key activities accomplished

- Awareness of NEPAD programmes in Rwanda through sensitisation of stakeholders, outdoor publicity, production of promotional materials for the launch of NEPAD clubs in schools, NEPAD quarterly magazines/publications, continuous update of NEPAD Rwanda website, and airing of NEPAD programme messages on both national television and radio.
- Publication of APRM Programme of Action Implementation Progress Report.

### Challenges

Achieving the NEPAD objectives at Rwanda country level has always been at risk of being constrained by limited resources and participation of all stakeholders. By the time of closure of the project in December 2007, there were no more resources or partners. The NEPAD secretariat has developed phase two of the programme aimed at mobilising resources for NEPAD programmes in Rwanda and also at ensuring continuity.

### Lessons learned

By the time the project came to a close, the NEPAD national secretariat was still challenged with ensuring that the APRM Plan of Action was fully aligned with other national priorities, including the ongoing EDPRS process.

Also, the NEPAD national secretariat had not mobilised sufficient partners and resources to support the implementation of NEPAD programmes in Rwanda for the longer term. During the last steering committee meetings, members suggested that the secretariat try to explore opportunities regionally and investigate how more partners could be brought on board. This has been very challenging, though some progress is being made. The German Technical Cooperation Agency (GTZ) has expressed interest in supporting the APRM Plan of Action implementation. The secretariat will follow up on this.

### Plans for 2008

The NEPAD secretariat should validate the final proposal for phase two of the Support to Implementation of NEPAD Programme in Rwanda and take it forward. At UNDP level, the final audit of the project sched-
uled for March 2008 should be done and the final report shared with all the partners of the project. This project has now closed operationally and financially. The project assets should be transferred upon agreement by UNDP management and according to the recommendation of the last steering committee convened in October 2007.

Support to Implementation of Rwanda TOKTEN Volunteer Programme (2005–2007)

The aim of the Transfer of Knowledge Through Expatriate Nationals (TOKTEN) programme is to address development problems that mainly include low agricultural productivity, the poor state of infrastructure and the widespread inadequacy of social services and facilities in the field of health, education, drinking water and sanitation, environment, ICT and rural development.

The project seeks to interest Rwandans living in the diaspora to return to Rwanda to work towards the economic and social development of their homeland on the basis of voluntary short-term service in local public and private institutions.

Main achievements in 2007

Twenty-four missions were conducted in 2007 in 14 different public and private institutions.

Among national expatriate volunteers who visited Rwanda in 2007, nine out of 24 decided to remain in Rwanda permanently and continue to work with the institutions that they had returned to support. Others continued to support different institutions via email communication.

In order to promote and implement the TOKTEN programme, a website was set up. This contains details of potential consultants from which beneficiary institutions can select those who most suit their needs.

The capacity building of 14 beneficiary institutions was strengthened during 2007. These included higher learning institutions, research institutes, districts, government institutions and private sector local associations.

The supported institutions were satisfied with the support received from the programme, and requests from beneficiary institutions are increasing.

The beneficiary institutions need the TOKTEN programme to be reinforced so that they can continue to benefit from the expertise of Rwandan expatriates.

Challenges

There are difficulties in finding suitable and qualified national Rwandan expatriates to suit the beneficiary organisations’ needs. This delays the building of capacity and knowledge required in the country. The development of the website mentioned above will facilitate the identification of suitable volunteers.

Lessons learned

TOKTEN is appreciated by the recipient institutions. Many volunteers are also so keen to bring their expertise to their home country, that some of them have decided to settle in Rwanda permanently.

Plans for 2008

The project was supposed to close at the end of 2007 but it has been extended for six months, starting in January 2008. The activities planned for 2008 are the preparation of a new project support document for the second phase and the payment of the running costs of the TOKTEN secretariat.

Left: UN Volunteers participate in the building of a house for one of the vulnerable people who were displaced from 50 metres of Kivu Lake shore in a move to protect the environment.
4 AID COORDINATION

Supporting Aid Coordination, Harmonisation and Alignment in Rwanda

In response to global efforts to deliver external aid more efficiently and effectively in support of poverty reduction and the attainment of the MDGs, in 2004 the government of Rwanda, the development partners and the Office of the UN Resident Coordinator embarked on a joint support strategy to strengthen aid coordination and harmonisation in the country.

The government established its External Finance Unit (EFU) within the Ministry of Finance and Economic Planning (MINECOFIN), which is responsible for aid management and coordination. Meanwhile, six donors – Canada, the Netherlands, Sweden, Switzerland, the UK and UNDP – contributed to a basket fund administered by UNDP, for the setting up of the Aid Coordination Unit (ACU) which acts under the guidance of the UN Resident Coordinator to provide technical support and policy advice on aid coordination, harmonisation and alignment at the national level.

The project’s development objective is to improve the effect and impact of development assistance in Rwanda in support of the national priorities of poverty reduction and the international commitment to meeting the MDGs. The ACU’s work plan for the year, approved in early 2007 by the steering committee, defines four outcomes:

- Government leading the aid coordination, harmonisation and alignment process under a clear framework.
- Improved government capacity for effective aid management.
- Improved coordination and harmonisation of donor partners’ interventions.

UNDP supports poverty reduction efforts in Rwanda by strengthening the national policy formulation process and the country’s capacities to absorb Official Development Assistance (ODA), and by improving effectiveness and coordination of aid. Through the delivery of key outcomes, outputs and activities, this project has had positive results in improved aid efficiency in support of poverty reduction through:

1) Improved government capacities in the area of aid delivery and management.

2) A reduction of transaction costs for government-donor interaction resulting from:

- Efficiency savings from a reduction in duplicative activities.
- Increased delivery rates.
- Rationalisation of certain donor processes, where possible through aligning them behind government systems.

3) Increased awareness amongst government and donors of potential efficiency gains and cost savings resulting from the implementation of a harmonisation agenda.

The project supports the development of a common national vision for aid effectiveness in line with the Rome Declaration on Harmonisation (2003), the Paris Declaration on Aid Effectiveness (2005) and other international agreements, working towards the alignment of development assistance around the Poverty Reduction Strategy and MDGs. It includes the establishment of a monitoring and evaluation mechanism for aid effectiveness in Rwanda.

Over the course of the year, government and donors have engaged in dialogue around sustainable mechanisms to support a programme of work on aid effectiveness, and there is a need to ensure that this is firmly grounded within the core work of MINECOFIN. The use of a National Execution (NEX) project in 2008, which will see the ministry assuming responsibility for the day-to-day running of project activities, should facilitate this.

The project has also undertaken to provide support to the UN Resident Coordinator in his capacity as DPCG co-chair, and further consideration needs to be given to how this support can be continued in 2009 after the interim NEX project closes. This is likely to involve mainstreaming aid effectiveness/aid coordination work into the work of the Office of the UN Resident Coordinator.

Main achievements in 2007

In support of the implementation of Rwanda’s Aid Policy, the aid policy implementation workshop with officials from the local government authorities was held in July 2007.

The first meeting of the high level implementation committee was held in May 2007, chaired by the Honourable Minister of Finance and Economic Planning, in which a work plan was determined. The Aid Policy implementation workshop was held in July 2007 with officials from local government, and work on a manual of procedures for aid management is ongoing.
The DPCG meetings were held regularly and the 2007 development partners’ retreat was held in March 2007. The annual development partners meeting was held in November 2007, bringing together around 400 participants from government, private sector, civil society and development partners.

The project supported progress in the EDPRS process by facilitating the exchange of information and process management through the development partners website and the maintenance of the EDPRS web page. The project also supported the strengthening of capacities of the EFU through, among other things, the organisation of an online United Nations Institute for Training and Research training course for EFU staff on negotiation skills, a one-week training course (in Kigali) with Debt Relief International on negotiation of external aid, and day-to-day on-job technical support to EFU in bilateral and multilateral relations with donors delivered through an in-house team of technical assistants.

The project continues to support the increased involvement of the government of Rwanda in aid effectiveness initiatives at international level, with Rwanda participating in the Organisation for Economic Cooperation and Development’s Development Assistance Committee Working Party on Aid Effectiveness meeting (March 2007), and a number of other related fora.

Finally, the project contributed to enhanced capacities for data management through the development assistance database and deployment of an upgraded and much improved version of the original database. A technical team from the software provider visited Rwanda to develop a donor profile module within the development assistance database – an activity which is still ongoing at the time of writing. The project continues to support the training of development partners and government focal points, as well as the training of other key stakeholders, including directors of planning.

Recognising that aid effectiveness continues to be an emerging area of work by governments and UNDP across the world, the Aid Coordination Unit forms an active part of an international community of practitioners of aid effectiveness, and has facilitated a number of south-south exchanges and peer-learning exercises between the government of Rwanda and other developing countries.

The year 2007 saw the government of Rwanda hosting joint learning missions from the governments of Burundi, Sierra Leone and Mozambique to discuss aid policies, aid management tools and mutual accountability.

The project continues to support the running of the government of Rwanda–Development Partners website, which aims to disseminate documentation and information related to coordination activities and development aid in general. The site can be accessed at <www.devpartners.gov.rw>.
Gender is a cross-cutting development issue that the UNDP believes all unit programmes should address. Through the Gender Mainstreaming Initiative (GMI) and the Gender Action Plan, implementation projects that were funded by UNDP headquarters, the country office managed to complete its own gender audit along with other institutions; this was an initiative supported by DFID.

Following the gender audit, a country office gender mainstreaming strategy and action plan were developed. This was in line with the new UNDP structure aligned to the UN Delivering as One reform agenda, and the position of gender advisor was created. Through these initiatives, the gender theme group and the gender cluster were strengthened.

UNDP participated in the UN gender theme group activities and formed part of the shadow group that supported the Ministry of Gender and Family Promotion (MIGEPROF) to mainstream gender into the EDPRS, the basis on which the UNDAF was developed.

UNDP also funded a number of projects and initiatives for support to gender equality and women empowerment.

Through funds from the Democratic Governance Thematic Trust Fund (DGTTF), UNDP funded activities and partnered with UNIFEM to support initiatives to combat gender-based violence (GBV). A new project document to support the MIGEPROF action plan has also been elaborated. Within the framework of mainstreaming gender into other programmes, UNDP has provided support to the Women’s Parliamentarian Forum in elaboration of their strategic plan as well as assisting them to organise town hall meetings at district and provincial levels so that women MPs may meet with their constituents. UNDP also provided support to the parliamentarians in elaborating the law on GBV because until now, this kind of violence has not always been considered to be a crime.

Gender mainstreaming has been recognised by the UN as a globally accepted strategy for promoting gender equality, to ensure that all programme activity effectively takes gender equality into consideration, and that efficiency in all programmes has maximum impact. This has been established in the current UNDP corporate gender strategy and the Regional Bureau for Africa Gender Strategy.

Rwandan defence force’s campaign against gender-based violence

This programme has proved to be unprecedented and innovative. In some countries, the military are feared and act with a degree of impunity. In Rwanda, the military is disciplined, works closely with the community and is respected. When the army’s top leadership chose to present GBV as a threat to national security to its members and to communities, ex-combatants, local leaders and opinion leaders, the message was received with enthusiasm and commitment, due to the respect that the armed forces command. The positive response to the mass campaigns conducted by the defence force contributed to national authorities’ decision to include GBV as a topic of discussion in the national civic education programme, “itorero ry’Igihugu”. No longer is GBV perceived as a shameful issue affecting only women, but as a threat to the safety and security of the entire community and the nation.

The sensitisation campaign to prevent and respond to GBV has also targeted armed forces involved in foreign peacekeeping missions. Rwandan troops in Darfur have been able to initiate a programme of building and providing energy-saving cooking stoves for women. In the past, women had often been attacked and raped while walking long distances to collect firewood for cooking.

Using a powerful group like the Rwandan defence force has greatly advanced the struggle against GBV; it is attracting global attention as other countries are beginning to contact the UN Development Fund for Women, requesting further information on the programme and possible learning exchanges.
Promoting Justice and Women’s Human Rights in Rwanda

Project duration: Jan–Dec 2007
Source of funds: UNDP, DGTTF
Partners: UNDP, UNIFEM, MIGEPROF, national policies, local NGOs
Budget for 2007: US$ 320 000
Expenditures: US$ 319 625.73

The Promoting Justice and Women’s Human Rights in Rwanda project’s outcome was that legislation and policies at national level were formulated and implemented to promote women’s human rights as regards GBV, poverty and exclusion. The project was funded by the DGTTF.

This programme advanced the agenda of democratic governance in Rwanda. Through this project, the Ministry of Gender and Family Promotion was strengthened in the area of gender and women’s rights. The training for the Rwandan defence force in the area of sexual and GBV was very innovative because it targeted the military in-country, those in cadet schools, as well as those preparing to go on peace missions in Darfur.

This innovation has been appreciated by donors like DFID, who have gone on to fund the establishment of sexual and gender-based violence (SGBV) desks at the Ministry of Defence headquarters and in Rwanda’s five provinces.

Main achievements in 2007
Capacity building through training on human rights and GBV, e.g. training on the investigation, prosecution and adjudication of SGBV crimes for judges, public prosecution and police organised by the Supreme Court; training by the Rwandan defence force to ex-combatants and local leaders; training for community volunteers and gender focal points, plus training of legal aid providers on human rights and GBV.

Challenges and lessons learned
Human rights abuses and GBV remain a challenge in communities and many initiatives are still needed to improve the situation. The good news is that the government and partners are involved in different activities to address this issue, including supporting a bill and a policy on GBV.

This community-based approach has created a sense of empathy, solidarity and communal responsibility towards GBV victims, as well as cultivated a sense of security by those suffering from trauma.

No longer is GBV perceived as a shameful issue affecting women alone, but as a threat to the safety and security of the entire community, and indeed nation.

Creating a network of trained gender focal points in the public and private sector domains is critical at this time when Rwanda embarks on the implementation of its second generation PRSP (EDPRS). To monitor the commitments made to promote gender equality, advocates must be able to critically analyse policy from an “engendered” perspective and participate actively in implementation across sectors.

Below: UN staff in Rwanda participate to the celebration of International Women’s Day.
Support to the Rwandan Women’s Parliamentary Forum
The Rwandan parliament has the highest number of women MPs in the world. These women have come together to form the Forum for Women Parliamentarians (FFRP). The FFRP is a consultative mechanism for facilitating gender integration within the parliamentary activities. The forum is continuously ensuring efficiency in political, legal, social and economic development by taking into account the gender dimension. In 2007, UNDP Rwanda was one of the main RWPF/FFRP’s partners in order to implement the 2005–2009 strategic plan. The main achievements are described below.

Dialogue and exchange on gender issues in parliament, with local, national and international partners has been taking place through conferences, meetings and workshops on different themes. There has been training on gender budgeting and the application of gender-budgeting tools. A sensitisation campaign was launched on the law of the matrimonial regime, field visits were made to different constituencies, and the revision of Rwandan laws was done to identify potentially discriminatory and non-gender sensitive laws, and this triggered a number of amendments.

The first international conference under the theme “Gender, Nation Building and the Role of Parliaments” was organised in Kigali in 2007. It attracted over 400 delegates, mostly parliamentarians from all over the world and representatives from the United Nations, international organisations, the private sector and civil society.

Present at the conference was also the President of the African parliament, five representatives of regional parliaments and the European parliament. It was officially opened and closed by H.E. Paul Kagame, the President of the Republic of Rwanda, and the guest of honour was the first ever African woman elected president, H.E. Ellen Johnson Sirleaf, the President of the Republic of Liberia, as well as other representatives from the United Nations and other International Organisations. Mrs Cherie Blair, the UN Under-Secretary General and Executive Director of the United Nations Human Settlements Programme (UN-HABITAT), Ms Anne Tibaijuka, and the Director for the UNDP Regional Bureau for Africa, Gilbert Houngbo. The UNIFEM Deputy Executive Director, Mr Moez Doraid and Dr Donald Kaberuka, President of the African Development Bank were also present at the conference and addressed participants on the role women parliamentarians can play in developing their nations.

The aim of the conference was to share experiences and best practices on the role of parliaments in promoting nation building through gender equality; to build parliamentary networks and partnerships in promoting development and gender equality; to build partnerships with development partners in the area of nation building; to consolidate gains made in the previous years and develop strategies to promote gender and nation building in the next decade.

“Parliamentarians and policymakers have a critical role to play in promoting nationally owned programmes for a faster pace of socioeconomic and political transformation,” said President Kagame. “It is painfully evident that gender inequality constrains growth and poverty reduction,” he added. He stressed that the fact that the increased representation of women in decision-making positions should further demonstrate that positive change is possible.

Beyond the numbers, making a difference
“The rate of increase of the number of women in parliament has been faster in sub-Saharan Africa in the last 40 years than in any other region of the world,” said President Ellen Johnson Sirleaf. “Do not be content with numbers but reposition yourselves to tackle the unfinished business of our struggle. It will be wise for us all to remain eternally focused and determined so that we can maximise our successes in the struggle for achieving gender parity. This is imperative because notwithstanding all of the achievements thus far, there is indeed no guarantee for actualising and sustaining the dreams of increased women’s participation in the body politik and rebirth of our nations,” added President Sirleaf.

The President of Liberia praised the Rwandan Women’s Parliamentary Forum for serving as a forum for the free exchange of ideas and opinions, for research and the development of strategies that aim at prioritising gender integration in all national policies. “The forum provides a model and an example for Africa,” revealed Ellen J. Sirleaf.

Gilbert Houngbo, Director for the UNDP Regional Bureau for Africa, recognised the positive change in promoting gender empowerment since the 1995 Fourth World Conference on the Status of Women. The world has to ensure that democracy works for all and thus focus on achieving the ultimate goal of human-centered development. “With regard to women’s participation in parliament, we have seen that the larger the democratic framework and level of democratisation of a country, the greater the impact on women’s political participation by creating more space to accommodate their contribution,” said Houngbo.
Budget for 2007: US$ 1 201 438
Total expenditures in 2007: US$ 1 166 500
Source of funds: UNDP TRAC, BDP, African Development Bank (ADB)
Partners: CNLS, CDLS, umbrella organisations, Civil Society Organisations (CSOs), UN HIV Theme Group, BDP, ADB

In 2007, UNDP Rwanda’s programme emphasised support to developing capacities at national, local and individual levels to effectively elaborate programmes and action plans for combating HIV and AIDS.

Building on previous achievements, UNDP has continued its support to the National AIDS Control Commission (CNLS) in terms of capacity building to ensure effective policy development and dissemination. This support enables the commission to define policy, manage programmes and formulate clear strategies for the coordination of the national response to HIV and AIDS at national and decentralised levels. UNDP support to the national HIV response has been done mainly through three projects.

Capacity building for strengthening the national HIV response
The project objective was to build the capacity for the implementation and coordination of the multisectoral plan, build structures and capacities both at the national and local levels for coordination of HIV activities, mitigate social economic factors of HIV and integrate HIV into planning tools.

In 2007, the project had a total expenditure amount of US$ 449 753.

ADB HIV support to the national multisectoral plan
This project was formulated as a support to the government of Rwanda’s efforts to mitigate the socioeconomic impact of HIV and AIDS in selected communities.

The project objectives were to reinforce institutional and structural capacities of coordinating institutions and support the implementation of the National Multisectoral Plan of supporters to CNLS, NGOs and community and faith-based associations. In 2007, the project had a total expenditure of US$ 716 747.

The initiative to integrate HIV into the EDPRS was a joint UNAIDS/World Bank project aimed at mainstreaming HIV in PRSPs.

Below: UNDP staff’s dependants being trained on HIV prevention and on fighting stigma and discrimination related to HIV and AIDS.
Main achievements in 2007

Selected districts and umbrella organisations were supported to acquire equipment such as computers, printers, copiers and special equipment for disabled people.

In order to mitigate the socioeconomic impact of HIV and AIDS, associations of people living with HIV and AIDS were supported with income-generating activities through grants for micro-projects.

Institutional support was provided to CNLS as well as technical assistance in the area of planning, monitoring and evaluation of HIV interventions at district level.

Challenges and lessons learned

The identification of HIV actions for the EDPRS proved to be challenging for the different sectors. Implementation, monitoring and evaluation, and reporting might pose an ever greater challenge. There is a need to align the HIV National Strategic Plan (2005–2009) to the newly finalised EDPRS.

HIV activities by the different sectors and ministries and district development plans will have to be reflected in the budgets and monitoring and evaluation tools that will be developed. Capacity building for district AIDS control committees continues to be a key component of UNDP support to the national HIV response.

Good partnerships were built between the different stakeholders in the HIV area and all sectors of the EDPRS. There was positive collaboration between CNLS, CDLS, umbrella organisations and other CSOs. Partnerships have been strengthened with the African Development Bank, the UNAIDS secretariat and other UNAIDS co-sponsors, as well as the UN volunteer programme.

Plans for 2008

Besides the ongoing ADB-funded project of Support to the National Multisectoral Plan, a new project, building on the foundation of the closing project, has been developed, i.e. Capacity Building for a Coordinated Decentralised HIV Response, which has a strong emphasis on the decentralisation of the HIV response through support to CDLS. The new project also supports the implementation, monitoring and evaluation of HIV actions identified in the EDPRS.

Capacity building for district AIDS control committees continues to be a key component of UNDP support to the national HIV response.

Below: M. Michel Sidibe, UNAIDS Deputy Executive Director, and Dr Agnes Binagwaho, Executive Secretary of CNLS, visit AVVAIS, an association that has received support from UNDP.
In 2007, 67 UN Volunteers (UNVs), 22% of them female, were assigned to UN and government agencies in Rwanda (26 national, 19 international and 22 from the diaspora). They contributed to their host agencies’ delivery in the following positions: associate logistics officer; associate programme officer; coordination, monitoring and evaluation technical assistant; database manager; energy adviser; environment specialist; field officer; IT/database manager; logistics officer; doctor; nutrition programme assistant; protection officer; report officer and statistics manager, ICT. Under the TOKTEN programme, 22 diaspora volunteers came for short assignments (between one and three months) in various fields, including education, ICT and the media.

**Anticipated programmes**

In partnership with UNFPA and with the strong support and interest of the Ministry of Youth, Sports and Culture (MIJESPOC), a consultancy mission for the formulation of a joint project aligned with the UN COD was carried out. The programme will assist with the creation of youth friendly centres in the 30 districts of Rwanda. These centres will be a mechanism for youth development and empowerment and will introduce volunteer-related activities in the services provided to youths.

**UNV’s contribution to UNDP practice areas**

**Capacity building for environmental management**

Pilot activities were supported by the Decentralised Environmental Management Project (DEMP), co-funded by the Netherlands government. Five national UNV environment specialists were recruited to support this project.

**Strengthening national capacity to respond to HIV and AIDS and mitigate its socioeconomic impact**

Building on previous achievements, UNDP has continued its institutional support of the National AIDS Commission (CNLS) in terms of capacity building, to ensure effective policy development and dissemination. This enables the commission to define policy, manage programmes and formulate clear strategies for the coordination of the national response to HIV and AIDS at national and decentralised levels. A total of 17 national UNVs are working for this programme in the areas of planning, monitoring and evaluation.

**Celebrating Volunteerism in Rwanda**

On November 24, a solidarity weekend in Nyamacheke District was held to help some people who have been relocated from the Kivu Lake border in line with the new Rwandan environment policy.

The last International Volunteers’ Day (5 December 2007) was celebrated by the UNV country team in coordination with UNDP, the government, Ligue des organisations des volontaires du Rwanda (LOV-RWANDA), VSO, Korean International Cooperation Agency (KOICA), Japan International Cooperation Agency (JICA), various NGOs and the UN agencies. The theme was “Tradition and volunteering in Rwanda”. The day was marked by a conference and street exhibition.

**UN Volunteers by host agency in Rwanda (2007)**

![UN Volunteers by host agency in Rwanda (2007)](image)

Right: Volunteering for development. UN Volunteers serving in Rwanda.
**Support Project to MININFRA for Formulation of an Urban Development Policy**

The Support to the Ministry of Infrastructure for the Formulation of a National Urban Development Policy project was signed on August 5, 2005 between the government of Rwanda, UNDP and UN-HABITAT.

This US$ 346,500 project was to run for two years and consists of two major components:

- Part 1: Formulation of a national urban development policy.
- Part 2: Capacity building of central and decentralised institutions responsible for urban planning and habitat sectors.

At the end of 2006, the government made a formal request asking UNDP to extend the project for another two years (2007–2008) in order to complete the project.

**Main achievements in 2007**

**Preparation of bill on urban planning and housing in Rwanda**

The existence of several texts regulating the same matter makes them difficult to use or consult and, in any case, does not permit an understanding of the subject in its entirety. Furthermore, there were some aspects not covered by any text, while others needed to be more precise. Moreover, most of the texts which urban and housing depend on having undergone deep reforms so that the new legislation on urban planning and construction takes into account these developments.

**Preparation of draft decrees for the application of the bill on urban planning and housing**

The draft decrees are justified by the enactment of a new law on urban planning and housing. It has just replaced a series of disparate laws, mainly the Decree Law No 4/81 of January 29, 1981 related to urban and land management and the decree of August 1983 on the sale and rental of state-owned properties as amended to date. These draft decrees also express the evolution of territorial administration in Rwanda. Not only have the names of territories changed, but the division of competencies has been amended, particularly with the process of decentralisation which leaves broader powers to the territorial entities that are now decentralised districts, and the city of Kigali.

**Elaboration of a project to improve shanty areas in secondary towns in the Western Province (Rusizi, Karongi and Rubavu)**

The project’s objective is to improve the shanty areas of Rusizi, Karongi and Rubavu to support the fight against poverty and to aid development by equipping households with basic infrastructure, ensuring tenure of residential households, strengthening the capacity of districts in urban planning and finally supporting the MININFRA in its organisational reform.

**Training of technicians and district administrations**

In the framework of reinforcing the institutional capacities of centralised and decentralised services, the first phase of the training was carried out over 20 days. During the first phase, 22 technicians in charge of urban planning were trained for ten days while 26 directors in charge of urban planning and infrastructure were also trained for ten days.

**Provision of computer equipment to district**

Based on the computer equipment needs expressed by heads of departments in charge of urban planning in districts during field visits, the project provided 20 computers and accessories, in addition to the 20 computers provided in 2006.

**Lessons learned**

Due to insufficient resources, it was difficult to implement all activities within the planned timeframe. Also, because this was not a full-time project, the monitoring of project activities was complex.
In general, 2007 was a good year. The partnership between UNDP, the government of Rwanda, donors, and civil society evolved positively. The programming for the One UN “Delivering as One” pilot project was one of the positive highlights. The government assumed its leadership role and the UN system collaboratively engaged in the process which culminated in the finalisation of the Common Operational Document. The annual work plans reflecting the key engagements of the UN system in support of the government’s programmes were also prepared in a collaborative manner.

UNDP played an important role in the One UN process. It provided support as required to the resident coordinator system. It also set up all the necessary instruments as administrative agent on behalf of the UN system to receive and administer funds for the One UN project.

The Country Office, as reflected in this report, ensured that all its programmes were tailored to fit in the Common Operational Document, further enhancing the implementation of the common UN system programme. In doing so, UNDP also implemented programmes which support key government development programmes, as reflected in the Vision 2020 Umurenge and the Economic Recovery and Poverty Reduction Strategy.

UNDP hopes to further strengthen its partnerships in the coming year, whilst engaging donors, civil society and government to improve on the efficacy and efficiency of its programmes in support of Rwanda’s development priorities.

Below: UNDP staff at a retreat in March 2007.
10 FACTS AND FIGURES 2007

Expenditures by area of support in 2007 (US$)

<table>
<thead>
<tr>
<th>Area of Support</th>
<th>Expenditures</th>
</tr>
</thead>
<tbody>
<tr>
<td>HIV/AIDS</td>
<td>1,663,677.21</td>
</tr>
<tr>
<td>Aid coordination</td>
<td>539,037.81</td>
</tr>
<tr>
<td>Governance</td>
<td>3,907,331.55</td>
</tr>
<tr>
<td>Gender</td>
<td>368,960.70</td>
</tr>
<tr>
<td>Poverty reduction</td>
<td>7,623,310.44</td>
</tr>
<tr>
<td>Environment</td>
<td>1,802,324.55</td>
</tr>
<tr>
<td>Justice and human rights</td>
<td>1,274,183.48</td>
</tr>
<tr>
<td>Other</td>
<td>299,377.72</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>17,478,203.46</strong></td>
</tr>
</tbody>
</table>

2007 Programme expenditures by source of fund (US$)

<table>
<thead>
<tr>
<th>Source of Fund</th>
<th>Expenditures</th>
</tr>
</thead>
<tbody>
<tr>
<td>UNDP core resources</td>
<td>5,595,519.63</td>
</tr>
<tr>
<td>Programme cost sharing</td>
<td>10,397,686.24</td>
</tr>
<tr>
<td>Trust funds</td>
<td>1,511,999.53</td>
</tr>
<tr>
<td><strong>Total expenses</strong></td>
<td><strong>17,505,205.40</strong></td>
</tr>
</tbody>
</table>

Ratio of budget to expenditures for 2007

- Expenditures: 17,478,203.46
- Budget: 17,505,205.40

2007 Expenditures by area of support

- HIV/AIDS
- Aid coordination
- Governance
- Poverty reduction
- Environment
- Justice and human rights
- Other
- Total

2007 Expenditures by source of fund

- UNDP core resources
- Programme cost sharing
- Trust funds
- Total expenses