



# UNDP RWANDA

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## ANNUAL REPORT 2006



**UNITED NATIONS DEVELOPMENT PROGRAMME**

UNDP is the UN's global development network, advocating for change and connecting countries to knowledge, experience and resources to help people build a better life. We are on the ground in 166 countries, working with them on their own solutions to global and national development challenges. As they develop local capacity, they draw on the people of UNDP and our wide range of partners.



**The UNDP Rwanda team.**

In Rwanda, UNDP is an effective partner of the people of Rwanda in the accomplishment of national priorities and the Millennium Development Goals through strengthening national capacities and governance for sustainable development.

## UNITED NATIONS DEVELOPMENT PROGRAMME

# RWANDA

## ANNUAL REPORT 2006

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## FOREWORD

As Rwanda completes the Economic Development and Poverty Reduction Strategy (EDPRS) expected to start implementation in 2007, the Government of Rwanda appreciates its fruitful partnership with its development partners. This collaboration has enabled us to achieve significant milestones in the development of the country.

As a key development partner, the United Nations Development Programme (UNDP) has contributed significantly in 2006 to furthering the country's development Vision 2020 and, particularly, to the preparation of the EDPRS. UNDP participated fully in all the sector working groups in the preparation of this policy document.

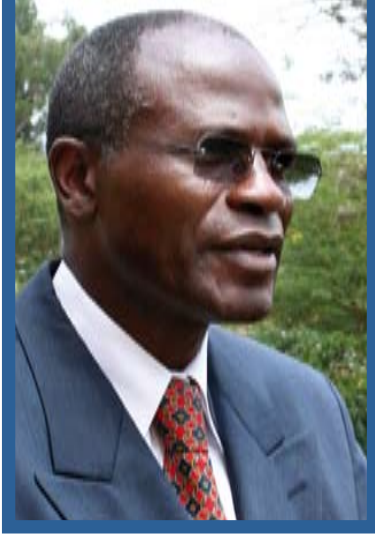
Critical support was provided in the areas of democratic governance, including justice, the legislature, parliament, elections, local governance and decentralization, public service reform, unity and reconciliation, and human rights. The successful hosting of the 6th Africa Governance Forum in May 2006, with UNDP support, reinforced the Government's commitment to the principles of NEPAD and the African Peer Review Mechanism, bringing together African leaders and partners to debate governance issues of importance to Africa.

Support was also provided in the area of economic management for poverty reduction as well as in cross cutting areas, with particular emphasis on the protection of the environment and biodiversity, the use of ICT as a development tool and the fight against HIV and AIDS. Support to the forum of women parliamentarians as they implement their strategic plan has been appreciated, and the general support given to support the gender agenda, including enhancing protection against gender based violence, was crucial. UNDP has positioned itself as a key partner in the area of capacity development for pro-poor growth. All this support has contributed to the development successes Rwanda has recorded in 2006 and at the same time contributed to the attainment of both national and corporate development objectives, including the Vision 2020 and the Millennium Development Goals (MDGs).

The Government of Rwanda recognizes the role played by the Office of the Resident Coordinator and the External Finance Unit in facilitating the coordination, harmonization and effectiveness of aid flow in Rwanda. I am confident that this collaboration will remain and even grow stronger, particularly in the One UN framework.

A handwritten signature in black ink, appearing to read 'James Musoni'. The signature is fluid and cursive, with a long horizontal stroke at the end.

*James Musoni*  
*Minister of Finance and Economic Planning*



# INTRODUCTION

The United Nations Development Programme (UNDP) Rwanda Country Cooperation Framework (CCF) 2002-2006 hinges on two strategic objectives: promotion and consolidation of good governance and economic management for poverty eradication, within the context of Rwanda's transition from emergency response to long-term sustainable development. These objectives will be supported by cross-cutting issues of gender, HIV/AIDS, environment protection and the promotion of science and technology, particularly information and communication technologies (ICT). This approach is in accordance with the United Nations Development Assistance Framework (UNDAF) and is fully aligned with Rwanda's own development strategies, as reflected in its Vision 2020 and the Poverty Reduction Strategy Paper (PRSP).

In the year under review, being the concluding year for the CCF, it is time to take stock of progress made and lessons learnt in the past five years of supporting Rwanda on the route to recovery and development, in the aftermath of the devastation of the 1994 genocide. UNDP is committed to accompanying Rwanda in its development initiatives, keeping in mind the principles of new aid modalities: ownership, alignment with the country's priorities, harmonisation, managing for results, and mutual accountability.

Rwanda's long-term development challenges include the need to consolidate achievements in good governance in all sectors; entrench the rule of law, justice, unity and reconciliation of Rwandans; plan for growth and poverty eradication; maintain macro-economic stability; and develop the necessary capacity to deliver on the set development agenda. More specifically, the country faces constraints related to the high rates of population growth; the limited availability and affordability of energy; as well as limited capacity, particularly in the areas of science and technology and research. In spite of the government's determined efforts and clear vision, development indicators remain low, due to the devastation of the genocide and its impact on the economic and social fabric of the nation.

In the past few years, however, Rwanda has registered commendable progress in major areas of development. Considerable progress has been made in the sector of governance, rule of law and reconciliation. The country is to be commended for being one of the first three countries to complete the African Peer Review Mechanism (APRM) and to mainstream the APRM plan of action into the Economic Development and Poverty Reduction Strategy (EDPRS), now under preparation. The ongoing decentralisation programme and public sector reform will provide a strong framework for the delivery of quality services to the citizens, and will open the way for people's full participation in their own governance, development planning and implementation.

During the year under review, there has been an unprecedented intensity of activities by the Government of Rwanda (GoR) to consolidate achievements in good governance and economic management for poverty eradication.

*"...it is time to take stock of progress made and lessons learnt in the past five years of supporting Rwanda on the route to recovery and development"*

*“Considerable progress has been made in the development of the second-generation poverty reduction strategy”*

Considerable progress has been made in the development of the second-generation poverty reduction strategy, the EDPRS, 2007-2012. Its preparation has been marked by a high degree of national ownership and inclusiveness, and will focus on productivity-enhancing interventions and consolidation of good governance and social service delivery.

The decentralisation and local government reform witnessed the setting up of new administrative structures, municipal and local government elections, and the signing of performance contracts between the local authorities and the Office of the President. In public service reform, activities centred mainly on reintegration of retrenched civil servants in other sectors of the economy. parliament, the judiciary and other governance institutions continued building their capacity for effective representation and service delivery to the people.

UNDP support for Rwanda during 2006 revolved around the two principles set out in the CCF, namely promotion and consolidation of good governance and economic management for poverty eradication, supported by cross-cutting issues of gender, environment protection, justice and HIV/AIDS, with the highlights summarised below.

UNDP is playing a key role in the preparation of the EDPRS, in collaboration with the Government of Rwanda and other development partners. It has deployed people in all the sector working groups and provides material and other support to the process.

Support to Rwanda's special initiatives for poverty reduction and promotion of good governance include, among other things, community development projects and strategic policy and planning support to the Supreme Court, parliament, and the ministries of Justice and Finance and Economic Planning.

In a combined good governance for poverty reduction initiative, UNDP support enabled the Forum for Rwanda Women Parliamentary Forum to develop and pass a bill in parliament on protection against Gender-Based Violence (GBV).

The launching of a US \$ 5.4 million UNDP/Global Environment Fund (GEF) project for the conservation of the biodiversity of mountain forest protected areas is part of a larger programme worth US \$ 13.4 million. This programme will be supported by various partners including GEF, UNDP, the Government of Rwanda and various non-governmental organisations (NGOs).

In support of the New Partnership for Africa's Development (NEPAD) programmes in Rwanda, a highly successful African Governance Forum (AGF VI), was organised in May 2006 and brought together some 300 participants from 32 African countries.

In the aid coordination and effectiveness area, the development and adoption of the National Aid Policy and the first sector-wide approach programme in the education sector deserve particular mention.

The 2006 Development Partners' Conference with the theme “Long-term investment for economic growth and poverty reduction” reflects Rwanda's definite move from the recovery phase to long-term social and economic development.

Rwanda's progress in delivering on its development agenda is underpinned by strong political commitment and clear vision. Continued open and frank dialogue will further strengthen its partnerships with development partners. Development challenges persist, however, and if Rwanda is to meet the target set in the Millennium Development Goals (MDGs) and its own long-term objectives, then significant scaling-up of development aid will be necessary.

*Moustapha Soumaré*

*UNDP Resident Representative and UN Resident Coordinator*



# SUPPORT AREAS

## PROMOTING AND CONSOLIDATING DEMOCRATIC GOVERNANCE

### Reinforcing parliament for effective citizens' representation

A well-functioning parliament is a prerequisite for sustainable socio-economic development and poverty eradication. It confers legitimacy to state rule as the key institution representing the citizens' interests by ensuring checks and balances on the other branches of government.

During 2006, UNDP Rwanda's support to the two chambers of parliament (the Chamber of Deputies and Senate) sought to reinforce their capacity to provide effective representation of citizens through closer consultation with constituents and enhanced capacity for oversight of government action.

#### *Capacity building*

UNDP supported parliament to develop a five-year (2005-2010) strategic plan, and financed a training needs assessment for both chambers. Technical staff were trained in parliament's role in the control of government business and in ICT, and 50 computers and accessories were provided. A procedure manual was produced for the senate, and the House Budget Commission was assisted in its macro-economic budget analysis. UNDP support enabled members of parliament (MPs) and senators to carry out extensive consultative meetings with constituents at grassroots level, and also to transcribe and record a backlog of plenary sessions from 2001.

#### *Inter-parliamentary dialogue and international cooperation*

AMANI's Rwanda chapter organised a very successful regional workshop on "the role of members of parliament in the reconciliation process". Rwandan MPs made exchange visits to the Tunisian parliament, while members of the Forum of Rwanda Women Parliamentarians (FFRP) visited the National Council of Women in Beijing, China. Preparatory activities for the establishment of the Great Lakes Regional Inter-Parliamentary Forum secretariat were initiated.

#### *Strengthening women leadership capacities: support to the FFRP*

An outstanding characteristic of the Rwandan parliament is that 48.8% of its members are women, which puts Rwanda in the number-one position worldwide in terms of women's representation in parliament.

In order to consolidate achievements such as these, UNDP Rwanda allocated US\$ 250 000 Target for Resource Assignment from the Core (TRAC) funds

**Rwandan parliamentarians at a recent meeting organized by the Forum of Rwandan Women Parliamentarians (FFRP).**



*“An outstanding characteristic of Rwanda’s parliament is that 48.8% of its members are women”*

to support the FFRP in mainstreaming gender into the parliamentary structure, and to prepare and adopt laws promoting gender equality and equity.

The technical, logistical and financial assistance provided through this project simultaneously served to strengthen the capacity of parliament to draft legislation, improve communication between members of parliament and their constituents, and initiate and pass important legislation for the protection of human rights.

FFRP drafted and tabled a gender-based violence (GBV) bill which was passed in parliament by general consensus on 3 August 2006. Preparation for this bill included consultations at grassroots level in 22 districts by deputies and senators, to discuss the proposed bill with women and civil society representatives. Following this, a national conference was organised in Kigali through which the content of the draft bill was discussed with all stakeholders. Experience in drafting and adopting GBV legislation in other countries was sought, and research was carried out to define existing gaps in legislation. The bill has been proposed as an organic law and will serve to provide the legal framework for protecting women’s rights and fostering an environment conducive to the eradication of poverty.

Three FFRP MPs and senators visited the National Women’s Council in Beijing, with financial assistance from UNDP. This study trip increased the effectiveness of FFRP international partnership in gender-sensitive poverty reduction.

UNDP supported the organisation of the FFRP’s 10th anniversary celebrations which were used to publicise nationwide achievements of parliament, and of FFRP in particular, in favour of women and poverty reduction. A documentary film and spot were produced, highlighting FFRP achievements, notably the impact of its activities on poverty reduction.

On the occasion of its 10th anniversary, on 22-23 February 2007, UNDP and other partners provided financial and technical support for parliament to host a major international conference on “the role of parliaments in ending gender-based violence and poverty”. This conference was expected to bring together some 400 participants from several countries, including MPs, representatives of international organisations, women leaders, specialists, university scholars and researchers, as well as members of civil society, and to further reinforce the Rwandan parliament’s international partnerships.

### *Challenges*

Because of limited expertise in legislative analysis and drafting in parliament, most bills are initiated by the executive. MPs also lack technical support and staff to assist them in carrying out their duties and this leads to limited government oversight and low capacity to collect and analyse information.

Limited financial resources and an overbearing legislative workload limit MPs’ contact with their constituents. As a result, parliamentary proceedings and their wider implications are not well understood by citizens. Inadequate infrastructure and material resources are also a constraint.

### *Way forward*

UNDP Rwanda’s support to parliament in 2007 will focus on putting into effect the parliament’s five-year strategic plan and the FFRP action plan, developing the public outreach strategy and campaign, and implementing the ICT action plan. Future support will pay particular attention to reducing capacity gaps both at individual and institutional levels.

## **Ensuring sustainable and democratic electoral systems and processes**

The mission of the Rwanda National Electoral Commission is to contribute to good governance and democracy through the organisation of free, transparent and fair elections that allow the people to choose leaders who will assist them in realising their development goals.



UNDP's support to the commission during 2006 focused on reinforcing its institutional capacity and ensuring successful local and municipal elections. In close collaboration with the United Kingdom's Department for International Development (DFID) and the commission itself, UNDP mobilised cost-sharing resources up to US \$ 869 565, in addition to a TRAC allocation of US \$ 300 000.

During 2006, municipal and local authority elections were successfully carried out at cell, sector, district and Kigali city levels, in line with the restructured administrative entities. Elections for specialised structures, namely the National Youth Council and the National Women's Council, as well as those for *Gacaca* courts and mediators (*abunzi*) were equally successfully organised. The underlying purpose of these elections was to strengthen administration at community level, enhance social cohesion, and consolidate the vision of good governance adopted by the Government of Rwanda.

Other support included building capacity in the electoral process through training of electoral officials to ensure free and transparent elections; civic education programmes, especially for women and youths; voter education campaigns in the media; and the design of a civic education manual. Training materials on monitoring techniques and exams for local election officials were also developed.

#### *Strengthening institutional capacity*

The electoral commission received support in reviewing existing legislation and identifying legislative gaps in the electoral code, the drafting of which was initiated in collaboration with Swiss Cooperation. Commission officials were also trained in data processing (using Oracle 9i database software).

The final evaluation report for the 2006 municipal and local government elections was completed and the UNDP facilitated technical assistance where necessary. Future programmes will focus on drawing up the 2007-2010 strategic plan, developing a new unified electoral code, and mainstreaming civic education programmes in all the sectors.

**Gacaca judges in Kacyiru during a hearing.**

### **Community development and local governance**

#### *Community Development Support Project for Gichumbi and Rulindo districts*

This is a joint UNCDF (United Nations Capital Development Fund), Belgian Survival Fund (BSF) and UNDP project that started in 2004 in what was then the Byumba Province. 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 mission through efficient and transparent planning, financial management and monitoring systems.

The project also seeks to improve household revenues through priority public investments, financed through Community Development Fund (CDF) budget support, and to stimulate active participation in national debate on the 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.

### *Progress in 2006*

In order to adapt the project to the new territorial and administrative configuration, the project document was amended and endorsed. The two new districts received technical assistance in preparing the performance contracts they signed with the president of the republic, and were also assisted in updating their district development plans, mid-term expenditure framework (MTEF) and annual plans and budgets, and in defining 2006 local development priorities and selecting micro-projects. Baseline studies on the socio-economic environment, capacity requirements and the potential for revenue generation of both districts were carried out. Proposals for adapting the project to the new territorial and administrative environment were prepared by an international consultant.

Capacity building, including training in monitoring and evaluation, financial management, governance and procurement were carried out in both districts. Further training in decentralisation, governance and community development was carried out at district level, and project staff were trained on the use of management information systems (MIS) by an international expert. The new sectors and cells within the districts were provided with equipment. The CDF disbursed the US \$ 380 000 Local Development Funds (LDF) scheduled for 2005, which had been delayed by the territorial reform; and the districts prepared the 2006 LDF documents with assistance from the CDF and project team. The US \$ 1 039 000 LDF for identified activities were disbursed. The project underwent two mid-term reviews, one by UNCDF and another by BSF.

Much work is still required to develop tools to plan and monitor local development based on MDG indicators. More effort will be needed to appropriately position UNCDF and UNDP in the new decentralisation strategic framework, in line with the new aid modalities and local government funding mechanisms which are being discussed, and to integrate local development and governance in the new UNDAF. Potential partnership with key donors should be followed up in coordination with UNCDF.

### **Project budget and partnership**

<b>Partners</b>	<b>Global funding (US\$) 2004-2009</b>
Belgian Survival Fund	3 750 000
UNCDF	2 000 000
UNDP	900 000
GoR	600 000
<b>Total</b>	<b>7 250 000</b>

### **Local Public Investments (through CDF – included in project budget)**

<b>Partners</b>	<b>CDF allocations (US\$) 2004-2009</b>
BSF	3 106 395
UNCDF	1 304 605
<b>Total</b>	<b>4 411 000</b>

### *Support to the Eastern Province*

A community development support project in the Eastern Province, worth 2 379 830 euros, was launched mid-year, with the aim of improving the living conditions of the rural population of Nyagatare District, and helping the local authorities to implement their development plans. Targeted special interventions for improving food security, promoting income-generating activities and enhancing sustainable availability and access to drinking water will form the core of this project.

The main partner in this project is the Italian government. Procurement for project equipment is underway. While awaiting recruitment of project personnel, the UNDP project officer is carrying out project planning for 2006-2007 in collaboration with local authorities.

### *Micro-finance*

In the area of micro-finance, the government recently finalised the National Micro-finance Policy. Within this framework, an exploratory mission was carried out by UNCDF Regional Centre in order to prepare management arrangements and set up partnerships and key priorities. Partnerships will be built with UNDP and key national stakeholders, and it will be critical to build micro-finance into the new UNDAF. This will be a critical instrument for community development and improvement of livelihoods.

### **Decentralisation: taking governance to the people**

The decentralisation programme in Rwanda started in 2000, and UNDP has played a key role in supporting the government in carrying out the process. Support provided focuses on developing institutional capacity for implementation of decentralisation, designing and setting up the new administrative structures and management systems in order to maximise the effectiveness of local government revenue generation and collection, accountability and transparency. Emphasis has been put on preparing long-term planning tools following the territorial administrative reform and the launching of the second phase of the decentralisation process. The total budget support to the Ministry of Local Government, Good Governance, Community Development and Social Services (MINALOC) in 2006 amounted to US \$ 427 689.

Activities during 2006 centred on a review of the legal and policy framework in line with the second phase of decentralisation. All laws and decrees relating to the functions and duties of mayors and district councils, as well as those relating to the demarcation of districts and sectors, have been reviewed according to the new phase of the reform.

### *Sector-wide coordination*

The first meeting of the National Decentralisation Steering Committee (NDSC) took place in May 2006 and brought together all service-oriented ministries, representatives of donors and civil society organisations, and key stakeholders. This is the highest forum for coordination and consultation on decentralisation. UNDP also contributed to the preparation of the short-term common plan for all donors.

The Decentralisation Implementation Plan (DIP) has been updated to reflect the changes brought about by the territorial reform and to fit it into the new Rwanda Decentralisation Strategic Framework (RDSF), within the framework of the EDPRS.

### *Capacity building*

Local government officials were trained in various subjects, including the role and responsibilities of districts councils, executive committees, joint forums, the participatory community development approach, and effective delivery of services, among others. Out of the 1 326 officials trained, 442 were women.

### *Partnerships*

During the year, UNDP coordinated all donor support in the area of decentralisation. Strong partnerships were developed with DFID, the Royal Netherlands Embassy, the

*“Much work is still required to develop tools to plan and monitor local development based on MDG indicators”*

German Technical Cooperation Agency (GTZ) and the Swedish International Development Agency (SIDA). In close collaboration with DFID and GTZ, UNDP assisted MINALOC to draft the ministry's short-term plan which fed into the RDSF, which is meant to provide a coherent, well-integrated approach and a basis for effective coordination, clear prioritisation and sequencing of required actions.

### *Challenges*

Even though a lot has been achieved in this area, there is still a long way to go:

- The reintegration of retrenched local administration staff is a long-term process and will require support from all stakeholders.
- Capacity building for the newly elected local leaders is also a long-term endeavour and should go beyond training to include the provision of material and other logistical support.
- Devolution of powers and financial resources to local governments is still slow and inadequate.
- Harmonisation of accounting and financial management at the central and decentralised levels is still a challenge.
- The capacity of raising revenue at the local level is still weak and donor support needs to be coordinated and aligned with the reform and new strategies.

### *Lessons learnt*

Although decentralisation has lacked a solid framework and the implementation programme has not been embraced by all, some important objectives have been achieved since the launch of the process at the beginning of 2006. It is crucial for MINALOC to develop a strategic plan for its own reference and for better coordination of interventions from donors and stakeholders. The strategic plan will allow MINALOC to avoid a stop-go approach and will make it easier for donors to make concrete commitments. The capacity-building agenda needs to be harmonised with similar initiatives in the public sector,

in order to coordinate activities, reduce transaction costs and develop a common approach. Devolution of powers to decentralised entities and fiscal decentralisation are long-term objectives, but the process should begin as soon as possible. Local leaders should be helped to learn by doing.

### **Public service reform**

The focus of UNDP support to the public service sector during 2006 was on restructuring local government administrative units, reviewing the civil service legal framework, a public sector reform marketing campaign, and the performance evaluation system.

UNDP also worked closely with the Ministry of Public Service and Labour (MIFOTRA) to harmonise the capacity building programme. A total budget of US \$ 351 000 was allocated to the project. UNDP worked in close partnership with DFID.

**Gilbert Houngbo (left),  
Director for Africa  
Regional Bureau of UNDP  
confers with Hon. James  
Musoni (right), Rwandan  
Minister of Finance and  
Economic Planning.**



*“Capacity development requires more coordination and harmonisation”*

### *Local administration restructuring*

The organisational structures of local authorities have been redesigned for the four new provinces and 30 districts. Performance contracts that complement the civil service performance contracts now being finalised, have been proposed. These performance contracts will be reviewed after six months.

### *Legal framework review*

The presidential decree defining benefit packages for high-ranking authorities has been approved, and the defining salaries and related benefit packages for all civil servants (including the staff of parliament and the Supreme Court) have been drafted and approved. The law establishing the Public Service Commission and defining its functions was approved by parliament, together with the prime minister's decrees setting out the new structure of public service institutions.

### *Performance evaluation system*

Following the recent public service reform, right-sizing the civil service and giving staff and institutions clear results-oriented terms of reference, the need was felt to set up a system to evaluate the performance of individuals and institutions.

UNDP assisted MIFOTRA through a consultancy to draft institutional and individual performance contracts. Model contracts have been submitted to the minister for approval and validation. The next step will be to test these model contracts in selected institutions.

### *Awareness campaigns on the public sector reform*

Radio and television plays and skits have been prepared and handed to national TV and radio stations for broadcasting. Seminars and workshops have also been organised throughout the country (through institutions like universities, the Rwanda Institute of Administration and Management, provinces and districts) to disseminate information on the ongoing reform, and to get feedback from those directly affected. Articles have been published in public and private newspapers.

### *Capacity development*

Capacity development requires more coordination and harmonisation. Scattered and ill-defined initiatives have been costly, both for the government and development partners.

The Government of Rwanda, in close partnership with UNDP, has embarked on a long-term programme to address this issue. In this respect, UNDP facilitated MIFOTRA and the Human and Institutional Capacity Development Agency (HIDA) to organise a national consultative workshop on capacity building challenges and initiatives. The objective of this workshop was to develop a common understanding of the capacity building concept and approaches to capacity development in the country, and to ensure better and more effective coordination of ongoing and planned initiatives.

A nationwide skills audit and labour market survey has been launched to identify gaps in the critical skills required to deliver on priority programmes under the EDPRS. This analysis will be used to develop a National Integrated Skills Development Policy, setting out strategic measures for filling these gaps.

### *Challenges*

The linkage and harmonisation of the decentralisation and public service reforms is still a challenge for the government. Given the scope and depth of the public sector reform, the leadership role should be clarified. After two years, retrenched civil servants are still struggling to reintegrate into other sectors of the national economy. The public service reform has left many institutions with a huge volume of work and limited staff, and in most cases institutions are resorting to multiple short-term consultancies. It will take a great deal of time and expertise before effectiveness and efficiency go hand-in-hand with restructuring.



## JUSTICE AND HUMAN RIGHTS

An efficient and functional justice sector is a prerequisite for peace and stability, and a central building block for economic development and poverty reduction. During 2006, UNDP's support to the justice sector placed emphasis on improving access to justice for the poor, and strengthening the capacity of various sector institutions to deliver justice. As co-chair of the Justice Sector Coordination Group (JSCG), UNDP supported the Ministry of Justice to further develop the harmonisation agenda for the justice sector, which brings together government institutions, development partners and civil society organisations in the areas of justice, human rights, reconciliation, and law and order, in line with the principles of the Paris Declaration.

The overarching objective of UNDP's support to the justice and human rights sector was to improve the capacity of sector institutions to deliver justice to the poor, and increase the capacity of national systems to promote and protect human rights. Emphasis was put on empowering the poor to access their rights, thus facilitating their participation in the economic development of the country, within the framework of the Good Governance for Poverty Reduction Programme.

Further support was given to various sector institutions through capacity building, awareness raising, policy formulation and some material support. These included the Ministry of Justice, the Supreme Court, the National Secretariat for *Gacaca*, the prosecutor general's office and the National Human Rights Commission.

Participants at a workshop on capacity building in Kigali.



### Mainstreaming peace and reconciliation in the EDRS

Peace-building and reconciliation play a crucial role in assuring aid impact, especially in post-conflict situations. UNDP has included conflict prevention and peace-building in its corporate goals with the aim of strengthening institutions and mechanisms for preventing and resolving conflict, and ensuring that risks and impact are mitigated.

After the recovery phase, reconciliation is now a key feature of the Rwandan government agenda and all national institutions are required to include it in their strategies and development plans. Peace and reconciliation strategies are included in most sector policies, but integration of peace-related issues has been limited during the 2002-2006 PRSP.

The UNDP is, therefore, supporting the National Unity and Reconciliation Commission (NURC) to ensure appropriate and effective integration of peace and reconciliation in the EDRS, 2007-2011.

*“An efficient and functional justice sector is a prerequisite for peace and stability”*

A consultant has been hired with support from UNDP to follow up the EDPRS preparation process, provide stakeholders with an updated risk assessment, strategies and tools for mainstreaming peace and reconciliation in the EDPRS, and follow up its implementation. This project is meant to raise awareness on the role of peace and reconciliation in development, and foster a common understanding on key issues. Attention will be paid to international lessons learnt about the link between peace and reconciliation and poverty reduction. A checklist for mainstreaming peace and reconciliation across the sectors will be drawn up.

This mainstreaming exercise will also foster global development goals for Rwanda by:

- Securing the development process towards the MDGs, especially those concerning poverty eradication, food security, basic education and gender equity.
- Enhancing good governance at both national and local levels. Citizen participation, national and local dialogue, accountability, transparency, anti-corruption mechanisms and tailored budgeting systems (either at ministry or district levels) are particularly relevant instruments for fortifying reconciliation.
- Supporting aid efficiency and hence increasing Official Development Assistance (ODA) inflows and preventing outflows.
- Identifying and enhancing the value of linkages between development areas in Rwanda. Effective mainstreaming of reconciliation in the EDPRS process provides an opportunity for Rwanda to become a reference country for other states in the region recovering from conflict.

### **Key activities**

#### *Capacity building*

A number of training programmes were carried out across the sector:

- A total of 27 legal officers from all ministries received an international certificate from the International Law Institute after training carried out in Kampala.
- Some 259 judges were trained on the Family Code, 130 in administrative law, and 40 others on transnational crimes.
- Mediators (*abunzi*) and bailiffs received training on various aspects of law and mediation.
- Training of 12 focal points based in the high courts took place, on psychological and judicial assistance to victims and witnesses.
- Two Supreme Court judges made a study visit to France on judicial administration, two National Human Rights Commission (NHRC) commissioners visited the International Institute for Human Rights in Strasbourg, and Ministry of Justice officials were trained on justice administration and management.

**T**he following international conventions were translated into Kinyarwanda:

- Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment.
- Optional Protocol to the Convention on the Rights of the Child, concerning the sale of children, child prostitution and child pornography, 20 May 2000.
- Optional Protocol to the Convention on the Rights of the Child, on the involvement of children in armed conflict, 25 May 2000.
- Convention 138 on the Minimum Age for admission to employment.
- Second Optional Protocol to the International Covenant on Civil and Political Rights, aimed at abolishing the death penalty, 15 December 1989.
- Protocol to the African Charter on Human and Peoples' Rights on the establishment of an African Court on Human and Peoples' Rights, 9 June 1998.
- Protocol to the African Charter for Human and Peoples' Rights, on the Rights of Women in Africa, 11 July 2003.



- All NHRC commissioners and officials were trained in investigative techniques, and 37 officials were trained on monitoring and evaluation, and media and communication strategies.
- Altogether, 165 local leaders in the districts of Musanze, Nyanza, Ruhango and Gisagara were trained in human rights. Other training activities involved 107 prison officials, 67 agricultural organisations (members of the Imbaraga syndicate) and 338 members of youth organisations.

#### *Raising awareness*

Activities included a live television and radio conference on the rights of succession (80 people attended and many questions were posed via telephone); information and discussion seminars with development partners and civil society organisations; meetings with all *Gacaca* district coordinators to exchange information on progress in *Gacaca* activities; coordination meetings for courts at all levels; a human rights information campaign through articles in the newspapers; production of brochures and posters, and the production of a documentary film on the work of the Victims and Witnesses Service.

#### *Support to policy formulation*

Support included the development of a strategic plan for the Ministry of Justice and a nationwide Legal Aid baseline survey, carried out in collaboration with the Ministry of Justice, the Bar Association and civil society organisations. The study

## MAISONS D'ACCÈS À LA JUSTICE

In light of the recent decentralisation and administrative reform, the national legal assistance strategy aims at strengthening the district levels by creating access to justice contact points called "Maisons d'Accès à la Justice" (MAJs).

Over the coming years, each district is expected to have such a MAJ that will serve as a first contact point for the people, particularly the most vulnerable and poor. Apart from raising awareness, the MAJs will be responsible for advising and orienting every citizen on the appropriate

authorities. To increase the impact of legal aid activities, the MAJs will act as coordinators for all legal initiatives. Potential joint initiatives will be identified to facilitate harmonisation, efficiency and effectiveness.

In 2006, the Ministry of Justice started a pilot MAJ project in the Nyanza District, with the support of UNDP.

This project will further develop the legal aid strategy and elaborate a national implementation plan based on best practices and lessons learnt.



## HUMAN RIGHTS COORDINATION FRAMEWORK

In line with the UN Paris Declaration principles establishing national human rights institutions, UNDP supported the Rwandan Human Rights Commission to create a coordination framework for human rights activities in the country, in collaboration with civil society organisations and development partners.

The objective of the coordination framework is to provide a mechanism for dialogue and exchange of information, and to develop synergy in joint promotional activities. Joint activities include capacity building, UN Treaty Body reporting, human rights awareness campaigns, elaboration of a National Human Rights Action Plan and mobilisation of funds. UNDP is represented in the committee mandated by the broader Coordination Framework to advance the coordination and harmonisation agenda. The Committee meets every three months and holds extraordinary meetings whenever necessary.

*“Peace-building and reconciliation play a crucial role in assuring aid impact”*

is intended to provide justice sector stakeholders with comprehensive baseline information on the situation of legal aid in Rwanda. An evaluation study on the impact of *Gacaca* jurisdictions on national reconciliation was also carried out, and is expected to provide lessons and best practices for other post-conflict countries. Two reports on the *Gacaca* jurisdictions were completed: the report on the information collection and pilot phases, and a report on the history of the *Gacaca* process. A study on the rights of street children in Rwanda was also completed during the year.

Support was also provided through the establishment of a human rights case-handling database in collaboration with the Indian Human Rights Commission; the rehabilitation of 23 rural (district and province) courts, including providing ICT, generators and mobile toilets; equipment for the Legal Aid pilot project in Nyanza district and the Victims and Witnesses Service; transportation of judges to rural courts; improvement of the NHRC documentation centre; funding for the publication of the NHRC annual report 2005; and the production and distribution of information-collection cards for *Gacaca* courts.

The prosecutor general’s office also received support in its efforts to protect victims and witnesses in physical danger, those with psychological problems, or those involved in court cases, through activities such as relocation.

### *Highlights in the justice sector during 2006*

- A legal aid pilot project in Nyanza (see box) in line with the Ministry of Justice legal aid programme, which will further develop the legal aid strategy and implementation plan.
- Support to reconciliatory justice through the *Gacaca* courts.
- The creation of a national human rights coordination framework in collaboration with the civil society and development partners (see box).
- Development of a justice, reconciliation, law and order chapter in the EDPRS.
- Harmonisation of the budget for the justice sector.
- A decentralisation plan for districts’ justice sector technical committees.
- Completion of a sector-wide ICT strategy.
- Consultancy to develop a genocide-fugitives tracking unit, in view of the forthcoming completion of the mandate of the International Criminal Tribunal for Rwanda (ICTR).
- Implementation of a justice sector media and communication strategy.
- Documentary on the justice sector and poverty reduction.
- Publication of *Ubutabera* magazine.



## MAINSTREAMING HIV/AIDS INTO THE EDPRS

The project to integrate HIV/AIDS into the EDPRS is part of a regional joint initiative between the World Bank (WB), UNDP and UNAIDS. It was initiated as a country follow-up to a workshop on mainstreaming HIV and AIDS into countries' national planning systems through their PRSP preparation processes, which was organised by the World Bank in Johannesburg, South Africa, in 2005. In Rwanda, the project, which is funded by the UNDP Bureau of Development Policy, will follow the roadmap set out for the EDPRS process. The expected outcome is UNDAF Goal 1: "Enhanced capacity to formulate and implement policies and coordinate interventions for HIV/AIDS/STD".

As HIV is considered to be a cross-cutting issue within the EDPRS framework, the objective of the initiative is to ensure that all sectors plan, budget and monitor indicators for HIV and AIDS activities as part of their EDPRS planning.

This initiative also strives to ensure that the EDPRS process is not purely technical, but is inclusive and takes into account the concerns of all HIV/AIDS stakeholders. This is done through activities such as the stakeholder workshop, which discussed the checklist to feed into sector planning processes, and the annual Partnership Forum that reviews achievements and the way forward in mainstreaming HIV/AIDS.

Through continuous support of and strong advocacy within the sectors and the MINECOFIN, the initiative has helped to ensure that cross-cutting issues are considered as more than just an add-on to the sectors' and national plans. As a steady reminder of the national and sector commitment to HIV/AIDS, the initiative is part of the efforts of the Justice, HIV/AIDS and Gender Unit, and UNDP as a whole, to ensure that the consequences of HIV/AIDS are mitigated and addressed at all levels of the Rwandan society.

### *Outputs*

The initiative is founded on four outputs meant to ensure a wide-reaching and participatory process. Emphasis is on participatory planning by involving all stakeholders in EDPRS preparation, informing sectors on the impact of HIV/AIDS, and ensuring that the sectors plan and budget for the management of HIV/AIDS. It will also set up mechanisms for monitoring activities and responses through the EDPRS process.

An outstanding activity during 2006 was the organisation of a stakeholders' workshop on mainstreaming HIV/AIDS into the EDPRS. Key activities and results included the appointment of a focal person for inte-

An association of people living with HIV/AIDS in Butamwa District which is supported by UNDP.



grating HIV into the EDPRS and putting in place a steering committee for the initiative, as well as forming the Cross-cutting Issues Working Group. Other activities included:

- Working with MINECOFIN to develop a methodology for integrating cross-cutting issues into the EDPRS.
- Developing a sector checklist for integrating HIV into sector planning.
- Formulating sector-specific concept notes for detailed guidance on how to integrate HIV/AIDS into planning.
- Participating in sector-specific log-frame training to ensure the integration of HIV/AIDS, and evaluating the integration of HIV into each of the sectors' log-frames.
- A study on the impact of HIV/AIDS and poverty was carried out and focal persons for integrating HIV/AIDS in the EDPRS were trained in costing interventions for more effective planning.
- Rwandan and Tanzanian stakeholders shared their experiences through a video conference between CNLS and the Tanzania AIDS Council, TACAIDS.

Although the sectors will continue their planning and budgeting for the EDPRS in 2007, important advances have already been made for HIV as a cross-cutting issue. The most important sectors of health, social protection and education already have a good understanding of the issues of HIV and AIDS. They have incorporated many of the aspects into their planning and made good analyses of how it is vital within their sectors. Other sectors such as agriculture and water and sanitation have also made progress, although they need to continue to formulate their overall plans and include HIV/AIDS issues in their regular activities.

### **Gender mainstreaming initiative 2006**

Fostering broader participation by women and gender advocates in the EDPRS process can have tremendous pay-offs in terms of sustaining and advancing the gains of affirmative action provided for in the Constitution of Rwanda. The gender mainstreaming initiative that started in the last quarter of 2006 provides a good opportunity to do this by building the capacity of the UNDP country office to mainstream gender concerns among its staff, across all programme units, and at all levels of operation, in order to better promote the extension of this mainstreaming into national project activities.

#### *Gender focal team*

A gender focal team was put in place and includes the head of the Justice, Gender and HIV/AIDS Unit as team leader, the head of the Sustainable Livelihoods Unit, the head of the Aid Coordination Unit, the human resources manager, the economist, the Country Office gender focal point, and the Gender and HIV/AIDS programme officer. The focal team is tasked with spearheading, coordinating and monitoring all gender mainstreaming activities within the country office, as well as partnerships with other organisations and the government.

#### *Gender audit*

In this spirit, UNDP Rwanda joined an ongoing initiative to audit several international bilateral and multilateral organisations on gender. The participating organisations are DFID, SIDA, the Netherlands Development Organisation (SNV), Trocaire, Action Aid, Norwegian People's Aid (NPA), the United Nations Development Fund for Women (UNIFEM) and UNDP. The Ministry of Gender and Family Promotion (MIGEPROF) has observer status. The

*“The initiative is founded on four outputs meant to ensure a wide-reaching and participatory process”*

**Officials from the Government, UNDP, UNIFEM and SNV at a Conference on Gender-Based Analysis in Constructing Policy in November 2006 in Kigali.**



*“Building on previous achievements, UNDP has continued its institutional support of the National AIDS Commission”*

overall objective of the gender audit project is to put in place a mechanism for ongoing benchmarking and peer review of organisational behaviour and change, which will contribute to improved gender equity in Rwanda. A further objective of this exercise is to develop a self-assessment methodology which enables organisations to identify good practices and areas for improvement that will form the basis of an action plan for improved performance on gender equity.

This exercise is expected to produce a number of important outcomes. At country office level, it is expected to produce an action plan for improving the country office’s performance on gender equity and a baseline for future assessments. It will also produce shared learning between participant organisations, leading to a common gender audit methodology and good practice that can be institutionalised in Rwanda. At national level, it will produce, in the short term, a mechanism that the government can use to assess the capacity of its development partners to achieve their commitment to gender equity, and the extent to which they are targeting national priorities and the MDGs in general, and gender equity in particular. In the long term, the gender audit will be extended to the government to hold local authorities and central ministries accountable for their performance on gender. It will also be extended to NGOs and other civil society organisations as a means of self-assessment, and will enable them to ask the right questions about progress towards gender equity.

This gender audit is quite advanced and an analysis of the data collected was to be completed in January 2007. The findings of the audit will form the basis for an action plan and a country-specific gender mainstreaming strategy.

### **Strengthening national capacity to respond to HIV/AIDS and mitigate its socio-economic 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/AIDS at national and decentralised levels. The main objectives of the national capacity development programme are to strengthen the implementation and coordination structures of the national multi-sector plan, and the integration of HIV/AIDS in the public, private and community sector programmes, in order to mitigate its socio-economic impact. The programme is also intended to strengthen the integrated information management system for CNLS and its decentralised structures, and to build the capacity of its national and decentralised structures and its ability to coordinate stakeholders’ activities. A total of 17 national United Nations Volunteers (UNVs) are working for this programme in the areas of planning, monitoring and evaluation.

#### *Awareness and advocacy*

- Training manuals were published in the areas of reproductive health, leadership and advocacy, accounting, procurement, as well as HIV/AIDS awareness material to be used in prisons.
- Two booklets, one of best practices in the management of small projects and another of questions and answers from partners, were published and distributed.

#### *Capacity building*

- Training for the Muslim Women’s Development Association Forum.
- Training of youth peer educators in the Episcopal Church of Rwanda.
- Training of youth in the Catholic archdiocese of Kigali.
- Training of street children in taxi parks.
- Training of umbrella organisations to use a harmonised format for data analysis and reporting.
- Capacity development for the association of commercial sex workers in Kacyiru.

### *Financial support*

- Support to the Women Investment Fund to carry out advocacy, training and promotion of income-generating activities for People Living with HIV (PLHIV).
- Technical assistance to CNLS.
- Financing of micro-projects at all levels.

### **UN Theme Group activities**

UNDP is a member of the UN Theme Group on HIV/AIDS, which comprises all UN agencies. The agencies are developing a joint programme to support the national response to the HIV/AIDS pandemic.

The objective of this joint HIV programme is to create an integrated UN strategic plan to respond to the epidemic and to support the National Strategic Plan, 2006-2009. The programme is also intended to contribute to the national efforts to scale up prevention measures, with special emphasis on youth, and to support the Ministry of Health in providing equitable and quality access to treatment, care and support. CNLS and key stakeholders were assisted to improve the socio-economic status of PLHIV and to enable them to benefit from income-generating activities and an environment that protects and promotes their rights. National monitoring and evaluation systems will be facilitated and followed up on, in order to monitor progress.

As a demonstration of UN reform, the Rwanda Country Team agreed on a pilot joint UN HIV/AIDS programme, and mandated the UN Task Force on HIV/AIDS to develop a longer-term joint HIV Programme for Rwanda.

### **Protecting women and children from gender-based violence**

Building on the success of the last two phases of their joint project “Enhancing Protection from Gender-Based Violence”, UNDP and UNIFEM have continued joint efforts to combat gender-based violence. UNDP and UNIFEM support to women leaders in civil society and higher positions of decision-making has had a clear trickle-down effect in terms of impact on women at the grassroots level. Women leaders have demonstrated that they feel a responsibility towards all women in the country and are committed to advocating for their rights.

#### *Key results in 2006*

- The women of Rwanda were given a “voice” on this critical issue of GBV through wide consultations carried out by women parliamentarians in the preparation of a GBV bill tabled in parliament. Members of FFRP consulted with their constituents around the country in order to incorporate their experiences and recommendations into the legislation.
- Strong partnership was developed with the national police to fight GBV. Through this partnership, a strong message is being communicated across Rwanda that GBV, and violence against women in particular, will not be tolerated. Sustained support from high levels of leadership in the national police reaffirmed this commitment to stopping GBV.
- A high-level workshop on “Moving to gender-based policy analysis in constructing policy” was jointly organised by UNDP, UNIFEM and SNV. It brought





together international gender experts from several African countries and gender mainstreaming stakeholders to review the most appropriate tools and issues in mainstreaming gender in development planning and implementation processes.

- The annual “16 Days of Activism against GBV” advocacy campaigns received extensive support and commitment from ministries, women parliamentarians and civil society organisations (CSOs). This is an excellent advocacy opportunity to exploit throughout the country, as it gathers together leaders from government, civil society and UN agencies to strategically raise national and community awareness of GBV.
- A regional inter-university conference on GBV, HIV/AIDS and poverty engaged leaders in academia and tertiary institution students to raise awareness about GBV.
- The joint UN agency support for MIGEPROF in developing a national GBV policy recognises the ministry’s commitment to moving the battle against GBV in Rwanda forward, and demonstrates UN cooperation in meeting such vital governmental needs.
- UNDP and UNIFEM have been able to forge closer ties with strategic partners in government, the UN system, parliament, CSOs and communities in the fight against GBV.

### *Challenges*

Despite the committed advocacy of a wide range of women leaders and gender advocates, GBV, and violence against women in particular, remains high due to certain cultural practices and mindsets that promote discrimination against women, such as preventing women from owning land or inheriting land from their family or husbands. It is clear that advocacy needs to be sustained and persistent with various target groups (men, youth, local leaders, etc). Another aspect that exacerbates GBV is the extreme poverty of most women. High dependence on the males in their families leaves many women vulnerable to different forms of abuse and violence. Supporting women leaders to have a strong and tangible impact on national processes such as the EDPRS, in an effort to engender them to respond to women’s critical needs, remains challenging.

### *Lessons learnt*

- Investing in the provision of support to women leaders and building their capacities to address key developmental issues affecting women offers important rewards. Engaging and supporting them to participate effectively and strategically enables them to address the issues of GBV and violence against women more effectively.
- UNDP and UNIFEM in Rwanda have learnt that the strategies used to engage women leaders for advocacy against GBV can be replicated in other areas and form national and regional best practices.
- Further effective and strategic engagement of women in national development processes such as the EDPRS is vital for addressing the feminisation of poverty, which in turn impacts on women’s vulnerability to abuse and violence.



## SUPPORT FOR STRATEGIC PLANNING AND ECONOMIC GOVERNANCE

UNDP supports the Government of Rwanda in issues of capacity building and technical cooperation in economic and financial management. More specifically, this assistance targets the capacity building needs of the government's economic management institutions, particularly in debt management and analysis; the formulation of a national poverty alleviation strategy; and the design of specific projects and programmes for poverty reduction. The government's poverty-reduction strategies, macro-economic framework, medium-term expenditure framework, and resource mobilisation activities are followed up. Projects carried out during 2006 include the following:

### **Integrated support project to the Ministry of Finance and Economic Planning**

The aim of the project is to support the implementation of the Ministry of Finance's strategic development plan and its expansion to associated institutions in order to establish a sector-wide approach (SWAp) for economic governance. Total expenditure at year-end was US \$ 2.1 million. During the year, UNDP provided financial and other support to MINECOFIN to launch the preparation of the EDPRS. A public expenditure review in social protection was carried out, as well as a national capacity-gap assessment and a number of training activities. A two-week workshop to prepare the national debt policy was organised.

UNDP was also able to revive a stalled partnership between MINECOFIN, the Central Bank and the UN Conference on Trade and Development (UNCTAD) for putting in place a debt management and financial analysis system (DMFAS). Persistent brokering and facilitation, combined with providing finances for the project, renewed enthusiasm for the project in the government. UNCTAD was brought on board to complete the project. In view of limited capacity, UNDP also provided support to MINECOFIN through initial capacity replacement for the project secretariat and procurement activities carried out by the Implementation Service Centre. Gradual hand-over of responsibilities to the secretariat is expected to be completed by July 2007.

### **Rwanda's special initiatives for poverty reduction and good governance**

UNDP's broad mandate in this area is to provide capacity support in the development of macro-economic policies, monitoring of poverty, provision of statistics, debt management and forecasting, strategic planning and coordination.

The overall objective of the project is to support the government's emerging cross-cutting initiatives, translate them into independent projects and programmes, and mobilise

*“UNDP supports the Government of Rwanda in issues of capacity building and technical cooperation in economic and financial management”*

**The Minister of State in the Ministry of Commerce at the Private Sector Development Workshop, September 2006.**



resources for their implementation. The main national beneficiary institutions of the project include MINALOC, MINECOFIN and the Kigali Institute of Science, Technology and Management (KIST).

#### *Main results in 2006*

The total budget for this project was US \$ 350 000, which was used for the following activities, among others:

- In collaboration with other development partners, UNDP has been central in facilitating the preparation of the EDPRS and coordinating the sector-wide and inclusive approach.
- A study on pro-poor economic policies in Rwanda was completed and a new UNDAF is in preparation.
- Technical advisory support was provided to improve effectiveness in the use of the Atlas Environment.
- An assessment study on capacity-building constraints was carried out and the project supported a member of the National Institute of Statistics of Rwanda (NISR) to participate in a training course in measuring progress and statistics for MDG indicators.
- The National Human Development Report, the Human Development Report and the Least Developed Countries Report for 2006 were launched.
- A workshop on using sports to achieve the MDGs was held and a Rwandan delegation was supported to attend the Youth Employment Summit in Kenya.

#### **Reinforcing technical capacity: the TOKTEN programme**

The UNDP launched the Transfer of Knowledge through Expatriate Nationals (TOKTEN) programme to reverse aspects of “brain drain” by encouraging nationals to utilise their expertise for the service of their homeland through short working visits. The programme aims to support socio-economic development through the transfer of knowledge and technical know-how on the basis of voluntary short-term service from highly qualified expatriate Rwandan nationals.

It is designed as a three-year input to lay the groundwork for the long-term development of the country’s human resource and institutional capacity, through a network at the national and international levels. The programme will also contribute to the implementation of the

## AGF VI

**T**he APRM is a unique and rather bold endeavour in the history of mankind. Never before have statesmen and stateswomen, who are still in power, subjected themselves voluntarily to both internal and external scrutiny.”

“To me APRM is the home-grown statement of principle that good governance is paramount, but should also form a reference point for any assessment of our countries.” – *H.E. President Paul Kagame of Rwanda*

In May 2006, Rwanda hosted a highly successful Sixth Africa Governance Forum (AGF VI) under the theme “Implementing the Africa Peer Review Mechanism: Challenges and Opportunities”. This forum was attended by some 300 participants representing 32 African countries, international organisations and development partners, the private sector and civil society. There were parallel sessions of the African Governance Inventory and a media forum. Presidents Blaise Compaore of Burkina Faso

and host President Paul Kagame led the dialogue with Heads of State. AGF VI made the following key recommendations:

- To facilitate speedy implementation, the APRM processes, instruments and institutional arrangements need to be constantly adjusted, strengthened and simplified, taking into account local conditions and innovations.
- To avoid duplication and secure greater coherence, the mechanism needs to be mainstreamed into African countries’ development plans and strategies.
- Implementing APRM requires partnerships and resources within countries and from partners, bearing in mind, though, that sustainability and credibility of the mechanism process hinge upon national ownership.
- Mutual learning through advocacy and awareness-building are central to the successful implementation of APRM.



Second Country Cooperation Framework (CCF2) for Rwanda in relation to the human resource development and institutional capacity building initiatives within the framework. The total budget for this programme was US \$ 307 000 (UNDP contributed US \$150 000 and the Tokyo International Conference on African Development [TICAD] provided US \$ 157 000).

The TOKTEN secretariat has been established and the programme was officially launched in March 2006. The first group of consultants arrived in Rwanda in May 2006, and so far 28 highly qualified UNV consultants are working mainly in higher education institutions, research, health, environment and community development. Other expatriate nationals will serve as short-term volunteers in fields including engineering, science, medicine and education. They may eventually choose to repatriate permanently.

The challenge remains to mobilise sufficient resources to meet the high demand from institutions and enable the large number of available volunteers to bring home their experience and expertise.

### **Support to NEPAD programmes**

This programme is carried out in partnership with DFID and the Rwanda NEPAD Secretariat in the Office of the President. The total budget for 2006 was US \$ 405 000 (UNDP contributed \$ 150 000 and DFID \$ 255 000).

The NEPAD support project is aimed at addressing the capacity gaps within the country structures that may constrain effective implementation of NEPAD/APRM programmes. The broad project objectives are to strengthen the country's NEPAD secretariat and facilitate it in a number of areas, including organisational capacity building, communication and outreach skills, sourcing expertise and guiding the design and development of bankable NEPAD priority projects.

The support is also geared at promoting regional and global initiatives at country level through NEPAD and APRM programmes, and enhancing national dialogue on good governance through the NEPAD/APRM structure.

### *Highlights during 2006*

Rwanda was peer-reviewed in Banjul, The Gambia, on 30 June 2006, during the fifth summit of the African Peer Review (APR) Forum, preceding the seventh African Union (AU) Summit. It was presided over by the chairman of the APR Forum, Nigeria's president,

**Presidents Paul Kagame of Rwanda and Blaise Compaoré of Burkina Faso flanked by participants at the AGF VI Forum in May 2006.**





**Students at an e-School in Rwanda.**

### *Challenges*

Most of the attention in the first half of the year was focused on preparations for the AGF VI. This affected progress in other key project components such as institutional capacity building, implementation of programmes, and communication and advocacy. The delayed peer-review for Rwanda, which was scheduled for January 2006 but did not take place until June, affected the implementation of APRM-related activities in the country.

### **ICT for development and good governance**

Support for ICT development in the country was implemented in partnership with the Ministry of Infrastructure (MININFRA) and the Rwanda Information Technology Authority (RITA) with a total budget of US \$ 450 000 for 2006.

The main focus of the project in 2006 was to support MININFRA in the formulation of the Second National Information and Communications Infrastructure Policy and Plan (NICI-2010). In addition, the project supported the implementation of the national e-Government programme by improving public access to information.

### *Main achievements*

- The National Information and Communication Infrastructure Policy and Plan for 2006-2010 was adopted. This plan will guide Rwanda in the adoption and exploitation of modern ICT to increase the pace of socio-economic development and create value for all citizens. The plan also aims at bringing Rwanda to the level of a middle income, service and knowledge-based economy by the year 2020.
- A comprehensive feasibility study for the establishment of public information kiosks in Rwanda was completed and a report produced.
- A team of highly qualified ICT policy advisors from Kemilinks International successfully carried out a study and submitted a final report with recommendations on new emerging technologies, regulation, adoption of new technologies, and issues of telecommunications infrastructure for rural communications.

The completion of the NICI-2010 took longer than expected, and this delay has affected the launching of other ICT-related projects because they have to be aligned with the NICI-2010. Most support from development partners will commence in 2007 now that the plan has been completed.

Olusegun Obasanjo. During the peer review, Rwanda was hailed for its zero-tolerance of corruption and its management of diversity, especially after the 1994 genocide.

The NEPAD e-Schools Demonstration Project was officially launched in Rwanda by H.E. President Paul Kagame, at Muhura School, Byumba, on 5 October 2006. Rwanda became the fifth country to launch the NEPAD e-Schools project, after Uganda, Ghana, Lesotho and Kenya.

Awareness of NEPAD programmes in Rwanda has improved tremendously through the enhancement of the NEPAD Rwanda website ([www.nepad.gov.rw](http://www.nepad.gov.rw)), a television documentary on NEPAD, and the mounting of billboards carrying NEPAD messages in Kigali City.

As part of the capacity development of the NEPAD secretariat, three staff went for short training courses overseas. The APRM focal point for Rwanda took a short course in the monitoring and evaluation of projects, while the administration and finance officer took one in computer-assisted financial management. The advocacy and communications focal point took a course in public relations and communications.



## AID COORDINATION AND EFFECTIVENESS

Aid effectiveness is at the centre of today's development discourse. Over 100 donors and developing countries, including Rwanda, signed the 2005 Paris Declaration on Aid Effectiveness. In doing so, they agreed to measure their success at making aid more efficient through a clear set of indicators and targets, centring on the key principles of: *ownership, alignment, harmonisation, managing for results and mutual accountability*. Donors and recipient countries now have a practical blueprint to advance development, enhance aid effectiveness and monitor progress. The Government of Rwanda and its development partners are working to implement these global commitments through the Aid Coordination, Harmonisation and Alignment (ACHA) framework, and within Rwanda's national policies and strategies.

Through strong resolve and assistance from development partners, Rwanda has moved from a phase of emergency management to a period of effective sustainable development. Emerging from a difficult set of development circumstances, the government's achievements in establishing the ACHA framework are being recognised as international best practice.

The External Finance Unit (EFU) was established in 2005 within the Ministry of Finance and Economic Planning, as the key government entry point for the oversight and manage-

*“Aid effectiveness is at the centre of today's development discourse”*

**President Paul Kagame poses with development partners at the Annual Development Partners Meeting held in November 2006.**



ment of external aid. The unit provides donors with a single point of entry, as well as with guidance and leadership on how they can better align their interventions with government priorities. An Aid Coordination Unit (ACU) was established within the office of the UN resident coordinator to support the government, particularly the EFU, in leading the aid coordination, harmonisation and alignment process within a clear framework, and to promote the alignment of external aid with the country's poverty reduction strategy, Vision 2020 and the MDGs. The ACU also has the responsibility to improve coordination and harmonisation of donor interventions, and to build capacity for effective aid management. It also manages the basket fund for harmonisation, alignment and coordination of aid in Rwanda. A steering committee comprising the EFU, Belgium, Canada, the Netherlands, Sweden, Switzerland, the United Kingdom and UNDP provides oversight in the implementation of the project.

Throughout 2006, stakeholders in Rwanda's development built upon the momentum gathered at the 2005 Government of Rwanda and Development Partners Meeting, setting the bar even higher for coming years.

The government has provided leadership and initiative in pushing ahead the aid effectiveness agenda, while responding to national priorities and international commitments. Recognising such accomplishments, in 2006 the Organisation for Economic Cooperation and Development – Development Assistance Committee (OECD–DAC) admitted Rwanda as a member of its Working Party on Aid Effectiveness. Counterparts from Burundi, Malawi, Zambia and Sudan participated in tripartite consultations on aid effectiveness hosted by Rwanda, with the aim of sharing best practices.

This kind of exercise allows stakeholders to refine their outlook while reaffirming the need to contextualise aid within the countries' frameworks. This Rwandan initiative is now being followed by other African states, setting international precedents for best practice in aid management and south-south cooperation.

With the support of the ACU, the Ministry of Finance has continued to lead Rwanda's highest-level coordination structures, providing open fora on policy and technical dialogue.

## RWANDA'S FIRST SECTOR-WIDE APPROACH: THE EDUCATION SECTOR IN THE NORTHERN PROVINCE

**A** 2005 review of external support to the education sector concluded that aid was characterised by a large number of small and unaligned projects and programmes, as well as a proliferation of ad hoc technical assistance. According to the report, if education goals are to be met, the sector will need longer-term, more flexible and more predictable aid to the recurrent budget. To address these issues, an MoU within the education sector was developed and partnership principles agreed upon. It is intended to set out a common approach for supporting the Education Sector Strategic Plan, and is consistent with Rwanda's aid policy, particularly with regard to the government's preference for budget support and sector budget support.

The six partnership principles in the MoU are:

- Aligned and harmonised planning and resource allocation.
- Harmonised external financing modalities.

- Harmonised policy dialogue, consultation and information sharing.
- Harmonised systems.
- An aligned and harmonised approach to capacity building.
- Harmonised performance monitoring and review.

In order to implement these principles, the Government of Rwanda and development partners developed the Joint Education Sector Support Programme. Comprising both sector budget support and a pooled fund for capacity building, the programme is already enabling agencies to scale-up aid and provide sector budget support, in line with government preferences. Within the group, newly delegated cooperation arrangements (or silent partnerships) are being negotiated, allowing the government to proceed with improving service delivery in education. All this is done in an effort to increase resources, streamline policy dialogue and reduce transaction costs.

The year 2006 saw the signing of Rwanda's first memorandum of understanding (MoU) setting up a sector-wide approach (SWAp) in the education sector, the endorsement of the aid policy by cabinet, and a number of capacity building initiatives, with targeted training on SWAp and on aid and debt management strategies.

### *National aid policy*

Following its endorsement of the Paris Declaration, the Government of Rwanda, with the assistance of the ACU, undertook in-country consultations with a view to putting in place tools to ensure that the commitments entered into in Paris are translated into results in terms of enhanced aid effectiveness. The government decided to embark on the process of developing an aid policy which would set out its vision for the use and management of external assistance, in line with the principles agreed upon in Paris and the specific needs of Rwanda.

In order to ensure that this policy is based on robust evidence on the nature of aid in Rwanda, an initial "baseline survey on donor alignment and harmonisation in Rwanda" was carried out in 2005. In addition, an "aid policy consultation paper" was developed, providing an overview of problems and possible policy solutions. Information came from an analysis of identified problems and drew on the experiences of other countries in moving their own aid effectiveness agendas forward. The consultation paper was circulated to all stakeholders and provided a good stimulus for discussions on which Rwanda's aid policy drafts were based.

The aid policy was endorsed by the cabinet in 2006 and now acts as the guiding framework for aid structures, clarifying the types of aid the country wishes to attract and processes to be adopted in its management. As Rwanda enters its post-HIPC phase, the main objective of this policy is to ensure that aid is used in the most effective way possible, ultimately, to better the lives of Rwandan citizens.

Within this process, the first comprehensive survey on aid effectiveness in Rwanda was carried out, starting with a "survey on monitoring the Paris Declaration" built around OECD–DAC and customised to Rwanda's needs. Results from this exercise will be inval-

The screenshot shows the 'DAD Rwanda' web application interface. The main content area displays a table titled 'List' showing funding sources and disbursements. The table has columns for 'Funding Source/Donor Agency/Project', 'Funds Committed (USD)', and 'Funds Disbursed (USD)'. The data is presented in two columns for each of the years 2004 and 2005. The table includes a total row at the bottom and a pagination indicator 'Results 1 - 15 of 15'.

Funding Source/Donor Agency/Project	Funds Committed (USD)		Funds Disbursed (USD)	
	2004	2005	2004	2005
+ AfDB - African Development Bank Group	89,511,899	74,965,489	18,360,754	39,917,342
+ Belgium Gov	7,740,595	13,749,444	6,058,464	16,507,127
+ Canada Gov	4,417,825	3,907,550	4,476,426	1,740,884
+ EC - European Commission	41,580,272	126,937,641	65,877,456	95,820,630
+ France Gov		2,500,000		2,208,952
+ Germany Gov	13,445,858	16,823,349	19,323,289	14,558,308
+ Japan Gov		15,315,518		13,769,625
+ Netherlands Gov	12,936,034	6,550,982	10,388,664	4,853,751
+ Sweden Gov	1,758,228	10,066,269	1,736,250	113,350
+ Switzerland Gov	1,828,441	3,011,144	3,611,787	2,862,585
+ The Global Fund	27,906,028	5,946,374	27,906,028	5,946,347
+ UK Gov	51,095,290	83,627,444	51,095,290	83,627,444
+ UN	56,885,447	31,516,279	45,234,715	34,359,357
+ USA Gov	40,172,772	52,090,819	0	35,358,779
+ World Bank	110,000,000	90,000,000	79,091,297	123,285,330
<b>Total</b>	<b>459,278,689</b>	<b>537,008,302</b>	<b>333,160,420</b>	<b>474,929,811</b>

*“Ensuring the effectiveness of aid is a key priority for Rwanda’s future”*

able for donors and government alike in developing strategies to improve aid effectiveness and implement the aid policy.

According to the Rwanda aid policy, the Development Assistance Database (DAD), a powerful, web-based information tool that can be used to collect, track, analyse, and plan all flows of official development assistance (ODA) to Rwanda, is the primary entry point for donor reporting on aid flows. Donors are thus compelled to constantly provide their own ODA data to facilitate government action in effectively streamlining its reporting mechanisms. The database is being integrated into national systems and will enable all stakeholders to identify national priorities and ensure effective management of international assistance by providing a consolidated overview of aid flows.

#### *Way forward*

Ensuring the effectiveness of aid is a key priority for Rwanda’s future. It is necessary for achieving the overarching goals of poverty reduction and sustainable growth. The successes achieved in 2006 came as a direct result of the positive groundwork laid in 2005. As the foundation for future accomplishments continues to be laid, we trust that 2007 will build on the positive trends of the past year in order to smooth the road towards aid effectiveness.

## KEY ELEMENTS OF THE RWANDA AID POLICY

- Planning processes are outlined. The role of Vision 2020, the forthcoming EDPRS, and sector strategies, along with the measures needed to strengthen these further, and the requirement that all aid be aligned with GoR priorities.
- Preferred modalities for aid are set out. The GoR prefers unearmarked budget support, followed by sector budget support and project support. Stand-alone projects must be on-budget and on-plan.
- Assistance to decentralised entities should be channelled through the national budget or through the Common Development Fund (CDF) to ensure equity in distribution.
- The GoR has the right to refuse assistance if the cost of accepting it would be too high, if it is not sufficiently aligned with GoR priorities, or if it has excessive conditionalities (political or otherwise).
- External debt will be maintained at sustainable levels. More assistance will be sought in the form of grants. Where loans are accepted, they must be highly concessional.
- Technical assistance must be provided in a coordinated manner, responding to expressed needs, with a clear knowledge-transfer mandate. Technical assistance will be coordinated by HIDA.
- The need for information from NGOs on their activities is clarified.
- Vertical funds are an issue of concern. These large funds that channel their resources outside GoR systems tend to be off-plan and off-budget. Improved alignment with GoR priorities is required.
- The division of labour between GoR agencies is clarified. The role of MINECOFIN in aid coordination and the important interface with MINAFFET is clear. Line ministries retain technical ownership of their activities and work closely with MINECOFIN and MINAFFET in negotiating and managing external assistance.
- The GoR encourages donors to use the national monitoring and evaluation system, reducing the burden on both donors and government.
- Joint missions and analytical work are favoured, as are forms of delegated cooperation between partners (silent partnerships) as they reduce transaction costs for both parties.
- Data on aid flows is to be collected from donors in a structured manner, using the new DAD, and made available to all government and donor agencies.
- Rules for the resolution of disputes will be developed and agreed on with donors.
- The GoR is committed to developing an independent monitoring mechanism, emphasising the principle of mutual accountability.



## ENVIRONMENT AND SUSTAINABLE LIVELIHOODS

Rwanda is a mountainous country that enjoys a rich endowment of natural resources, including exceptional biodiversity. However, the country and its people have seen rapid degradation of the environment in recent years, especially during and after the war in 1994. This is a result of mismanagement of the environment coupled with constant demographic pressure. Serious challenges lie in maintaining the capacity and level of ecosystem services to meet livelihood demands while promoting economic growth. The degradation of the environment is negatively affecting the ecosystem and its capacity to provide food and fibre, fuel, water supply, purification and regulation as well as necessities for the people's livelihoods. As 90% of the Rwandan population live in rural areas and are engaged primarily in subsistence agriculture, their livelihoods are highly dependent on natural resources.

The Government of Rwanda recognises the importance of sustainable environmental management in its Vision 2020, and is making it a central component of the formulation of the second-generation poverty reduction strategy, EDPRS.

UNDP, as co-chair of the EDPRS Environment and Land Use Subsector Working Group, is playing a key role in the work of the subsector, mainly through its joint programme with the United Nations Environment Programme (UNEP) "Poverty and Environment Initiative" which provides support to the Rwanda Environment Management Authority (REMA) to develop a sound sector policy and mainstream environment in EDPRS.

Rwanda is also a signatory to most of the multilateral environmental agreements such as the conventions on Climate Change, Biological Diversity, Combating Desertification and Ramsar, which makes Rwanda part of the global community meeting international environmental commitments.

UNDP also supports the government in the areas of policy advisory and capacity building, conservation of biodiversity, sustainable energy and land management, and in assisting NGOs and CBOs working on natural resource management.

### **Mainstreaming the environment in the EDPRS**

The main objectives of this programme are to mainstream the environment in the EDPRS, and to raise environmental management capacity at local level through initiatives such as the joint UNEP/UNDP poverty and environment initiative project.

*"... the country and its people have seen rapid degradation of the environment in recent years"*





**The Government of Rwanda and UNDP sign the Project Document for the Protection of Biodiversity.**

*Lessons learnt and way forward*

- The work of the sector working group in EDPRS should lead to appropriate budget allocation for sustainable use of natural resources.
- Cross-cutting issues, such as environment, gender and HIV/AIDS need to be well integrated into the EDPRS.
- Capacity building will be crucial for effective implementation of the environment sector policy in the EDPRS.

**Capacity building for environmental management**

The objective of this project is to develop a comprehensive capacity-building programme aimed at improving central government’s environmental legal enforcement capacity, as well as raising the capability of local entities and communities to effectively carry out activities for sustainable natural resource management.

*Achievements in 2006*

- The Environmental Impact Assessment (EIA) guidelines were finalised. These will guide the full implementation of the Organic Law on Environmental Management.
- Community-based pilot projects were started in three districts in the Western Province. They include the distribution of energy-efficient cooking stoves, promotion of agroforestry, and activities to mitigate the effects of land degradation. The cooking stoves have been very well accepted by the community and the project team benefited from excellent collaboration with the army in the installation of stoves in the households. This collaboration with other partners led to better results and more impact on the ground. The villagers have reported, with great joy, that the new fuel-efficient cook-stoves have reduced the monthly consumption of fuel wood by half. These pilot activities were supported by the Decentralised Environmental Management Project (DEMP), co-funded by the Netherlands Government. Five UNV environment specialists were recruited to support this project.
- Comprehensive wetlands mapping was carried out in the city of Kigali to inform policy-makers on the ecological status of the Gikondo valley wetlands, with a view to improving environmental management in the Kigali industrial zone.

*Results achieved in 2006*

Under the poverty and environment initiative project, the following studies were carried out to inform the EDPRS process: assessment of the economic cost of environmental degradation, especially in the Gishwati forest and Rugezi wetlands; and an integrated ecosystem assessment in Bugesera to analyse the extent and scale of degradation of ecosystem services and their impact on human well being.

The Poverty and Environment Initiative team has provided technical input to the EDPRS Environment and Land Use Subsector Working Group, and has also worked with the following key sectors which have great impact on the environment: agriculture, health, water and sanitation, infrastructure and education.

Sector-specific checklists were prepared to reflect environmental concerns in these sectors.



Future coordination will be crucial on environment degradation mitigation measures such as building terraces, introducing energy-efficient cooking stoves, wetland utilisation, and effective watershed management.

### **Biodiversity conservation for sustainable livelihoods**

The Global Environment Facility (GEF) Forest Protected Area Project, worth US \$ 5.45 million, was approved and launched. This project aims at raising the national capacity for biodiversity conservation, focusing on the Volcanoes and Nyungwe National Parks. The objective of this project is to increase the capacity of institutions to improve management effectiveness in the national protected areas network, and encourage partnership between the different authorities and other stakeholders. The project is expected to improve systemic capacity within institutions and key stakeholders at central, district and local levels, to enhance management effectiveness for natural resources in and around protected areas. This should translate into greater socio-economic benefit flows to local communities and reduced illegal use of protected areas' resources. It should also lead to better protected-areas management and conservation of biodiversity at forest parks through knowledge-based adaptive management practices and field demonstration. The project will be implemented by the Ministry of Lands, Environment, Forestry, Water and Mines (MINITERE) and the Rwandan Office of Tourism and National Parks (ORTPN).

### **Micro hydro-power capacity development**

Developing renewable energy can make improvements in natural resource management, poverty reduction and economic growth potential. A regional micro hydropower project (US \$ 1.9 million) aimed at putting in place an effective regulatory framework to promote micro hydro-electricity in rural areas of Rwanda and implementing pilot activities in selected villages, was launched. This is part of the regional pilot project Mini/Micro Hydropower capacity-development initiative in sub-Saharan Africa supported by UNDP-GEF, African Development Bank (ADB) and IEPF.

Proposals for national capacity self-assessment and a sustainable land-management project were submitted to GEF for possible funding in 2007.

### **Support to habitat and human settlements**

This project aims to support habitat and human settlement through effective and sustainable resettlement and reintegration of displaced families from Gishwati forest, and other vulnerable people in the Western Province. The project also includes the formulation of an urban development plan for the city of Kigali.

Through partnership between UN-HABITAT and MININFRA, 3 500 houses have been constructed in the Western Province. A water supply system is now being installed in Kayove District and a solar energy system provided in Arusha, Mizingo. The people of Nyabihu District have also been provided with ambulances. The above projects were funded with a contribution from the Norwegian development agency, NORAD, and two health centres are currently under construction in Karongi and Rutsiro districts with funding from the Government of Finland. Through the same partnership, the urban development policy for Kigali city was developed and approved.

Renewed commitment from the local government leaders is crucial to ensure the continuation and successful

**A local administration official demonstrates a solar energy station for rural communities in the Western Province**



*“Serious challenges lie in maintaining the capacity and level of ecosystem services to meet livelihood demands while promoting economic growth”*

completion of these activities, and there is a need to strengthen the village committees to foster full ownership of the project activities.

### **National urbanisation policy**

An agreement to support the Ministry of Infrastructure (MININFRA) in developing a national urbanisation policy, and capacity building for central and decentralised institutions in charge of the urban sector and habitat was signed in August 2006, between the Government of Rwanda, UNDP and UN-HABITAT, for a budget of US \$ 264 433. This project, which is financed by UNDP, supports the ministry in the development of the urban development policy, and in providing training and other tools for sustainable urban management and planning.

The following are the core achievements during 2006:

- The urban development policy was developed and validated. The final document prepared on the basis of recommendations of the workshop remains to be approved by the cabinet.
- A draft text for an organic law on land tenure in urban areas was developed through extensive consultation with stakeholders, and has been submitted to the Ministry of Lands to be taken into account in the preparation of the overall land policy.
- A database on urbanisation has been installed in the Ministry of Infrastructure. Data have already been collected on Rwamagana town from a previous project financed by the World Bank, and future users of the database have been trained.
- A draft text for the National Urbanisation Policy was completed and validated through a stakeholders' workshop. The final document prepared on the basis of recommendations of the workshop remains to be approved by the cabinet.
- A cooperation agreement between the Rwanda Institute of Administration and Management (RIAM) and UN-HABITAT was signed for a project on needs assessment for institutional capacity building in urbanisation and habitat. RIAM will be responsible for developing modules and undertaking training for selected technicians from ministries and districts.
- Computer equipment worth US \$ 45 000 was supplied to the districts in response to requests expressed during the workshops or in the field by officers in charge of district urban planning.

### **Kigali industrial environment management framework project**

The proposed Urban Industrial-Environmental Management Framework (UIEM-Frame) is a joint response by three UN agencies (UN-HABITAT, UNEP and UNDP) to a request by the government for financial and technical assistance to address emerging challenges in the industrial-environment nexus in Rwanda, especially in the urban setting of Kigali city. The project responds to the increasing demands for industrialisation, on the one hand, and the concomitant environmental degradation and management problems, on the other. As a joint UN agencies initiative, the project is guided by the principles of UNDAF and seeks to mobilise further resources from the government and its development partners to implement the strategies and action plans to be prepared in the first phase of the project. The total budget for this project is US \$ 150 000, with each agency contributing US \$ 50 000.

Under the first phase of the project, the following activities have been undertaken:

- An ecological and social economic study.
- A study on current and anticipated impacts on the environment by industrial operations.
- A review of alternative response options, including policy and institutional arrangements and consensus among the stakeholders.
- Strategies and action plans for immediate and long-term implementation have been drawn up.
- Cleaner production training for nine industries in Rwanda, with technical assistance from the Uganda Cleaner Production Centre (UCPC) and UNEP.

- A concept document for the establishment of a Rwanda Cleaner Production Centre.
- RCPC has been submitted to UNIDO through the ministry responsible for industries, MINICOM.

More work will be needed to generate data on water and soil quality, and to establish individual industry contribution to pollution. More information on the cost of damage to the wetland will also be needed in order to provide sufficient grounds for decision making.

### **Improving natural resources management and conservation through community-based small grants projects**

The GEF Small Grants Programme (GEF-SGP) was established in 1992 following the Rio de Janeiro World Summit, to actively involve communities in the protection of the global environment through local initiatives. GEF-SGP is a platform for showing and disseminating community solutions experimented in the field and which can be replicated on a wider scale. This programme operates in more than 80 countries and has fostered awareness and better knowledge of environmental issues among decision-makers and development stakeholders.

The GEF-SGP programme in Rwanda started in 2005 with a pilot phase to support local initiatives in sustainable management and conservation of natural resources for the benefit of local communities and the global environment. It focuses on global environment benefits, poverty reduction and attainment of the MDGs, as well as capacity building for local communities in policy advocacy for better management of the environment.

The strategy of the programme is to promote a participatory approach in project selection, approval and monitoring processes. A National Steering Committee (NSC) comprising various stakeholders from civil society, the government, development partners and UN organisations was set up for this purpose. The NSC selects projects and gives support to GEF-SGP in programme implementation. Focus is on demand-driven and innovative projects from local communities that include awareness raising and advocacy, technology transfer, capacity building, construction of basic infrastructure, and knowledge management. The project also targets focal areas of the GEF: biodiversity, climate change, international waters, land degradation and persistent organic pollutants (POPs). The first national strategy was validated by the National Steering Committee in October 2005 and approved by the programme management team at the global level.

#### *Achievements*

Impressive results have been recorded, including improvements in the living conditions of the local population and demonstrated potential contributions by local communities. Co-financing and the direct participation of communities is encouraged because it increases the chances of success and ensures ownership and close monitoring by the stakeholders.

The necessary organisational structures for the GEF-SGP, such as staff and equipment, were set in place; the NSC was revised for gender equity; and a national strategy was formulated.

Eight projects were funded in four focal areas:

**People removing water hyacinth from a river.**



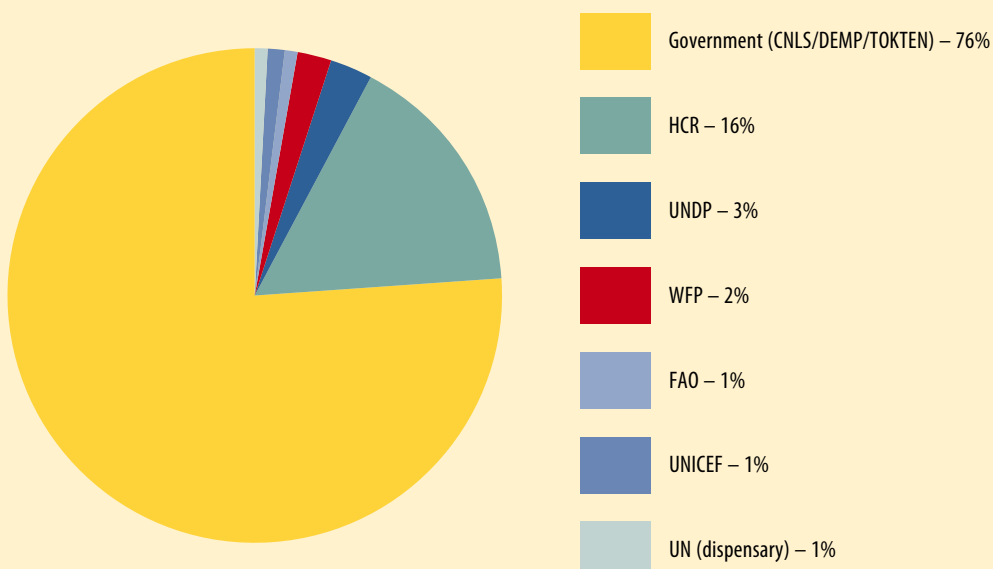
- Two projects on biodiversity conservation, including community ecotourism and rain water harvesting tanks to reduce pressure on the Volcanoes National Park – US \$ 47 091.
- Community conservation of the historically important Nkosi and Bikara forests – US \$ 50 000.
- Protection of international waters (mechanical control of water hyacinth in two lakes in the Akagera National Park, and weaving of baskets from the weeds – US \$ 49 876.
- Climate change mitigation, including sustainable household biogas production and utilisation, and a plastics recycling unit – US \$ 50 000.
- Four projects to combat land degradation including sunflower and sisal production for the Mukungwa river basin management, biological coffee production for sustainable management of the Nyabarongo river basin, and soil fertility restoration of reclaimed terraces through integrated farming methods.
- Promotion of solar panels, ecological toilets and reforestation for soil conservation.

The following co-funding micro-grants projects were launched: the Nile Basin Initiative NTEAP-MGP (12 projects on river basin conservation, water management and protection, and sustainable agriculture) and the UNEP-NEPAD-MGP projects (worth US \$ 150 000 for three years) for synergy on multilateral conventions, as well as two projects on combating land degradation. A total of 45 members of staff from 30 local NGOs/CBOs were trained in project formulation, management and monitoring.

#### *Lessons learnt*

Local NGOs and CBOs, especially women and youth organisations, need training on project formulation and management, GEF focal areas and context analysis. The coordination and co-financing of interventions in micro-grants programmes need to be improved for better results and increased partnership with local communities. Local communities should contribute at least 20% to the project in order to guarantee ownership of the project and sustained interest from the community. Successful projects should be promoted for up-scaling and replication, and gender equity should be ensured for more successful management of natural resources.

UNV assignments in Rwanda in 2006





## THE UNV PROGRAMME IN RWANDA

“The UNV programme makes it possible to redefine what development is. It works in close cooperation with a wide network of United Nations agencies, funds and partners with the objective to bring entire communities to play an active role in the defence of their own cause.” – *Kemal Dervis, UNDP administrator.*

### *Results*

In 2006, in addition to the direct support given to the Rwandan government, six partner organisations have benefited from the expertise of the United Nations Volunteers (UNVs), 20% of whom are women.

In 2006, the programme in Rwanda mobilised more than 73 UNVs including 28 UNV consultants in the framework of the TOKTEN programme. Also, more than 107 UNVs from Rwanda are serving in more than 16 countries (East Timor, Guinea Conakry, Sierra Leone, Tajikistan, the Comoros, Eritrea, Kosovo, Burundi, East Timor, Ivory Coast, Ethiopia, Chad, Liberia, Afghanistan, Haiti and Mauritania).

### *Lessons learnt and best practices*

During their assignments, UNVs contribute to the promotion of local volunteerism. Since April 2006, a team of UN volunteers and other UN staff have been working in partnership with the Centre of Gatenga to prepare spectacles that accommodate young people living in particularly difficult conditions in Kigali. The team numbers about 15 people, some of whom are popular Rwandan artists. These men and women give of their time to share their knowledge and, in particular, train the trainers at the centre to ensure the sustainability of the project.

Thanks to the support of the UNDP, the UNV Programme of UNICEF and partners from the private sector, more than US \$ 17 000 was mobilised. The spectacle with the theme “The Dream, the imaginary and what they stimulate in us”, mixing Kinyarwanda, French and English and featuring all disciplines, was to be held in January 2007.



**Top:** UNVs planting trees in the Western Province.

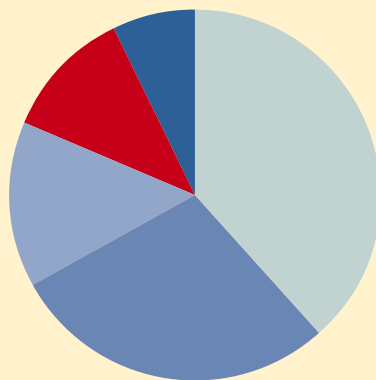
**Above:** A UNV poses with a beneficiary who has received a goat donated by the UNV programme in the Western Province.



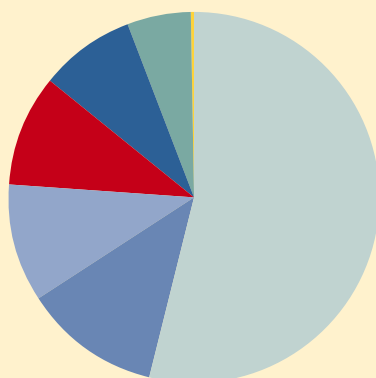
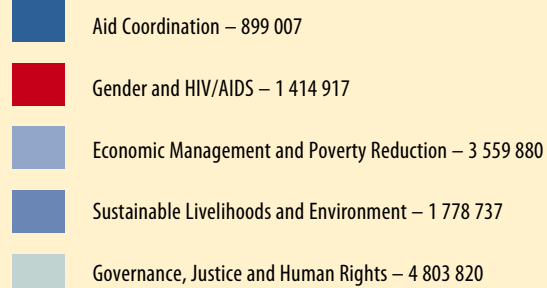
# FACTS AND FIGURES

## Country Office expenditures for 2006 (US \$, thousands)

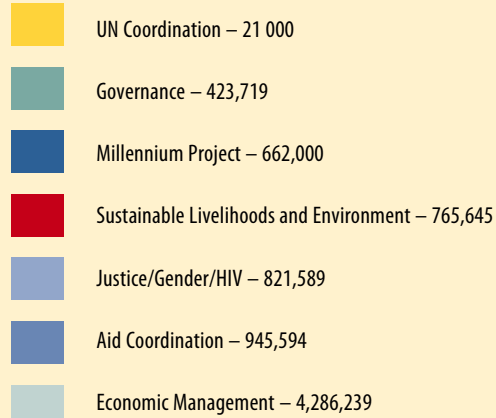
Area of Support/Department	Expenditures
Gender, HIV/AIDS Justice and Human Rights	2 141
Economic Management and Poverty Reduction	4 079
Sustainable Livelihoods and Environment	2 057
Governance	2 511
Aid Coordination	939
Management	2 445
UN Coordination	81
Increased CO Delivery & Development Support Services	383
United Nations Industrial Organization (UNIDO)	48
<b>Total</b>	<b>14 684</b>



### Programme expenditures in 2006 (US \$)



### Resources mobilised per unit (US \$)



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Cover, main photograph—Mathiew Hagnery; cover, inset—Jean de Dieu Kayiranga; inside front cover—Jean de Dieu Kayiranga; 2—Jean de Dieu Kayiranga; 3—Jean de Dieu Kayiranga; 5—Melanie Kotsopoulos (top); 5—Jean de Dieu Kayiranga; 7—Jean de Dieu Kayiranga; 10—Fred Munyarubuga; 12—Athol Rheeder (top); 12—Jean de Dieu Kayiranga; 14—Melanie Kotsopoulos; 16—Athol Rheeder (top); 16—Jean de Dieu Kayiranga; 17—UNIFEM; 19—Athol Rheeder; 20—Athol Rheeder; 21—Athol Rheeder (top); 21—Jean de Dieu Kayiranga; 23—Sesonga John; 24—NEPAD Secretariat; 25—Athol Rheeder (top); 25—Jeff Bower; 29—Melanie Kotsopoulos (top); 29—Gabriel; 30—Jean de Dieu Kayiranga; 31—Jean de Dieu Kayiranga; 33—Melanie Kotsopoulos; 35—Jean de Dieu Kayiranga; 36—Athol Rheeder.

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